



# GLOBAL DELIVERY INITIATIVE

A partnership for Doing  
Development Differently

The background of the page is a blue-tinted photograph of a person's hands holding a clear plastic water filter. The filter is a cylindrical device with a handle. The person's hands are visible, and the filter is being held up. The overall image has a blue overlay, and there are colorful vertical bars on the left side of the page.

# Why Focus on Delivery?

**E**nsuring that kids learn. Providing clean water. Making household energy affordable. Reducing maternal mortality.

Development organizations and governments deploy substantial resources and sophisticated technical solutions. Yet, interventions don't always have the intended impacts on people's lives.

What gets in the way? Interventions often encounter difficulties during implementation—capacity shortfalls, misaligned incentives or lack of coordination among stakeholders, to name but a few. Technical solutions alone are not enough to navigate these complexities.

Whether supporting a health reform or building public infrastructure, the international development community must be able to achieve transformational impacts—kids learning, people getting healthier—in a more consistent and timely manner. Getting to this next level of impact requires better integration of the right technical “what” with the right delivery “how.”

To that end, a partnership of international development institutions, practitioners, implementing agencies, nongovernmental organizations, academic institutions and the private sector has created the Global Delivery Initiative.

# THE GLOBAL DELIVERY INITIATIVE

**T**he Global Delivery Initiative is a collaboration across the international development community to forge a new frontier in development efforts worldwide: improving the outcomes by leveraging the delivery know-how.

The initiative's goal is to bring together the existing, but fragmented, knowledge of what works in international development—why and most importantly *how*—and to support practitioners in *using* these insights to deliver consistent results on the ground. By connecting perspectives, people and organizations across sectors and regions, the initiative supports the co-creation of an evidence base of delivery know-how: a science of delivery for development.

Building on the wealth of experience of its partners, the initiative will unlock the potential of this cumulative delivery know-how. With ready access to these insights, practitioners everywhere can make better-informed decisions systematically, every time and in every country.






# LIBRARY OF DELIVERY CASE STUDIES

The Global Delivery Initiative invites development organizations to join the partnership and to contribute to its library of delivery case studies.

Delivery case studies focus on underexplored, complex delivery problems and processes that development stakeholders grapple with—what they are, when they arise and how they might be addressed. Practitioners will find details about both delivery strategies and their fellow practitioners' experiences during the twists and turns of implementation, as illustrated in case study snapshots over the following pages.

Individually, these delivery case studies make an important contribution by exploring interventions in their contexts and tracing the process of what was done, why, how and why implementation either succeeded or failed. As a whole, the library helps to identify patterns while providing practical insights. It also makes it possible to distill the common delivery challenges—the institutional, political, behavioral, logistical and other issues that affect the implementation of specific interventions.





# THE DOING DEVELOPMENT DIFFERENTLY MANIFESTO

From a community of development practitioners have emerged several principles<sup>1</sup> that successful development initiatives have had in common:

- Focus on solving local problems that are debated, defined and refined by local people in an ongoing process.
- Gain legitimacy at all levels (political, managerial and social), building ownership and momentum throughout the process to be 'locally owned' in reality (not just on paper).
- Work through local conveners who mobilize all those with a stake in progress (in both formal and informal coalitions and teams) to tackle common problems and introduce relevant change.
- Blend design and implementation through rapid cycles of planning, action, reflection and revision (drawing on local knowledge, feedback and energy) to foster learning from both success and failure.
- Manage risks by making 'small bets': pursuing activities with promise and dropping others.
- Foster real results—real solutions to real problems that have real impact: build trust, empower people and promote sustainability.

The delivery case studies included in the Global Delivery Initiative library will provide evidence on implementation and help practitioners navigate complex delivery challenges.

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<sup>1</sup> The emerging principles cited above are in the DDD manifesto, which was a product of the October 2014 Doing Development Differently workshop in Cambridge, MA. (<http://buildingstatecapability.com/the-ddd-manifesto/>).

Over the past two years, considerable work around delivery has been done by numerous organizations, working both collaboratively (including at events such as "Towards a Science of Delivery for Development: Setting the Agenda"), and singly. Important contributors to this agenda have included Harvard University, the Overseas Development Institute, GIZ, the World Bank Group, Princeton University and Dartmouth College.





# HOW TO SCALE UP RURAL SANITATION IN INDONESIA

## What is the problem?

Over 63 million people in Indonesia practice open defecation, which presents a major public health challenge and a major problem to be solved. Of the four most important causes of under-5 mortality in the country, two—diarrhea and typhoid—are preventable illnesses directly linked to sanitation and hygiene issues. It is estimated that more than 33,000 children die each year in Indonesia from diarrhea and 11,000 from typhoid. Further, the economic costs of poor sanitation are immense: in 2006, Indonesia lost an estimated \$6.3 billion because of poor sanitation and hygiene, equivalent to 2.3 percent of its gross domestic product.

## What question is the case trying to answer?

The Government of Indonesia needed to find new mechanisms of delivering services at scale, particularly to poor people living in dispersed geographical locations across the country's 17,000 islands. Indonesia engaged in a systematic process of bottom-up, community-based total sanitation through which approximately 25 million people have gained access to improved sanitation, leading to better quality of life. This case study explains how the paradigm shift took place, how the intervention was scaled up and how the provision of technical assistance evolved alongside the paradigm shift. Adaptation and learning to influence behavior change in hygiene and sanitation practices were the critical levers around which sustainable sanitation would be possible.





## What were the delivery challenges encountered?

In addition to the challenges posed by Indonesia's geographical dispersion and decentralized governance, sanitation was the “forgotten twin” of water and sanitation policy. Existing policies that centered on investment in infrastructure and subsidies weren't producing results. The Indonesian government had been investing mostly in urban areas and lacked effective large-scale rural sanitation programs, which had led to a decline in rural access to sanitation. The most pressing challenges were changing attitudes toward a socially acceptable practice (open defecation, mostly into rivers), promoting sanitation as a household priority and modifying the population's willingness to pay for it. This meant that a demand for sanitation needed to be created as well as a system that could supply it.

## WHAT ARE THE DELIVERY INSIGHTS?

The case study highlights these insights, among others, on implementation processes for scaling up rural sanitation:

- Behavior change in hygiene and sanitation practices was the critical lever to scale up rural sanitation. This requires innovative partnerships with communities, continuous learning and technical assistance for building capacity, understanding incentives and closely monitoring results to detect progress and take remedial actions as appropriate.
- Government and nongovernmental implementers showed adaptability by increasing their expertise in social and sanitation marketing to address the challenge of increasing demand.
- Blending positive reinforcement mechanisms (such as award ceremonies) with negative ones (such as shame at the household level and benchmarking at the village and district levels) was effective in changing behavior.
- The intervention leveraged existing informal social institutions by gaining credibility among key groups at the district level, including women's organizations, religious leaders and young people.
- Reflection on experiences and evidence (including study tours to Bangladesh and Vietnam) proved pivotal in the learning journey of the Ministry of Health, providing impetus and inspiration to adjust its interventions and take a different approach to implementation.



# HOW TO ACHIEVE SUSTAINABLE WATER SERVICE DELIVERY IN URBAN NIGERIA

## What is the problem?

In Nigeria, half of the population living in urban areas did not have piped water access, and for those who did, water taps flowed only a few hours per day. The problem to solve is the provision of reliable, potable and affordable water today while ensuring its availability to populations in the future by setting accountable and viable water utilities that deliver.

## What question is the case trying to answer?

In 2004, the Federal Government of Nigeria joined hands with the World Bank to address the institutional weaknesses related to the urban water utilities under the National Urban Water Sector Reform Project (NUWSRP) in Enugu, Kaduna and Ogun states. While the project has achieved targets for investments in rehabilitation and expansion of waterworks, it did not perform as strongly on the institutional reforms needed to ensure sustainability. The fundamental question that this case study explores, then, is this: Why did the NUWSRP not fully attain the essential objective of sustainable water service delivery?







## What were the delivery challenges encountered?

Challenges appeared at different levels of implementation. *At the state level*, the management system was unable to implement an effective, results-driven strategy, which created a climate that encouraged neither performance nor accountability around the operation of state water agencies (SWAs). *At the federal level*, communication problems between the World Bank, the SWAs and the government contributed to setting unrealistic expectations while peeling out layers of ownership, which further affected agencies' accountability and the project's disbursement pace. *At the donor level*, internal incentives to disburse quickly further challenged attempts to set up a system based on results. Finally, *at the citizen or user level*, water provision and access remained a strong campaign card for many politicians, which made the question of increasing water tariffs a difficult topic (especially in light of the poor services received).

## WHAT ARE THE DELIVERY INSIGHTS?

This case study brings to light valuable lessons on how to shape an enabling environment for sustainable water service delivery:

- Political incentives combined with the need for rapid short-term results may play against long-term commitment to change—overvaluing short-run returns and inducing a low-level equilibrium trap that prevents scaling to sustainable outcomes.
- Investing in capacity building without changing the mindsets of agents to value (long-term) outcomes may jeopardize projects that aim for institutional reforms.
- Evidence-based discussions with political leadership at the state level can spur more-productive discussions on sustainability and give state managers greater credibility. Managers used data as an ally to change the minds of policy makers and their own internal staffs to support institutional changes.
- Disbursement systems can be effective tools to ensure greater accountability, as a system based on results and performance sends strong signals to stakeholders about the project's commitment to achieve results.



# HOW TO EXPAND ACCESS TO SUSTAINABLE WATER AND SANITATION AT SCALE FOR THE URBAN POOR IN KENYA

## What is the problem?

In Kenya, strong population growth is coupled with a high urbanization rate. Now, about 8 million people live in more than 2,000 urban low-income areas countrywide. Most of the urban poor lack access to safe water and adequate sanitation—with serious implications for health, economic opportunities and the quality of life. Although funding in the sector is increasing and reforms are under way, the prevailing approach of development partners and government—to increase coverage through household connections and investments in large infrastructure—has not delivered in the past in rapidly growing urban low-income areas in Kenya.

## What question is the case trying to answer?

The case study explores how implementers (about 70 utilities and Kenya's Water Services Trust Fund, or WSTF) were able to expand access to sustainable water and sanitation services to almost 2 million people within six years in a cost-efficient way. It also discusses the roles of technical and financial cooperation in this successful outcome.





## What were the delivery challenges encountered?

Until recently, utilities were not subject to robust incentives, political direction and standards to deliver services in urban low-income areas. They did not develop technologies and business models to deliver services at scale to poor urban citizens. Information on service coverage was lacking, leading to limited accountability to improve the situation for the urban poor.

## WHAT ARE THE DELIVERY INSIGHTS?

This case study provides several insights for scaling up sustainable water and sanitation delivery for the urban poor:

- A paradigm shift was possible because of changes of perception among decision makers and implementers on how to reach the urban poor at scale in a reasonable time, namely that
  - Scaling-up requires a mix of access solutions, including low-cost technologies; and
  - Scaling-up requires substantial technical assistance from an “intermediary,” such as WSTF, that finances the scaling-up and, equally important, supports utilities in a comprehensive and hands-on way to implement and operate last-mile infrastructure.
- Building momentum for scaling-up was necessary to secure the sustainability of infrastructure and to gradually build pro-poor delivery and absorption capacities in utilities.
- A long-term, embedded team worked with stakeholders over a period of 11 years to build trust relationships with partners, support change agents, coach professionals at WSTF and strengthen the confidence of financing partners.
- A competitive, performance-based “call for proposals” procedure was critical to identify the small investments with the highest cost efficiency and to maximize access outcomes.
- WSTF developed detailed implementation toolkits for water supply and sanitation that more than 70 utilities now use. They contain technical standards, social marketing concepts and business models, and are updated based on implementation experience.

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