

## Technical Cooperation Document

### I. Basic Information for TC

▪ Country/Region:	COLOMBIA
▪ TC Name:	Promover el Cambio de Comportamiento en Agua, Saneamiento e Higiene en el Pacífico Colombiano para Prevenir COVID-19
▪ TC Number:	CO-T1596
▪ Team Leaders/Members:	Sturzenegger, German (INE/WSA) Líder del Equipo; Orellana Arevalo, Edgar R. (INE/WSA) Jefe Alterno del Equipo de Proyecto; Arauz Herrera, Alison (INE/WSA); Borga, Juan (BDA/BGT); Navia Diaz, Maria Del Rosario (INE/WSA); Negret Garrido, Cesar Andres (LEG/SGO); Nunez Zelaya, Anamaria (KIC/DCC); Sasaki, Keisuke (INE/WSA); Velasquez Rodriguez, Manuela (INE/WSA)
▪ Taxonomy:	Apoyo Operativo
▪ Operation Supported by the TC:	CO-L1156, CO-T1408, CO-T1554.
▪ Date of TC Abstract authorization:	26 Ago 2020.
▪ Beneficiary:	Gobierno de Colombia, Ministerio de Vivienda, Ciudades y Tierras, Gobierno Municipal de Tumaco, Gobierno Municipal de Quibdó
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	Fondo Especial de Japon(JSF)
▪ IDB Funding Request:	US\$750,000.00
▪ Local Counterpart funding, if any:	US\$75,000.00 (En-Especie)
▪ Disbursement period (which includes Executing period):	24 months
▪ Required start date:	December, 2020
▪ Types of consultant:	Firms and Individual consultants
▪ Prepared by Unit:	INE/WSA-Agua y Saneamiento
▪ Unit of Disbursement Responsibility:	INE-Sector de Infraestructura y Energía
▪ TC Included in Country Strategy (y/n):	No
▪ TC Included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Inclusión social e igualdad; Productividad e innovación; Sostenibilidad ambiental; Igualdad de género; Diversidad

### II. Description of the Associated Loan/Guarantee

- 2.1 This Technical Cooperation (TC) supports operation CO-L1156 (*Programa de Agua, Saneamiento Básico y Electrificación para el Pacífico Colombiano*). The overall objective of this investment loan is to help narrow gaps in access to potable water, basic sanitation, and electricity services in the Colombian Pacific region. Its specific objectives are to: (i) increase access to and upgrade water and basic sanitation services in the cities of Quibdó and Buenaventura; and (ii) to promote access to reliable, efficient, and sustainable electricity service in the Colombian Pacific, including the promotion of sustainable energy solutions that reduce fossil fuel dependency. In December of 2015, the operation was approved by the Bank for US\$231.4 million to finance the civil works of Colombia's *Todos Somos Pazcífico* Plan. The loan is currently under implementation and has disbursed about 30% of its total budget.

### III. Objectives and justification of the TC:

- 3.1 The goal of this Technical Cooperation (TC) is to contribute to the sustainability of water, sanitation and hygiene (WASH) investments in the Colombian cities of Tumaco

and Quibdó through the financing of behavior change activities and the development of WASH financial products. In the city of Quibdó, the TC will support the implementation of IDB's investment loan CO-L1156. All activities financed by this TC will follow the A·B·C for Sustainability approach developed by One Drop Foundation for the [Lazos de Agua](#) program.

- 3.2 Lazos de Agua is a program financed by the Inter-American Development Bank (IDB), One Drop Foundation, The Coca-Cola Foundation and FEMSA Foundation with the goal of increasing access to sustainable water and sanitation services in rural and peri-urban areas throughout Latin America and the Caribbean (LAC). The program follows the A·B·C for Sustainability model: A stands for access, through the construction of new or improved water and sanitation infrastructure and the strengthening of community organizations providing services; B stands for behavior change, through the implementation of social art interventions that inspire, activate and sustain behaviors such as handwashing, water storage, water use, tariff payment, among others; and C stands for capital, through the provision of financial products for water, sanitation and hygiene (WASH) and the strengthening of the supply chain of ASH goods and services. The most innovative aspect of the program is the use of Social Arts for Behavior Change (SABC), a model also developed by One Drop. The program is financing projects in five countries: Mexico, Colombia, Paraguay<sup>1</sup>, Nicaragua and Guatemala. In Colombia, the program is currently active in the city of Tumaco and plans to expand to the city of Quibdó, both located in Colombia's Pacific Region (CPR).
- 3.3 The CPR includes the departments of Cauca, Chocó, Nariño and Valle del Cauca. With an estimated population of 1.6 million (3.2% of the country's population), 90% is afro-descendant, 6% mulatto or mixed-breed, and 4% indigenous. Despite its vast geographic scope, the region accounts for only 2% of the national gross domestic product. In the departments of Chocó, Cauca and Nariño, between 40% and 80% of the population suffers from unmet basic needs, insecurity (both in urban and rural areas) and little integration with the rest of the country.
- 3.4 Tumaco, the second most important city in the CPR, is located in the southern part, near the border with Ecuador. Access to drinking water in the city is 45%. There is no sewage system in Tumaco. Households depend on individual sanitation solutions such as pit latrines or septic tanks. The city was prioritized by the National Government under the Todos Somos Pazcífico Plan, which includes investments in WASH infrastructure. Tumaco, as a port city, has been severely hit by the coronavirus pandemic. As of November 2020, the Nariño department, where Tumaco is located, had reported more than 23,000 confirmed cases, most of them located in the city of Tumaco, and almost 800 deaths<sup>2</sup>.
- 3.5 The Lazos de Agua Program started interventions in Tumaco in 2018 through the project [Agua para ConvidArte](#), executed by Fundación Plan in close collaboration with the Municipality of Tumaco and the municipal water company (Aguas de Tumaco). As

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<sup>1</sup> The Paraguay project, called Y KUAA, which means water in Guaraní, was partly financed with resources from the Japanese Fund (US\$600,000). The Project has benefited more than 17,540 people with new access to drinking water in rural areas and 6,950 people with new sanitation in urban areas. The Project is expected to benefit a total of 63,895 people in Paraguay with sustainable access to water and sanitation. Japanese Fund resources were allocated to support the B and C components.

<sup>2</sup> Instituto Departamental de Salud de Nariño (<http://www.idsn.gov.co/index.php/covid19>)

of March 2020, three express lines in the peri-urban area of the city and the optimization of two rural aqueducts that provide drinking water to 5,359 people had been financed by the Program under component A. Also, the engineering design of three new express lines in Tumaco's peri-urban area and the optimization of nine rural aqueducts that will provide drinking water to 8,104 people were finalized. In terms of sanitation, engineering designs for 29 sanitation systems in 3 rural communities were developed, which will benefit 2,075 people. On the behavioral side (component B), eight social art interventions were designed to inspire, activate and sustain hygiene, handwashing and tariff payment habits, which were replicated 28 times in different communities, reaching more than of 4,000 people. In terms of component C (Capital), 53 entrepreneurs were trained. The Bank supported the Tumaco project through operation RG-T2712 (Promoting Behavioral Change in Water and Sanitation).

- 3.6 In the city of Quibdó, the capital of the Chocó Department, water coverage is only 28% compared to a national average of 94%. Access to sanitation is about 12%, versus a national average of 90%. Existing sewage systems in the city have frequent overflows and untreated wastewater is discharged directly into water bodies, creating health and environmental problems, especially in peri-urban areas. The city of Quibdó was also prioritized by the National Government under the Todos Somos Pazcífico Plan. In December 2015, the Bank approved operation CO-L1156 (Water, Basic Sanitation, and Electrification Program for the Colombian Pacific for US\$231.4 millions to finance much of the Plan's civil works. The IDB project is currently under implementation and has disbursed about 30% of its total budget. The Plan's executing agency<sup>3</sup> anticipates that the infrastructure works to be inaugurated in the next few months will face a series of technical and financial sustainability challenges. Namely, low connectivity to the sewage network, delays in service payment, and inadequate water use. To tackle these challenges, innovative strategies to promote new habits and behaviors are required. Learning from the experience in Tumaco, the Lazos de Agua program plans to expand operations in Quibdó to help tackle these challenges and guarantee the sustainability of the infrastructure financed under operation CO-L1156.
- 3.7 Under this framework, this TC it seeks to: (i) support the Agua para ConvidArte project in the municipality of Tumaco financed under the Lazos de Agua program; and (ii) initiate interventions following the A-B-C approach in the municipality of Quibdó, complementing IDB investment loan CO-L1156. In both municipalities, Component A (Access) will be financed with municipal resources (Tumaco) and IDB's investment loan (Quibdó). No infrastructure investment is planned under this CT.
- 3.8 The TC is consistent with the Institutional Strategy Update (UIS) 2010-2020 (AB-3008), and aligned with the following development challenges: (i) productivity and innovation, incorporating innovative behavior change activities through the use of social art; and (ii) social inclusion and equality, by promoting behavioral change and developing business opportunities around WASH that contribute to the sustainability of WASH infrastructure. The TC aligns with cross-cutting areas such as: (i) climate change and environmental sustainability, by promoting sewage connection and preventing discharges of untreated wastewater into water bodies; and (ii) gender and diversity, by funding specific social art activities that promote gender equality, and by

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<sup>3</sup> The Unidad Nacional para la Gestión del Riesgo de Desastres (UNGRD)

taking into account specific cultural conditions and local traditions that promote diversity.

- 3.9 The TC also aligns with IDB's Country Strategy with Colombia (2019-2022) as it increases equitable access to quality basic services, namely water and sanitation; and with the Sustainable Infrastructure Strategy by targeting vulnerable and lower-income populations in both peri-urban and rural areas. In addition, it contributes to service sustainability by strengthening the WASH value chain and by introducing microcredit tools. This operation also aligns with the Bank's efforts to prevent the effects of the pandemic generated by COVID-19. As it is the case for other respiratory and diarrheal diseases, one of the most cost-effective measures to combat the expansion of COVID-19 is handwashing with soap and water. To this end, it is essential to ensure reliable and sustainable access to basic hygiene facilities both at home and in health and educational centers, as well as the regular practice of handwashing and other hygiene habits. In Colombia, 23% of the urban population does not have access to hygiene services (adequate handwashing facilities); whereas in rural areas it is 60%, demonstrating the importance of this project for Colombia. For water and hygiene infrastructure projects to be effective, it is key that they include interventions to work behaviors that could help prevent the spread of the disease. Namely, handwashing, water storage, water disinfection and chlorination.

#### **IV. Description of activities/components and budget**

- 4.1 The TC is structured in two components:
- 4.2 **Component I - Behavior Change Promotion (US\$402,000):** The goal of this component is to promote behavior change in Tumaco and Quibdó through innovative social arts tools built on local traditions and cultures. This component will finance the design and implementation of social arts training programs to promote the adoption of sustainable behavioral change with focus on behaviors that can play a role in preventing the spread of Covid-19: (i) handwashing; (ii) water disinfection at home; (iii) proper management of sanitation and hygiene facilities; and iv) connection to sewage networks. It will also finance the training of agents of change, that is, community members that will replicate the SABC approach at the rural community or urban neighborhood level. Activities will target different group populations such as children, adult women, and adult men. This component will also finance the development and deployment of digital communication products that can help inspire, activate, and sustain WASH behaviors. Specifically, the following will be financed:
- 4.3 In Tumaco, social arts interventions will focus on the following behaviors: (i) hygiene habits and handwashing; (ii) payment for water services; (iii) water treatment and disinfection at home; (iv) water storage; and (v) payment for the maintenance of sanitation services (in rural areas). In Quibdó, this component will finance a sociocultural diagnosis that will help identify targeted behaviors. Based on this diagnosis, it will finance the design and implementation of social art interventions. The following behaviors have been preliminary identified: (i) hygiene and handwashing; (ii) connection to sewage networks; and (iii) payment for sewage services.
- 4.4 **Component II - Access to Finance (US\$138,000):** The objective of this component is to provide communities, households and businesses with financial instruments to accelerate access to affordable WASH services and products, developing and offering financial options to improve the supply chain of WASH products and services. In

Tumaco, this component will finance the development of financial products and the strengthening of technical services in WASH. In Quibdó, it will focus on the development of financial products that accelerate connection rates to sewage system. Specific activities in this component include the development of market research and trainings, among others. The TC will not provide micro-loans per se but support local organizations in the design of appropriate financial instruments to offer these products and services.

- 4.5 **Administration, Monitoring & Evaluation (US\$210,000).** As part of this budget item, knowledge products such as the systematization of good hand-washing practices for the Colombian Pacific, baseline surveys, and a final evaluation, among others, will be financed. The final evaluation will systematize project results and identify whether targeted behaviors did change.
- 4.6 The total IDB funding for this TC is US\$750,000 with an in-kind counterpart funding of US\$75,000. And indicative budget is presented in the table below. It is expected that resources will be distributed evenly between Tumaco and Quibdó.

**Indicative Budget**

Component	IDB JQI Funding	Counterpart Funding	Total
<b>Component I: Behavior Change Promotion</b>	402,000	-	<b>402,000</b>
<b>Component II: Access to Finance</b>	138,000	-	<b>138,000</b>
<b>Administration, Monitoring &amp; Evaluation</b>	210,000	75,000	<b>285,000</b>
<b>Total</b>	<b>750,000</b>	<b>75,000</b>	<b>825,000</b>

## V. Executing agency and execution structure

- 5.1 **Executing Agency:** Per request of the Colombian Government (see Annex I: [Request from the Client](#) and following the criteria established in Annex 10 of IDB policy GN-2629-1, the Inter-American Development Bank, through its Water and Sanitation Division (WSA), will execute this TC. WSA's team has vast experience in the administration of Client Support TCs. The requesting entity, the Unidad Nacional para la Gestion del Riesgo de Desastres (UNGRD), does not have the necessary technical, operational or institutional capacity to duly and timely execute the activities included in this TC as it requires a specific expertise around behavior change and access to finance that the UNGRD lacks.
- 5.2 **Execution Structure:** For implementation purposes, WSA will hire consultancy services from Fundación Plan, a not-for-profit organization established under the laws of Colombia with the mission of improving the quality of life of low-income communities throughout the country. An Operational Manual will be developed to define coordination arrangements between the IDB, Fundación Plan, One Drop, and local stakeholders. The Manual will also establish coordination mechanisms with the UNGRD, the Executing Agency of IDB's loan operation CO-L1156.
- 5.3 **Procurement.** All activities implemented under this TC have been included in the Procurement Plan ([Annex IV](#)) and will be executed following IDB's procurement

methods, namely GN-2765-4 (Policy for the Selection and Contracting of Consulting Firms for Bank-Executed Operational Work, and its associated operational guides (OP-1155-4). Given the experience acquired during the implementation of Agua para ConvidArte (Tumaco's project supported by the Lazos de Agua platform), Fundación Plan will be hired under a single-source selection method as it represents, following IDB policy GN-2765-4, a natural continuation of previous work carried out by the organization. Continuity for downstream work is essential for the success and rapid implementation of the project, especially given the success of Fundación Plan at implementing the first stage of the Tumaco Project under IDB operation RG-T2712. Fundación Plan Colombia has vast experience in the ABC methodology that the TC will follow. Moreover, several training products developed for the Tumaco project will be deployed in Quibdó, creating time and financial efficiencies for the project. Having Fundación Plan will also create economies of scale at the implementation and reporting level, as it will allocate to Quibdó some of its personal working in the Tumaco project. WSA's team will request Fundación Plan to prepare technical and price proposals on the basis of the attached Terms of Reference. WSA's team will also supervise the allocation of the in-kind counterpart resources by Fundación Plan as part of the reports and deliverables Fundación Plan will submit to the Bank.

## **VI. Major Issues**

- 6.1 The major risk during the execution of this TC is the coordination between IDB, Fundación Plan, One Drop, UNGRD, and the municipalities of Tumaco and Quibdó. As this project has been in implementation since 2017, specific coordination and monitoring protocols have been developed and improved during the years mitigating this risk. Also, as mentioned in 4.1, an Operational Manual will be developed to define coordination arrangements between the IDB, Fundación Plan Colombia, One Drop, UNGRD, and local stakeholders. Several lessons learned about the executing structure were highlighted in the mid-term review of the platform and have been incorporated in the design of this TC. These lessons include: (i) the need for a strong monitoring and evaluation system of the effectiveness of the ABC approach; (ii) the need for clear coordination mechanisms with local stakeholders; and (iii) the need for developing less labor-intensive social art products (such as digital ones).
- 6.2 Another risk is the implementation of social arts activities during the Covid-19 pandemic. To mitigate this risk as well as lesson learned iii, the project will include the development of new digital products that will reduce the need of face-to-face activities and trainings.

## **VII. Exceptions to Bank policy**

- 7.1. This TC does not contemplate any exception to Bank policy.

## **VIII. Environmental and Social Strategy**

- 8.1. It is anticipated that the program will produce a positive environmental and social impact in the area of influence, since it will improve the living conditions of the population by providing drinking water and sanitation. In accordance with the guidelines of the Policy Environment and Safeguards Compliance (OP-703) the proposed operation was classified as category C. Expected environmental and social impacts might occur primarily in the construction phase, and they will be insignificant, localized, short-term and reversible. The corresponding environmental management

measures are known and easy to apply. These measures will be identified and specified in the Plan for Environmental and Social Management to be developed in the framework of this technical cooperation.

**Required Annexes:**

- [Request from the client](#)
- [Results Matrix](#)
- [Terms of Reference](#)
- [Procurement Plan](#)