Local Governance for Basic Urban Services

Country cases from Burkino Faso, Egypt and Sri Lanka 2003-2007

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Abbreviations and acronyms

BUS	Basic Urban Services
CBO	Community Based Organisation
CREPA	*Centre Régional pour l'Eau Potable et l'Assainissement à faible coût* [Regional Centre for Low-Cost Drinking Water and Sanitation] (Burkina Faso)
EcoSan	Ecological Sanitation
EPM	Environmental Planning and Management
GIS	Geographic Information System
GOPP	General Organisation for Physical Planning (Egypt)
HBRC	Housing and Building Research Centre (Egypt)
HCES	Household Centred Environmental Sanitation
HCWW	Holding Company for Water and Wastewater (Egypt)
IFI	International Finance Institution
IRC	IRC International Water and Sanitation Centre (the Netherlands)
ISWM	Integrated Solid Waste Management
KfW	*Kreditanstalt für Wiederaufbau* (Germany)
LA	Learning Alliance
LA21	Localising Agenda 21
MaRGG	Management Resources for Good Governance (Sri Lanka)
MDG	Millennium Development Goals
MITH	*Ministère de l'Infrastructure, du Transport et de l'Habitat* (Burkina Faso)
MoHUUD	Ministry of Housing, Utilities and Urban Development (Egypt)
MoLD	Ministry of Local Development (Egypt)
MoWRI	Ministry of Water Resources and Irrigation (Egypt)
MSP	Multi-Stakeholder Platform
NGO	Non-Governmental Organisation
NHDA	National Housing Development Authority (Sri Lanka)
O&M	Operation and Maintenance
ONEA	*Office National de l'Eau et de l'Assainissement* (Burkina Faso)
PASUB	*Projet d'Amélioration des Services Urbains de Base* (Burkina Faso)
PSAB	*Plan Stratégique d'Assainissement pour la ville de Bobo-Dioulasso* (Burkina Faso)
RUSPS	Rapid Urban Sector Profiling for Sustainability
SCP	Sustainable Cities Programme
SWITCH	Sustainable Water Management Improves Tomorrow's Cities' Health
SWM	Solid Waste Management
SWOT	Strengths, Weaknesses, Opportunities, Threats
ToR	Terms of Reference
UNCHS	United Nations Centre for Human Settlements (UN-Habitat)
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UTI	Urban Training and Studies Institute (Egypt)
WASH	Water, Sanitation and Hygiene
WSSCC	Water Supply & Sanitation Collaborative Council
WWM	Waste Water Management

Foreword

Urban issues, particularly those related to urban poverty, are arguably the fastest growing sector in the development cooperation portfolio. For nearly thirty years since the Vancouver Habitat conference in 1976, UN-HABITAT struggled almost alone to assist Member States in dealing with the impacts of a global urbanisation that has accelerated enormously from about 1950.

Since the Istanbul City Summit in 1996, however, there has been a global realisation that we are destined to become an "urban species" and that our policies at all levels need to catch up with this growing reality.

Since the beginning of the new Millennium, cities have moved to the forefront of socioeconomic change and sustainable development. Half of the world's population is now living in cities and urban settlements, while the other half is increasingly dependent on cities and towns for their economic survival and livelihood.

Metropolitan cities have become centres of innovation and engines of development. It is now generally understood that cities are the key to social and economic advancement and environmental improvement.

Over the last decade, the role of local government as a catalyst for development and community leadership has also evolved, with a strong emphasis on partnership with business and civil society. Local government's relationship with the UN has also developed in a positive way. However, such an encouraging trend should not divert our attention from the real challenges of the transformation of our cities.

We are also currently witnessing in cities massive breaches of human rights, while ecological and other natural disasters add to growing social inequality. A large part of the world's urban population lives without access to even the most basic services. In contrast to their promise, many cities - especially metropolitan cities in the developing world - represent today the most alarming concentrations of poverty.

We must recognise that the pace of urbanisation is simply too fast to manage. It is estimated that there are about one billion urban dwellers living without adequate shelter and basic services; what is worse most of them live in life-threatening conditions of deprivation and environmental degradation. This number is expected to double by 2025. Thus, the global trend in urbanisation implies nothing less than the "urbanisation of poverty and deprivation". Unemployment with weak social services, lack of adequate shelter and basic infrastructure combined with increasing disparities are resulting in a high degree of social exclusion leading to overall social dysfunction, crime and violence.

We must also promote sustainable urbanisation by taking preventive measures to discourage unsustainable urbanisation patterns in the future. We must develop effective adaptive strategies, programmes, policies and concrete projects to deal with

reality in the present cities. One of the best ways of ensuring a successful delivery on these goals is to promote good metropolitan governance, which no doubt has the potential to contribute simultaneously to preventive and adaptive measures in favour of sustainable urbanization. We also need to focus on policies that build capacity in governance.

It is encouraging to note that over the past decade, many cities have made enormous efforts in making their governance systems more open with the view of enhancing equity and effectiveness. This is a major achievement for local authorities and communities worldwide.

We, at UN-HABITAT as well as at IRC, feel that more can be done to integrate the needs of the urban poor into metropolitan policymaking and to advance the cause of sustainable urbanisation with a clear pro-poor focus. We should forge partnerships with the urban poor and empower them to solve their own problems. We should endorse and popularise the principle of fighting urban poverty without fighting the poor. Particular emphasis should also be placed on facilitating the access of women to decision making and to urban services so that they will be able to find the recognition they deserve.

The future of the city is the city itself. But, our cities must be built on "inclusive" and "intercultural values", which reflect our diversity in the unity.

Lars Reutersward
Director, Global Division
UN-Habitat

Chapter 1 Introduction

This short booklet presents a summary of IRC's activities within the framework of the Basic Urban Services (BUS) Initiative, carried out over a five-year period (2003-2007) through an Agreement of Cooperation with UNCHS (UN-Habitat). The activities formed an integral part of, and contribution to, the implementation of the Second Phase Dutch Support to the Sustainable Cities Programme (SCP)[1]. This second phase aimed at ensuring that local SCP partners play an increasingly important role in achieving the Millennium Declaration targets for poverty reduction, by strengthening programme support at regional and national levels. A partnership was established with IRC in recognition of its specialised expertise in the field of basic urban environmental services and experience in:

- facilitating public participation processes in water supply and environmental sanitation,
- capacity-building of resource centres, applied research, case study development,
- documenting good practices, and information brokerage.

The objective of this booklet is to share the major experiences and lessons learnt, to highlight the remaining challenges and to suggest ways forward, in particular in scaling up the BUS demonstration projects. It addresses a variety of readers. Those most directly involved in the BUS/SCP project include municipalities, anchoring institutions and donors such as UN-Habitat, UNEP and UNDP. It may also be of interest to readers who want to know more about the process, outcome and suggestions for the future in a project such as this.

In this booklet, emphasis has been put on the demonstration projects and other country related activities, because of their importance for obtaining direct and tangible results.

Chapter 2 provides some background information on the overall process as applied within the SCP, and on adaptations deemed desirable for the specific purpose of interventions in the field of BUS. It also describes in summary the principal strategies applied in the BUS programme. In chapter 3, an outline is given of the situation in each of the demonstration project countries with respect to BUS. Chapter 4 describes, by country, the institutional, social, technical and financial aspects of the process development. Lessons learnt are developed in Chapter 5, and key challenges and suggestions for the way forward are given in Chapter 6. Annex A presents the essentials of IRC's BUS Concept Paper. Annex B gives a chronological overview of general and country-wise events, activities and milestones. The documentary outputs of the initiative are presented in Annex C.

1 A Scoping Paper prepared by the SCP provided a flexible cooperation framework or "umbrella ToR" for the entire period, and served – together with time or task specific Terms of Reference - as a basis for annual Activity Briefs formulated by IRC and approved by UN-Habitat.

Chapter 2 The SCP/BUS Initiative in brief

2.1 The Sustainable Cities Programme

The Sustainable Cities Programme (SCP) is a joint UN-Habitat/UNEP capacity-building and institutional strengthening initiative to promote and support environmental governance at local, national, regional and global levels.

SCP applies *Agenda 21*[2] principles to support implementation of the Habitat Agenda whilst building local capacities to apply UNEP's global environmental conventions and agreements at the local and national levels. Furthermore, the facility, following its integration with UN-Habitat's Localising Agenda 21 Programme, provides core environmental governance support to Habitat's Global Urban Governance Campaign for Poverty Alleviation[3].

2.2 The Environmental Planning and Management process

During its first phase, the SCP developed, tested and refined an approach to address urban environmental development issues. This Environmental Planning and Management process (EPM) has been successfully applied in a large number of cities around the world, and is built on a number of premises.

- Sustainable cities are fundamental to social and economic development; they are engines of growth.
- Environmental degradation adversely affects economic efficiency and social equity, and hence obstructs the development contribution of cities.
- Environmental degradation is not inevitable: a proactive management approach is required, built on an understanding of the complex interactions between development and environment.

The EPM approach allows priority environmental issues in a city to be effectively addressed. This process-oriented framework permits a variety of different stakeholders to negotiate strategies and seek solutions collectively to priority issues that they have in common.

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2 Agenda 21 is a comprehensive plan of action to be taken globally, nationally and locally by organisations of the United Nations system, governments, and major groups in every area in which humans impact on the environment. See http://www.un.org/esa/sustdev/documents/agenda21/index.htm

3 Launched in 1991 as a UN-Habitat initiative, the SCP has grown into a global multi-agency programme which – through a number of partnerships – has been able to leverage some US $25 million (EUR 16 million) from a score of multi- and bi-lateral sources; including the government of The Netherlands which also financed the 2003-2007 "Second Phase Dutch Support to the SCP" in which IRC participated in relation to BUS.

Such a participatory multi-stakeholder process requires a sequence of steps:

- project agreement with the authorities of the municipality,
- preparation of an Environmental Profile based on a situation analysis,
- organisation of a citywide consultation to validate the profile and to confirm priority environmental issues,
- setting up working group(s) to elaborate agreed priority issues, supported by specific small-scale demonstration project(s),
- development of appropriate strategies and action plans,
- implementation of the agreed municipal strategies.

Further details on the SCP/EPM approach can be found in the SCP Source Book Series, downloadable from http://www.unhabitat.org/list.asp?typeid=15&catid=540 .

2.3 The SCP/BUS approach

The BUS Initiative[4] aims to strengthen the capacity of local authorities and their partners in dealing with access to basic urban services, such as water and sanitation, in poorly serviced low-income urban neighbourhoods, because these services affect the majority of the urban poor and because they represent the most common environmental issues needing to be addressed at local level.

In the previous phase of the SCP demonstration projects were only included "where funding permitted". By contrast, in this phase and in BUS a strong emphasis was put on more structural (financial) support to demonstration projects, since they have proven to be of great benefit to:

- generate collective commitment around physical change on the ground,
- test and refine partnership methodologies,
- boost working group morale,
- learn what works for city-wide scaling up.

At the outset of the BUS Initiative, IRC produced a concept paper that was presented at the 2003 Global SCP meeting in Alexandria, Egypt. This provided an overview of the objectives, strategies and basic approaches, including:

- a regional anchoring strategy,
- an information and documentation strategy,
- the household centred environmental sanitation (HCES) approach[5].

4 The 2nd Phase Dutch Support to SCP is geared to a stronger involvement of municipalities in the achievement of the Millennium Development Goals at local level with poverty alleviation as a general theme.

5 www.wsscc.org/pdf/publication/hces.pdf

The anchoring strategy was developed in view of the importance of building national/regional capacity for scaling up and replication. Taking into account existing partnerships with IRC and/or UN-Habitat, one or more anchoring institutions were selected in each country on the basis of a pre-determined set of criteria.

Experiences in the BUS projects and elsewhere demonstrate the importance of learning in a multi-stakeholder environment, and the information and documentation strategy stressed the need for careful documentation of the processes in each country, and for its publication in easily accessible media.

The HCES is an alternative multi-stakeholder platform approach for the specific purpose of solving environmental sanitation problems by putting local stakeholders, including households and users, at the centre of solutions. It enhances shared responsibility, ownership, control and management of basic urban services. The approach was developed by the Water Supply and Sanitation Collaborative Council (WSSCC) Working Group on Environmental Sanitation and very much resembles the EPM/SCP approach.

The core text of the BUS Concept Paper and a schematic overview of the 10-step HCES process are found in Annex A.

2.4 SCP/BUS and good local governance

Over recent years, it has become widely acknowledged that good local governance is a precondition for sustainable delivery and improved access of basic urban services to the urban poor. Governance is the result of interactions, relationships and networks between different sectors of society (government, public sector, private sector and communities) with the purpose of ensuring optimal services. Since governance involves decision-taking and negotiation to determine who gets what, when and how, it is politically sensitive and strongly affected by power relations between different stakeholders.

Governance for sustainable basic urban services includes all the processes and mechanisms through which stakeholders can mediate their interests and exercise their rights and obligations for the delivery and provision of services. Good governance means improving the way that these processes function by paying attention to a number of specific areas for improvement:

- **Advocacy and communication** to promote BUS, to win support for change, to give communities information to express demand and make choices, and to build partnerships.
- **Participatory strategic planning** whereby all stakeholders jointly make informed decisions about service delivery options, including infrastructure, technology, costs, service levels and institutional arrangements, and where every stakeholder is empowered to put forward views and choices.

- Assembling, storing and sharing knowledge and information to empower local stakeholders to participate in problem solving, planning and strategic decision making and to improve their capacity to act.
- **Financial mechanisms**, including cost recovery and methods of finance where services are sustainable and users understand, support and can afford charges.
- **Capacity development** so that the capabilities, expertise and skills in local WASH institutions are retained and developed to improve the delivery of services.
- Mechanisms and systems to ensure **transparency, gender sensitivity, and equity** in service delivery.
- **An enabling environment** for service provision so that service providers in particular have access to support, such as specialist/technical expertise, local supply chains, and resources such as systems, tools and guidelines, and that everyone understands and abides by "the rules of the game".
- Systems and procedures for **accountability, monitoring, evaluation and reporting**, including information about the quality of services and gaps in services so that follow-up action is taken.

The SCP/BUS Initiative addresses services for water supply and sanitation (including storm water drainage and solid waste management). Good local governance addresses a number of key elements which are needed for the effective delivery of these services:

- an enabling environment which at national level includes policy and legislation, and at local level includes by-laws within which services must be delivered;
- integrated and strategic planning of services for the municipality and the active involvement of stakeholders in this process;
- adequate financing for sustainable service delivery from sources that include national level transfers, local government's own resources and user fees;
- the construction of capital works including new infrastructure (development) and the upgrading or renovation of existing systems;
- institutional arrangements for sustained delivery of services, including operation and maintenance;
- regulation to ensure that services are provided according to policies and by-laws.

The connection between areas of governance and service delivery is shown in the diagram below.

Source: De la Harpe, J. 2008[6]

2.5 Countries and cities in the BUS Initiative

At the start of the initiative, it was envisioned that IRC would provide technical support for the design, planning and implementation of six demonstration projects to improve access to basic urban services in different countries. The first two demonstration projects were intended to be "fast track", without a need for time-consuming identification and prioritising processes.

Country projects (including preparations) were implemented in chronological order as follows:

- Burkina Faso : July 2004 to January 2007
- Sri Lanka (2 projects) : October 2004 to January 2008
- Egypt : January 2005 to July 2007

6 De la Harpe, J. (2008). *Strengthening local governance for improved water and sanitation services*. Background paper for the WASHIRIKA IRC training, February 2008.

Primary solid waste collection in Bobo-Dioulasso (Burkina Faso)
Photo by Bob Blankwaardt

Oliyamulla pilot lane (Sri Lanka)
Photo by Jo Smet

View of Ismailia centre from slum (Egypt)
Photo by Deirdre Casella

During the course of the BUS Initiative, efforts were made to organise demonstration projects in three more countries: India (Maharashtra State), Nigeria and Mongolia. For various reasons, beyond the control of IRC, demonstrations in these countries did not materialise.

The principal objectives of the BUS interventions and their modifications are indicated in the table below.

Country	Original objective(s) BUS support IRC	Observations / remarks
Burkina Faso (Bobo-Dioulasso)	Organisational and institutional support in the field of primary waste collection, in particular in underserved peri-urban areas.	Evolved into integrated demonstration, aiming to solve problems in water supply, drainage, environmental sanitation and solid waste management.
Sri Lanka (Kotte and Wattala)	Further development of technologies and integrated multi-stakeholder planning and participation in solid waste management (SWM) and waste water management (WWM) for low-income urban areas. Use of lessons to reformulate local and national policies and strategies on SWM and community-based projects.	De facto, there were two demonstration projects, one on integrated SWM (Kotte) and one on a combination of WWM and SWM (Wattala).
Egypt (Alexandria, national level)	Phase 1. Development of an overview of experiences in rural and peri-urban areas with innovative sanitation solutions. Phase 2. Design, planning and implementation of a relatively large scale demonstration project in an urban setting.	After completion of Phase 1, the Phase 2 objective was reformulated into 'Support to the development of a national sanitation strategy' and the related IRC ToR was reformulated into 'Support to the BUS component of Strategic Urban Planning for Small Cities Project'.
India-Maharashtra (Mumbai)	Review the SCP Phase 1 regarding BUS components and assist the local partners in the formulation of Phase 2.	Identification missions carried out. Interest in local partner and Government institutions seemed substantial. However, SCP management decided to stop SCP and BUS activities in Maharashtra.
Nigeria (Ibadan)	Support to the Sustainable Ibadan Project targeted at the inner core of the city with a 1.5 million population, addressing problems of access to all BUS, including lack of roads and limited social infrastructure.	Project aborted before joint UN-Habitat/IRC identification mission, planned for January 2006.

Mongolia (Ulaanbaatar)	Improvement of BUS in the field of environmental sanitation for the low-income populations in Ulaanbaatar City, through demonstration, scaling up and replication of appropriate and innovative technical and institutional solutions (SWM, sanitation, hygiene promotion).	Project was identified in cooperation with UN-Habitat Asia in response to a call for proposals for EU Pro Eco II, with matching grant of 70%. Was aborted at full proposal stage.

Chapter 3 BUS context in the demonstration countries

3.1 Burkina Faso – BUS context at the start of the project

The request from Burkina Faso to UN-Habitat for assistance on BUS management originated from the municipality of Bobo-Dioulasso, second city of Burkina Faso with some 400.000 inhabitants. At government level, the request was supported by the Ministry of Infrastructure, Transport and Housing (MITH) which has storm water drainage and solid waste management among its competences, and historic and direct links with UN-Habitat. Two other BUS fields – water supply and sanitation (waste water and excreta disposal) – are under the control of the National Office for Water Supply and Sanitation (ONEA), a parastatal organisation under the Ministry of Agriculture, Water Resources and Fisheries. The Regional Centre for Low-Cost Drinking Water and Sanitation (CREPA), with its HQ in Ouagadougou, was selected as the BUS anchoring institution for Burkina Faso, with a potential for spreading the approach through the West African region by virtue of its organisational network. The process and demonstration project applied the household centred environmental sanitation (HCES) approach and methodology.

Over several decades, Bobo-Dioulasso, former capital of Burkina Faso and 'most beautiful and greenest town' in West Africa, has lost quite a bit of that reputation. In the 1970s, the seat of government was established in Ouagadougou, which also grew into the most important national centre of economic activity. As funding of urban development and BUS management focused on the capital, Bobo-Dioulasso gradually developed into a pleasant but somewhat neglected second city of lesser importance. Over the past fifteen years several 'master plans' were conceived and (are still being) implemented with varying success:

- **Solid waste management (SWM):** In 1996, a 'direct' system was put in place, under which households deposited their waste directly into large bins, regularly emptied at several non-controlled landfills on the edge of the city. This municipal services system failed due to poor compliance by the population and difficulties in maintaining/replacing bins and vehicles. It is being replaced by a World Bank-designed three-tier system consisting of primary waste collection by CBOs, transport from collection points and deposit by a private company and management of a newly constructed controlled landfill by the private sector.
- **Drinking water supply:** The city has excellent spring water resources, and in recent years a new reservoir, transport and distribution mains have been installed with financial assistance of the German development bank, KfW. The system is managed by the city branch of the ONEA. Investments and policies, however, are decided at

national level at ONEA headquarters in Ouagadougou. The main problems are the (costly) extension of the distribution system to less developed (peri-)urban areas, the O&M of water kiosks and lack of promotion for private connections[7].

- **Waste water and human excreta disposal:** In line with the Strategic Sanitation Approach (SSA) developed in the 90s by World Bank/UNDP, Strategic Sanitation Plans were conceived for the two main cities, first for Ouagadougou and in 2001 the *Plan Stratégique d'Assainissement pour la ville de Bobo-Dioulasso (*PSAB). The PSAB consists of three components:
  i) construction of an embryonic primary sewer network and a lagoon treatment plant (ongoing); to which secondary collective sub-systems can be connected in a later stage,
  ii) on-site sanitary facilities at public places and schools,
  iii) autonomous (on-site) sanitation facilities for individual households, essentially financed by the population itself, with septic tanks, improved latrines, wash basins, soak pits, showers etc.
- **Drainage of storm water:** Within the framework of two consecutive World Bank urban infrastructure programmes, primary and secondary storm water drains were constructed, as well as bridges and street culverts. However, in many places, tertiary channels are still missing. Due to the SWM problems, most drainage channels are completely choked with household waste and debris, leading to inundation and street erosion in the rainy season. The channels are frequently used for urination and disposal of grey water.

Since decentralisation began in 1998, municipalities – with technical assistance from de-concentrated state departments – are responsible for environmental sanitation in the city, in particular for solid waste management and for roads including storm water drainage. However, the accompanying municipal budget for BUS components has not been sufficient to keep pace with the requirements of a growing population.

The city is now facing serious environmental problems from the accumulation of hard to control solid and liquid waste from industrial, household and individual human sources, fuelled by lack of municipal resources and the absence of a sense of (co-) responsibility in the local population for preventing problems. At the start of the BUS project, the new SWM system was about to become operational under the overall management of the municipality, and tenders for private sector involvement were being evaluated. However, with the old system defunct and the new system not yet fully in place, the urban environment reached new levels of degradation. Temporary dumps in the city were permitted but these were outnumbered by unauthorised sites, resulting in a threat to public health. For the municipality, this was the main reason for asking for assistance under the BUS Initiative of the UN-Habitat SCP II. The specific request was for organisational and institutional support in the field of primary waste collection, particularly in underserved peri-urban areas.

7 Private connection to the water supply distribution system is hampered by the prohibitively high costs of connection. Partly as a result, about 25% of the population get water from private unprotected wells or from water vendors.

A representative peri-urban sector of town with multiple environmental sanitation problems was selected for the demonstration project. The population is estimated at 45,000 inhabitants, about 10% of the total city population. The appointment of a small coordination team and provision of a furnished and equipped project office were also requested by the municipality under the BUS Initiative[8].

3.2 Sri Lanka – BUS context at the start of the project

UN-Habitat in collaboration with other UN agencies and bilateral donors and International Financial Institutions (IFIs) has been active in the urban settlements in Sri Lanka since a long time. The overall UN-Habitat strategy – in line with SCP environmental planning and management principles – is to assist selected local governments in Sri Lanka with planning and sustainable management for infrastructure in low-income settlements. This had resulted in several demonstration projects around WWM and SWM, supported also by local NGOs (e.g. SEVANATHA), with some good results. However, municipalities, urban councils and UN-Habitat wanted to develop the technologies further and increase integrated multi-stakeholder planning and participation in the solid waste management and waste water management for low-income urban areas.

In 2004, as part of Phase 2 of the SCP, Sri Lanka was included in plans for fast-track demonstration BUS projects. It was envisaged that positive results would be scaled up in the cities concerned and in other SCP supported municipalities. Documentation of the process and the outcomes would therefore be an important element. Another objective was to use any lessons learned to reformulate local and national policies and strategies on solid waste management and community-based projects.

Kotte Municipality and Wattala Urban Council were selected for BUS demonstration projects, in close collaboration with the UN-Habitat managers in Sri Lanka, the governmental stakeholders and the UN-Habitat programme officer in Fukuoka, and on the basis of their earlier involvement and developments in SCP Phase 1. Both areas are part of Greater Colombo but with an autonomous administrative status. Kotte is a medium to higher-income urban area with some low-income spots, and most ministries operate in this area. Wattala has many low-income areas but is largely a growth centre developing quickly into a medium-income area by reclaiming flood-prone areas for new housing and business plots. In Wattala the focus was on a relatively small inner informal slum with 350 households located on a flood-prone land called Oliyamulla.

8 A budget for this purpose was made available by UN-Habitat for the planned duration of the project (18 months).

The emphasis in Kotte was on integrated solid waste management. Wattala (Oliyamulla) started with integrated wastewater management and later added integrated solid waste management. Methodologically, the household centred environmental sanitation (HCES) approach was followed, which is very much in line with the EPM process.

3.3 Egypt – BUS context at the start of the project

Egypt was the third country selected for technical assistance in the BUS Initiative based on support from country staff and on in-country best practice, such as the Sustainable Ismailia project and Governorate programme. A fast-track demonstration was not planned for Egypt, and time was therefore not an immediate constraint. In February 2005, a joint orientation mission was undertaken by IRC andUN-Habitat (headquarters and national office), in order to:

- familiarise project staff with the urban sanitation[9] conditions and institutional BUS framework and to identify BUS needs and interests,
- identify possibilities for strengthening ongoing or planned SCP-Egypt activities and for creating effective synergies and links with innovative pro-poor sanitation projects,
- develop a tentative plan for the start of the BUS-Egypt project, including the identification of potential anchoring institutions and action plans for the identification and planning stages of the project.

The history of cooperation of Egypt and UN-Habitat SCP dates back to the early 1990s: Ismailia was among the first cities worldwide participating in the SCP, and contributed to the development and testing of the environmental planning and management process. The city of Damietta followed later. From the point of view of UN-Habitat HQ, there was a vested interest in considering these as potential partners for the BUS activities, so that they could reinforce and link with the ongoing/planned SCP and other UN-Habitat programmes[10] in Egypt.

However, the mission kept an open and flexible mind about how to address prevailing BUS issues in Egypt and, in particular, demands expressed by key national and local institutions involved in BUS-type activities. The information and documentation strategy to be proposed and to be implemented through the anchoring institutions

9 In the Egyptian context, the term 'sanitation' is used to refer to domestic and industrial waste water, and human waste. The management of solid waste is separately organised.

10 E.g. Cities Alliance, Slum Upgrading Facility and Rapid Urban Sector Profiling for Sustainability (RUSPS).

should help to cement synergetic links with other SCP-Egypt actions and other BUS programmes/projects.

From published data and from discussions and interviews with key stakeholders and institutions it appeared that the key BUS problem areas in Egypt were overwhelmingly

i) sanitation including disposal of (treated) waste water, and
ii) solid waste management in the villages[11] (in particular in smaller settlements) as well as in the densely populated inner slums and informal settlement areas in the periphery of the larger cities. Sanitation coverage (only 4% in rural areas) lags far behind drinking water supply which has almost 100% coverage.

Due to the nature of SCP, the focus of the BUS Initiative on the urban poor and the attention already paid to rural areas, it was agreed that BUS would concentrate its efforts in urban areas, in particular in low-income slums and peri-urban areas, which face their own unique and serious sanitation problems. Sustainable sanitation solutions for cities may be different in terms of technology, management and financing than for the smaller villages, but village sanitation projects may nevertheless suggest feasible applications worth considering in the poor urban context.

During the mission, preliminary overviews were prepared of:

- ongoing and planned pro-poor sanitation programmes and projects; a partnership with the Social Fund for Development and the World Bank was considered a strong prospect for near immediate collaboration (an aide-mémoire on the meeting with the Fund and World Bank was drawn up).
- the local and national major stakeholders in the institutional framework of sanitation, including those already involved in ongoing SCP-Egypt activities;
- suggested potential anchoring institutions, from amongst which a consortium could be composed with complementary mandates and missions to cover the full spectrum of anchoring activities;
- potential locations for the BUS demonstration project.

It was striking that none of the national stakeholders interviewed was able to provide a general overview of past successes or failures or of ongoing experiences with human waste and waste water management.

11 Three types of villages are distinguished in Egypt:
Some 1,600 'Markez' villages (rural growth centres) with an average population between 50,000 and 100,000; About 4,000 'Mother' villages (centre of 3-6 smaller adjacent villages) with a typical all-in population of 15,000-30,000; Some 27,000 villages and hamlets with a typical population of 2,000-5,000.

Based on the discussions with the most important governmental stakeholders[12], a way forward for the BUS-Egypt project was agreed with the Ministry of Local Development, which was initially expected to act as champion for the project:

- **Content**: focus on sanitation in low-income inner city slums and/or peri-urban areas

- **BUS-Egypt Phase 1** (Development of overview):
- Inventory of experiences, with assistance from World Bank and Social Fund for Development, supplemented by a desk study by the Urban Training and Studies Institute (UTI) (see footnote 12) within the larger picture of becoming a BUS anchoring institution.
- Synthesis and documenting of best practices from case studies of innovative, pro-poor sanitation solutions in the urban (and large village) areas of Egypt and compilation of key lessons.
- Organisation of two symposia to share and validate the findings from the preceding steps:
  (i) at technical and management level (before August 2005), aiming at agreement on the demonstration project, establishment of a national learning alliance, formation of the consortium of anchoring institutions, and identification of stakeholders, their roles and responsibilities in the local learning alliance.
  (ii) at policy and strategy level (after October 2005), to gain political support, strengthen the involvement of policy/decision makers in learning alliances at national and local level, and present the planned activity programme for the demonstration project.

- **BUS-Egypt Phase 2:**
- Implement the demonstration project, with a tentative start date of November/ December 2005 and a duration of 1.5 years.
- Based upon the experiences in the demonstration project, stakeholder development of a bankable proposal for scaling up the approach to other low-income urban areas in Egypt, with support from the anchoring consortium and technical assistance from IRC and UN-Habitat.

12 Ministry of Local Development (MoLD), the Ministry of Housing, Utilities and Urban Development (MoHUUD), the General Organisation for Physical Planning (GOPP), the Holding Company for Water and Waste Water (HCWW), the Urban Training and Studies Institute (UTI), under the MoHUUD's Housing and Building Research Centre, the Ministry of Water Resources and Irrigation (MoWRI)

Chapter 4 Process developments in the projects

4.1 Burkina Faso

Institutional / organisational

The demonstration project was supposed to be "fast track" and indeed made a rapid start, making effective use of earlier studies on urban services[13]. Municipal staff and the local population were both strongly motivated by their intensive involvement in the decision-making process and by the rapid appearance of results. However, towards the end, the project experienced a considerable delay of about 18 months, particularly in preparation for scaling up and for replication, due to the advent of national and municipal elections[14]. The project could only be concluded, with submission of the final report, three years after it began.

The municipality had difficulty in finding a suitable full-time project coordinator from within its own ranks, and recruited an external coordinator for the duration of the project. On the one hand, this put the coordinator in a relatively independent position, able to operate freely amongst stakeholders; on the other hand it eventually had repercussions on embedding the project within the municipal organisational structure and therefore on follow-up.

The project chose to follow a multidisciplinary approach at the level of municipal services without changing or reorganising the services themselves. This proved an efficient and effective way of working, in preparing and implementing the demonstration project, and provided a rewarding new experience for the individual staff members.

One project strategy was to keep interested donors informed about the progress of the project, in order to create favourable conditions for scaling up and replication. Regular donor meetings on environmental issues, under the presidency of the Netherlands Embassy, were identified as an excellent forum for this purpose, and the project was indeed presented there once. However, there was a general shift of donor attention from the environment to decentralisation processes, and this forum was abolished quite soon after the start of the project, and not replaced by a suitable alternative.

13 E.g. a study conducted within the framework of the ECOLOC project under the Partnership for Municipal Development, a multi-donor initiative regionally based in Cotonou, Benin.

14 Senior municipal staff and councillors were much occupied in election campaigns and the co-ordination team had to deal with re-introducing the process/project to the newly elected local government structures.

Social
Systematic involvement of the population in the design, planning, organisation and implementation of the project, in combination with effectively improved access to BUS, has turned the population's previous lethargy into active participation. The preparedness of the municipality to engage in formal partnerships with CBOs, effectively joining forces with the population has thereby enhanced its willingness to share responsibilities and to trust the population.

Technical
Whilst the request from Bobo-Dioulasso only concerned primary household waste collection, other BUS components (drinking water, waste water and storm water drainage) were included in the demonstration project because of their close interrelation. In this manner a package of services could be addressed, which required a multidisciplinary approach and offered opportunities for integrated departmental collaboration, and for the preparation of a more complete municipal BUS strategy. No new technologies were introduced, so as to keep the costs low and stay focused on the primary processes in the multi-stakeholder platforms. This also had the advantage that the users, knowing the existing technologies and service levels, were able to make informed choices.

The Regional Directorate of the Ministry of Infrastructure, Transport and Housing agreed to make available its GIS system for monitoring implementation of the demonstration project. However, the system-key remained with the foreign company that had installed it, and therefore the GIS could not be customised for the specific BUS purposes.

Financial[15]
A micro-credit fund made available by CREPA for loans to households wishing to have a private connection to the water supply system, proved a catalyst for a national financial policy change. ONEA, aware of the potential income increase in relation to the promotion of private subscriptions to this service (rather than promoting public stand posts), introduced financial incentives in all its operating centres with a strong price reduction for connections and an appropriate payment schedule, making access to the service much easier for low-income groups.

15 Total budget was US$ 86,000 of which US$ 36,000 was allocated for the process (analysis, planning, strategy) and US$ 50,000 for the demonstration project. Expenditures on process and the demonstration were US$ 31,500 and US$ 51,200 respectively. The delay in project implementation also had financial repercussions. An additional sum of US$ 12,500 was made available by UN-Habitat to allow the coordination team to continue to function for an additional year.

4.2 Sri Lanka

Institutional

The BUS project followed a participatory multi-stakeholder approach. National government departments (Min of Environment; Ministry of Housing), local municipalities and NGOs were involved. The participation of the private sector was limited. The communities were not directly involved in the multi-stakeholder process but, particularly in Wattala, many community consultations were done in a participatory way led by SEVANATHA. Working groups were formed for both Kotte and Wattala that met regularly (monthly to quarterly). Ownership of the process was in Sri Lankan hands with facilitation and technical inputs by local NGOs such as MaRGG[16] and Practical Action (ITDG), Open University, UN-Habitat Colombo and IRC. Two Activity Briefs signed by all parties formed the framework for collaboration.

Although there was no specific main organisation in the two pilots, the Ministry of Environment, as the chair of the Kotte Working Group, took the lead and sometimes had a strong influence on the project direction. The Kotte Municipality, as the main beneficiary, was strongly involved in the entire process. In the Wattala pilot, the National Housing Development Authority (NHDA) chaired working group meetings but had no strong authority over the process, which made it more participatory.

The Kotte demonstration led to the mainstreaming and scaling up of Integrated Solid Waste Management (ISWM) strategy, particularly through the development of a municipal policy and strategy, with the potential for further demonstrations of CBO and private sector involvement in solid waste management. However, after the election of a new municipal council and the appointment of a new mayor and commissioner in 2007, the Kotte Municipal Council changed the earlier adopted ISWM strategy by agreeing to incinerate all municipal waste. The incinerator will be financed and installed with foreign support. This advanced technological solution is very unlikely to be environmentally sound and is expected to be financially, institutionally and technically unsustainable. Insufficiently developed 'ownership' of the BUS process by the new Council has certainly contributed to the situation, as has the apparent financing opportunity that was offered.

Wattala (Oliyamulla settlement) experienced a complex situation with a slum started by a government agency, environmental problems including high groundwater tables, flooding and a drainage channel that is more of an open sewer choked with sludge, a local government that has mainly a political agenda and lacks funds, and complex settlement dynamics with landlords (from outside the area) and new-comers building illegal structures. The many institutional dynamics and problems led to an early end to the project, without either of the two envisioned projects (a pilot on ISWM and

16 MaRGG = Management Resources for Good Governance

a small-scale demonstration of waste water management) being implemented. The process of legalisation of the settlement and planned dwellings was much delayed. The resettlement in new housing of some illegal dwellers, who needed to move to make upgrading possible, had not progressed due to several administrative and financial problems.

In the wastewater management demonstration project, the authorities did not take the necessary responsibility for clearing the drainage channel. Moreover, a financial dispute over payment for a sewage filter construction between the contractor and Wattala Urban Council was never resolved and the system was never completed. The WWM project was abandoned when the residents reversed an earlier decision, and decided not to clear the passage needed for the construction of sewerage pipes.

A solid waste sorting centre was planned but its location was rejected by some local residents, which led to the near-violent removal of the NGO involved. The Urban Council failed in its attempts to mediate in the conflict, and could not interfere unilaterally because the residents had strong local political support. Despite all previous efforts and commitments, it was eventually decided to abandon both the project and the scaling up of a successful and promising earlier SWM pilot.

Social

Both the Kotte and the Wattala demonstrations had strong social components, with involvement from community members and CBOs. Several community surveys on perceptions and expectations/preferences/capacities were conducted. In Wattala a CBO representing the Oliyamulla population was established. But it appeared that local politics and opportunism (from the illegal dwellers on the CBO executive committee) determined the CBO agenda and when the developments went in another direction, the CBO lost its interest in the BUS project.

Gender aspects of the issues were particularly addressed in Wattala. However, eventually the agenda was dominated by male slum dwellers. Opportunities for income generation for poor families through involvement in solid waste sorting and composting were addressed in both locations, but only taken further in Kotte with high potential for success.

Technical

In Kotte several solid waste management treatment options were piloted, demonstrated and scaled up. These included home-based composting (very successful with several designs); central small scale waste sorting and recycling (initially done by the Kotte Municipality itself, but less sustainable); small scale biogas plants (less viable). A study on the feasibility of biogas from solid waste was conducted; the main finding was that biogas generation from solid waste was neither cost-effective nor sustainable. The study recommended decentralised windrow composting of domestic and market solid waste.

With plans ready and funds available, Kotte could have demonstrated that small-decentralised solid waste sorting for recycling and windrow composting with the strong involvement of CBOs and small entrepreneurs are feasible and sustainable options. Both the environment of the entire municipality and the livelihoods of the poor would have benefited from this approach. The unexpected turn to a different technological option (incineration), aborted these earlier SWM plans for new demonstrations. The current option of incinerating the majority of collected waste can only raise serious doubts about its financial and environmental sustainability in the Sri Lankan context[17]. No current reports on feasibility or environmental impact of the incineration option were available.

Wattala successfully piloted solid waste sorting but scaling up was aborted (see above). On wastewater management (including human waste disposal) studies were done with community participation. Designs were made for sustainable sanitation options including EcoSan toilets and various options for shallow sewerage with small pumping stations (because of high ground and surface water levels). Villages with successful EcoSan toilets were visited but the Oliyamulla families did not become sufficiently convinced to adopt this potentially sustainable option for human waste management. Taboos and beliefs, the perceived backwardness and user-unfriendliness of the technology and other problems that were envisaged during use dominated the discussions. Finally, a small pilot on shallow sewerage (with separation of black and grey water and decentralised treatment of the black water) was agreed, but had to be abandoned. In the end, the beneficiaries did not want to demolish part of the structures in their backyards to clear a way for sewerage pipes.

Financial

Financial feasibility of innovations and approaches was not strongly on the agenda of the organisations in the demonstration projects. The biogas study concluded that this option did not only have technical functional drawbacks but also was financially not feasible. The analysis of WWM, sewage treatment and biogas from solid waste options did not sufficiently consider financial factors such as investment and O&M. The same applies to the technical options for home composting and the waste water options for Wattala. It seems as if the financial feasibility and sustainability of incineration have not been considered at all, as this is one of the most costly SWM options.

17 The introduction of incineration technologies in the North has met resistance from the public and decision makers (level of sophistication, cost, safety, environmental and health impact e.g. emission of dioxins). In many cases the political acceptability for incineration is low and emphasis on recycling favoured. (Sources: Tchobanoglaus, G. and Kreith, F. (2002). *Handbook on Solid Waste Management*. McGraw-Hill Professional; White *et al*. (1999). *Integrated Solid Waste Management, A lifecycle Inventory.* Springer).

4.3 Egypt

Institutional

Phase 1. After a cooperation agreement had been signed between UN-Habitat and the Urban Training and Studies Institute (UTI), a Consortium of Anchoring Institutions with UTI as leading partner became engaged in documenting case studies/ best practice of experience with pro-poor, low-cost sanitation solutions. UTI conducted the synthesis and analysis of these case studies, and as the main inputs for a symposium, organised with IRC on 2 & 3 April 2006, the occasion of a second mission to Egypt. The Ministry of Local Development, the government agency with responsibility for water and sanitation infrastructure in rural and urban Egypt, initially expressed an interest in acting as a key champion of the project. However, it was difficult for UTI, given its position within the MoHUUD to coordinate inputs to the anchoring consortium from MoLD and other ministries. This in turn limited the engagement of national level government stakeholders beyond the MoHUUD and MoWRI, as became apparent during the symposium. It was well attended by all key stakeholders, but the three Ministries of Health, Environment and Local Development with whom the tentative phasing and planning of BUS Egypt had been negotiated and agreed, were not represented.

Day 1 gathered a wide range of technical experts and practitioners, as well as some donors and government representatives. Case studies were presented, followed by discussions in working groups who also prepared recommendations for politicians and sector decision makers. Day 2 saw the presentation of the synthesised case studies and the recommendations from Day 1 to an audience of politicians and decision makers, and discussions on the components of a sectoral SWOT analysis that had been carried out during the preparation of the workshop.

Phase 2. Within the framework of the preparations for the 2nd phase (implementation of a demonstration project), a number of follow-up visits were paid to key stakeholders for discussions on their prospective roles, interests, contributions and potential funding for the demonstration activities in one urban area in Egypt. The meeting with MoHUUD resulted in a direct request from the Assistant Minister for:

- IRC to lead the coordination of the development of the National Sanitation Strategy, and
- the IRC BUS-Egypt ToR to be revised to align more closely with the upcoming Integrated Improved Irrigation Management Project (3IMP) in three West Delta Governorates.

A second meeting with MoHUUD in April 2006 resulted in the proposal by UTI for a process map for the development of the strategy being submitted to the Assistant Minister. Pending Ministerial approval, UTI and IRC undertook to set the sanitation strategy development process in motion. In discussions with the Holding Company for Water and Wastewater, and with the Housing and Building Research Centre, UTI cited that the sanitation sector stakeholders were eagerly awaiting a set of guidelines on appropriate sanitation solutions for the different areas of the country. However, this would require much greater technical analysis of the cases presented in the National Workshop and others.

However, in September 2006 IRC learnt that the development of a National Sanitation Strategy had been assigned to a private firm. It was therefore proposed to UN-Habitat to revert to the original plan: design, planning and implementation of a demonstration project in an urban setting.

The Egyptian component of the EC funded FP6 project "SWITCH" in which the city of Alexandria participates, had been initiated through contacts made in the BUS Egypt project[18]. Coinciding with the 'redefinition' process of BUS Phase 2, a series of discussions were held with the Municipality of Alexandria with regard to the planning of and resources for the SWITCH project. This would have been the ideal moment to decide on a BUS demonstration project in Alexandria, which certainly would have created positive synergies between the two projects. However, UN-Habitat proposed that the BUS Phase 2 should instead be aligned with the BUS component of the "Strategic Urban Planning of Small Cities Project" in Egypt (SUP-SCP), which is an output of the RUSPS (see section 3.3.).

Recognising that many cities in Egypt lack a vision for urban management, UN-Habitat is helping Egypt's General Organisation for Physical Planning prepare strategic urban plans for 48 towns. The programme adopts a decentralised and integrated approach to address three main substantive areas: shelter, basic urban services and local economic development. Environment, governance and vulnerability are cross-cutting areas that will be taken into account throughout the process which spans a period of three years.

In September 2007, IRC and UTI agreed to put together a training workshop which was organised in Cairo for a group of consultants who would be responsible for the BUS aspects of the strategic planning process, and who would start their assignment in a first batch of eight small cities.

Technical

Although no demonstration project was undertaken in Egypt, a rather fundamental discussion took place on the meaning of "pro-poor" and "low-cost" in relation to

18 Alexandria, being host city for the SCP global meeting in 2003, had by then already expressed its interest in participating in the BUS initiative. Contacts were further explored during the BUS orientation mission and Alexandria was included in the shortlist of potential demonstration localities.

sanitation and "appropriate" technology options. In Egypt, there is no consensus on a definition of these two notions, and no definition exists at national level. In this situation, "pro-poor" and/or "low-cost" sanitation systems and services improvement initiatives run the risk of being showcased by politicians with different agendas (for example with a predominantly urban- or rural-oriented agenda).

Financial

The agreement for UTI's inputs to Phase 1 included not only the coordination and quality control of the case study development by the anchoring institutions group members, but also the hosting of the national workshop on pro-poor, low-cost sanitation. Sub-arrangements with other anchoring institution group members for work on case studies were managed by UTI.

No further agreements were made with any of the anchoring group members for Phase II of the SUP-SCP programme. Inputs of other organisations besides IRC would be covered by the UN-Habitat budget.

Chapter 5 Reflections on the projects

5.1 From the Burkina Faso experiences

Lessons learnt

- A timely and appropriate orchestration of people's participation in situation analysis, decision making and implementation of BUS (through a suitable mix of top-down and bottom-up approaches) appears to have been instrumental in creating an effective sense of joint responsibility in the relevant populations for improving sanitary conditions in their living environments.
- Their motivation for taking up this responsibility stems largely from:
  - i) the immediate benefits of individual measures for affordable improved BUS access (connection to water supply, sanitary comfort, regular collection of solid waste);
  - ii) the indirect positive effects of collective measures (clean streets, clean yards, an end to inundations, possibly improved health);
  - iii) the creation – through these measures – of temporary and permanent jobs;
  - iv) a 'visible' renewed work spirit amongst staff of municipal and deconcentrated state services in activities aimed at the well-being of the population;
  - v) the municipality seriously listening to, discussing with, taking advice from, and seeking partnership with citizens.
- Interdepartmental cooperation at city level is a feasible option for arriving at realistic win-win situations (organisationally, financially and from a work-satisfaction point of view). This ensures that efficient and effective operations are possible with limited means.
- The HCES approach has proven to be a valuable tool for solving environmental sanitation problems, starting with increasing a sense of responsibility at household level, and moving outward into wider spheres of power and competence where strictly localised capacities were insufficient to bring about the required changes. This was clearly demonstrated for example in the case of SWM.
- In the context of Burkina Faso (and probably in many African cities), the HCES was sometimes difficult to apply at household level, because two or more families are often living in one court, and the dwellings are rented from a house owner living elsewhere.
- The process was much facilitated by the formal installation and efficient meetings of an "Orientation Committee", a decision-making body uniting the Mayor's staff and all directors of municipal services and deconcentrated state services.
- Engagement of all stakeholders has been an important success factor: it was based on a genuine felt need by all parties to have conditions in the city improved.
- The local multi-stakeholder platforms were intentionally not institutionalised as such. In a country where attendance of workshops forms part of the livelihood of participants, preference was given to the organic growth of interest/knowledge

groups that occurred in the thematic working groups without institutionalisation. No efforts were undertaken to establish a national level multi-stakeholder platform.
- The first perceived problem (primary waste collection) turned out to be a "minor", manageable problem as compared to other components in the same field (private sector involvement for transporting and disposing of waste). There has been insufficient attention paid to this aspect.
- Development of public-private partnerships with local industry should have started in an earlier stage. Only in the final stage of the project did this lift off the ground. On the other hand, further development of partnerships between municipality and CBOs was very successful (particularly for primary waste collection).
- Mobilisation of additional external funding for scaling up and replication is difficult to harness. Burkina states that water supply and sanitation are important 'social' sectors, but BUS does not appear as such in the CSLP[19], which is usually a condition 'sine qua non' for donors.

Challenges and suggestions for the way forward

The BUS strategy adopted by the city council provides a clear vision for the future. It focuses on how and by what means pro-poor BUS services throughout the city can be improved. Three challenges present themselves. First, the need to identify a municipal coordinating body that can manage all BUS related actions on city level and act as 'principal'. Second, will the BUS project maintain sufficient momentum in a new political environment? This type of initiative requires a 'champion' who will strongly promote it, and defend it if necessary. Third, will the strategy be translated into a component of the municipal budget?

Financing of scaling up must be tackled in a more comprehensive manner. Prospects are good: with a BUS coordination structure in place and with all required elements available (anchoring institution, experiences, motivation, strategy, methodologies and technologies, interest of stakeholders). Although some support programmes have been enlisted by the municipality (CREPA, UNDP), more substantial financing (internal and external) should be mobilised to cover the entire city.

Another challenge is the set-up of a BUS learning alliance[20] at national level, with sufficient clout in relevant ministries, institutions and organisations to further the development of BUS and its financing in Burkina Faso, and to advocate adaptation of existing policies and strategies where necessary. The Ministry of Infrastructure, Transport and Housing, UNDP and CREPA could be instrumental in this matter.

19 Cadre Stratégique de Lutte contre la Pauvreté, (the Strategic Poverty Reduction Framework).

20 For more information on Learning Alliances: http://www.irc.nl/page/35887

5.2 From the Sri Lanka experiences

Lessons learnt

- Factors for success include the strong institutional interest of the Kotte municipality with a champion in the commissioner who had a clear vision and target (to make Kotte the most environmental friendly municipality in Sri Lanka).
- The keen interest and commitment of NGOs and universities involved were also factors for success.
- Political support, although the HCES and ISWM principles were not always understood and advocated by politicians (the Mayor of Kotte started a workshop on IWRM by saying that all waste must be centrally collected and dumped).
- Analysis of innovations in approaches and technologies were very much focused on community processes and technology and less on financial, managerial and organisational sustainability.
- Insufficient time for the internalisation of processes and for the development of 'ownership' of results by stakeholders (both at local executive level and national policy level) is a crucial constraint in the scaling up of successful pilots (ref. cases of Kotte and Wattala).
- Initial scepticism of IFIs, who were expected to become engaged in scaling up, is an important factor to be taken into account, particularly when improvement or replacement of their 'established' (sometimes standard) solutions for BUS problems are at stake (both AfDB and World Bank had much doubt about the feasibility of the proposed IWSM in Kotte).
- Institutions and individuals may take too strong positions defending their policies, strategies or missions resulting in a situation that constructive development towards innovation of planning, approaches, practices and reformulation of strategies and policies is hindered and may stop.
- Stakeholders in the development and innovation process will only actively participate if they see a direct benefit for themselves, or if they are being paid for their participation.
- A clear distinction has to be made between paid field/desk work and participation in the multi-stakeholder working groups.
- Historical knowledge of sector and organisations can be an advantage but also a hindrance to open dialogue and accepting new challenges.
- Governmental agencies have clearly defined areas of responsibilities; coordination and collaboration is difficult and bureaucratic, which hinders the processes and progress in 'fast-track' demonstration projects (ref. Wattala resettling, legalising, cleaning choked water ways, etc.).
- Politicians have many masters; they do not want conflicts and therefore no (hard) decisions are taken and development may stop (ref. Wattala conflict on plot for solid waste sorting centre).
- Community dynamics are complex; personal interests are stronger than

community interests. Factions may pressurise individuals to take certain positions in discussions or processes (ref. Wattala on EcoSan, CBO).
- Municipalities may hinder private sector and CBO involvement for sake of personal interest or continued employment of staff, or because they lack coordination and supervision capacity (ref. Kotte sorting centre).

Challenges and suggestions for the way forward

A first challenge is to create a link to the involvement of the poor, both via CBOs and small entrepreneurial activities, in sorting waste and composting bio-degradable solid waste. The creation of markets for processed waste products is an inherent precondition.

A second challenge is to mainstream results of the demonstration projects in policies and strategies; and in scaling up through bankable projects tabled with donors and banks.

Thirdly, the lessons learnt on multi-stakeholder involvement and learning and its potential for successful BUS approaches have been demonstrated but may easily fade away if both government and CBOs do not incorporate this participatory planning and learning concept in future programmes.

Fourthly, CBOs need support in their critical function towards development and local politics. These CBOs and other institutions (e.g. universities, knowledge & research managers) need to inform both local government and the public on options for BUS (and other) development with politics neutral information.

5.3 From the Egypt experiences

Lessons learnt

- Support for multi-stakeholder platforms for shared learning and strategic planning exists at national and governorate levels, however, collaboration – particularly among the national level ministries – is difficult to harness.
- Large, high-profile, donor-funded, infrastructure initiatives drive development in the WASH sector in Egypt. It is difficult to garner interest in linking these large, dynamic initiatives with relatively small initiatives such as BUS for the purpose of supporting change in the 'way' things are done (learning alliance model for strengthened governance of services delivery, stakeholder involvement, household centred approach, etc.) unless coupled with large infrastructure programmes.
- The very strong message was made at the outset, and repeated over time, by the ministry that it was not interested in more 'demonstration' pilot projects.
- Time is the key ingredient in initiatives in Egypt where the hierarchical, centrally organised system requires far more time to massage initiatives and concrete agreements into place than rapid demonstration projects can realistically cope with.

Challenges and suggestions for the way forward

There is a need to link with interesting, already funded opportunities to demonstrate a new approach to multi-stakeholder water governance that puts local stakeholders, including households and users, at the centre of solutions. This is needed to maintain support from the relevant national champions. An example could be the EU Funded SWITCH programme http://www.switchurbanwater.eu.

Advocacy and awareness-raising is needed about current urban water services governance processes and opportunities to change minds and actions amongst policy and decision makers and implementers. They need to be convinced to try new approaches that are pro-poor and inclusive of their various needs.

This can be achieved, through capacity development through various means, including for example joint strategic visioning and planning at all levels (as in the EMPOWERS programme http://www.empowers.info/) to improve services in densely populated urban and peri-urban areas.

5.4 Summary

The experiences from the three country cases described in this booklet show that the Basic Urban Services Initiative – developed and implemented under the SCP programme – bears a direct relation to strengthening good governance at municipal level. In all three cases we see that the following issues play an important role in arriving at successful programmes, namely:

- the timing of the programme/project in relation to the existing political/social climate,
- the importance of genuine institutional interest in the programme/project,
- the keen interest at both professional and personal level of all stakeholders involved,
- the support of multi-stakeholder platforms.

By virtue of its very character, the SCP-BUS Initiative has aligned extremely well with the global endeavours of IRC and its partners to apply at least some, if not all, areas of local good governance in each of the different elements of basic urban service delivery to ensure the desired sustainability. The lessons learnt from the different country cases show local and national realities in some respects, indicating the need for sustained governance support over many years to come.

International support programmes can and should assist municipalities in their endeavours to serve the urban communities, by actively promoting:

- actions to reduce imbalances at this intermediate level by means of institutional strengthening,
- establishment of frameworks for monitoring and assessment at the local municipal level in dealing with urban services,
- creation of partnerships with private sector and civil organisations. The private sector could potentially (as reflected in some country cases) provide a link in the effective and efficient delivery of urban services,
- further education and capacity development for civil servants dealing with urban services,
- creation of new mechanisms to allow the access of various population strata to adequate financial solutions (such as micro financing) to effective urban services at a household level.

The successes that were scored are encouraging, show the way forward and can serve as examples of best practice for those stakeholders who have not yet engaged in the process of governance improvement.

Nevertheless, it is critical that we continue to learn from experiences in programmes such as the one described in this booklet. That, in itself, may be the greatest challenge. As we are working towards strengthening of local governance for improved delivery of basic urban services, it is important that we do not reinvent the wheel but rather build on past and present experiences.

Annex A. Excerpts from BUS Concept Paper

Introduction

The provision of adequate water and sanitation services is one of the most critical challenges that cities in the world experience now. The urban poor, in particular, face increasing health-related problems due to limited or non-existent access to drinking water, inadequate sanitation and solid waste management. Additionally, the special characteristics and location of low-income urban areas make it essential to consider the interdependency and integrated nature of these services.

The lack of basic urban services affects the human health and dignity of the poor and impairs their economic development and contribution to society. The provision of basic services to the urban poor requires a new paradigm. For the achievement of sustainable solutions, innovative strategies are necessary to incorporate efficient and flexible approaches and to involve the poor, and committed public and private partners. Furthermore, municipalities need to show strong leadership and develop new capacities to address basic urban services provision as a strategy for poverty reduction and environmental improvement.

The traditional provision of basic services often places oversized financial burdens on the already meagre incomes of the poor. On the other hand, the privatisation of utilities has frequently concentrated efforts on improving already served and better-off areas of the city. Often, this has left citizens of poor areas to find self-initiated alternative solutions to their services provision problems. The role played by the formal private sector in the water and sanitation sectors is frequently recognised and encouraged by national policies and legislation. However, the invisible contribution of the informal private sector has often been neglected and their operations curtailed through unfriendly or disabling policies and regulations. The goal of sustainable basic services requires the empowerment of beneficiaries to own, control and maintain them. Since empowerment is necessarily reflected in sector policies reforms and decentralisation processes, there is a need for a fundamental switch in the roles of the local authorities from providers to facilitators.

Additionally, poor women and men face unequal access, management and decision making over water resources and sanitation options. This calls for serious efforts to enhance gender mainstreaming in services provision processes – including financing and viable technical options – as well as institutional and management arrangements.

The following sections introduce the Basic Urban Services Initiative (BUS) to be implemented in collaboration between the UNCHS Sustainable Cities and Local Agenda 21 Programmes and the IRC International Water and Sanitation Centre. The BUS Initiative intends to develop the capacities of municipalities to plan and deliver basic urban services in un(der)served areas through effective partnerships and will be implemented between 2003 and 2007.

The IRC International Water and Sanitation Centre

The IRC International Water and Sanitation Centre (IRC) has been an active resource centre for the last 35 years. IRC's work focuses on water supply, sanitation and hygiene promotion for the poor segments of society in developing countries. The Centre's main functions are related to knowledge and information management, with emphasis on high quality, easy accessibility and client responsiveness. Next to this, the strengthening of Southern resource centres and networks either by facilitating their establishment and/or their institutional development receives priority attention. These functions are complemented by knowledge development and advocacy on relevant key areas – including scaling up for community management, cost recovery and participatory management tools. With other sector partner organisations in the North and the South, IRC has supported innovative sector approaches including gender mainstreaming, participatory planning and implementation processes, appropriate technology, management strategies for sustainable systems and services and monitoring-for-effectiveness.

The Basic Urban Services (BUS) Initiative. Main objectives, activities and basic approaches

The Sustainable Cities Programme (SCP) and the Local Agenda 21 Programme (LA21) intend to improve specific assistance on water and sanitation to its municipal partners through the decentralisation of efforts at regional and national levels. Over a period of five years, IRC will lead the Basic Urban Services (BUS) Initiative to strengthen the abilities of local governments and their partners. Through BUS, these partners should be enabled to develop strategies and methodologies resulting in effective public-private partnerships to improve the provision of basic urban services to the poor. With a focus on poverty reduction, IRC will provide technical advice for the implementation of demonstration projects in six SCP partner cities. The demonstration projects will be followed by a scaling-up process with capacity building, advocacy, improved leveraging of resources and gender responsiveness as main elements of action.

Through alternative approaches such as the Household Centred Environmental Sanitation, BUS will promote integrated processes that enhance ownership, control and management of facilities by the served population. The efforts will also concentrate on supporting income-generating activities in the sector complemented with the identification and lobbying for necessary local or national policy changes.

A combination of training tools and capacity building activities will be shared with the participating municipalities to enhance their capabilities to build partnerships for improved urban services delivery. Similarly, the active networking expected between the national anchoring organisations will support the dissemination of local experiences at regional level. In order to ensure the sustainability of the experience at local level, the strategies described below will be followed.

Regional Anchoring Strategy

Regional anchoring strategies will ensure the connection between the local and global levels of SCP activities. Representative regional and national capacity building

organisations will receive support to strengthen their role as information clearing houses, to develop BUS-focused training activities and programmes, and to facilitate advocacy efforts. An anchoring organisation may play a leading role on some aspects of the planning and management of BUS. However, other local organisations may also have complementary capacities and expertise that should be incorporated at some stage in the initiative. For SCP and LA21 partner cities that have identified basic services as key priorities, anchoring is promoted as a strategy to ensure sustainability and continuity.

The implementation of the BUS Initiative could help enhance the anchoring organisation's own capacities and strengthen its institutional development at various levels. The outcomes of the projected demonstration projects and replication initiatives could enhance changes in local or national legislative frameworks and call for increased support from other major programmes and initiatives. In the long-term, this could result in increased benefits for the most vulnerable target population. Additionally, stronger recognition of the work and influence of the anchoring organisation in the water and sanitation sectors may also be a resulting effect.

An anchoring organisation could secure BUS specific activities and methodologies developed through the initiative. For that purpose, the anchoring organisation should be able of providing the necessary institutional commitment and administrative assistance. The selection and appointment of at least six regional or national anchoring organisations will consider the following:

- Institutional flexibility and openness to work with other local organisations that have complementary capacities to the anchoring organisation.

- Capacities for financial leveraging and resource identification to ensure financial sustainability.

- Proven expertise and recognition of its work in the water and sanitation sector at least at national level.

- Institutional mandate and sustainable development plan consistent with BUS proposed principles.

In terms of the specific capacities and expertise of the anchoring organisation, criteria covering the promoted capacity building approaches, its information exchange, knowledge management, networking and partnership building will be used. Equally relevant, the methodologies used for participatory planning and implementation, its advocacy and policy-making interventions and its organisational structure will also be considered for the selection.

On the other hand, the anchoring organisations may need to develop or strengthen certain understanding and skills to fulfil their tasks as planned in the BUS Initiative. For that reason, and if necessary IRC is prepared to facilitate certain capacity building and institutional strengthening in the following areas:

- Information management and brokerage including improved information collection, documentation, case studies development and BUS applied research.
- Project management and methodologies including action plans development, BUS scaling-up proposals development, process monitoring, participatory consultations and capacity building for BUS and gender responsiveness in BUS.
- Contents of water and environmental sanitation approaches including application of participatory methodologies, appropriate technology options, monitoring approaches and building up of public private partnerships in the sector.
- Advocacy including improved contacts with global partners and dissemination of IRC advocacy experiences at national and international levels.

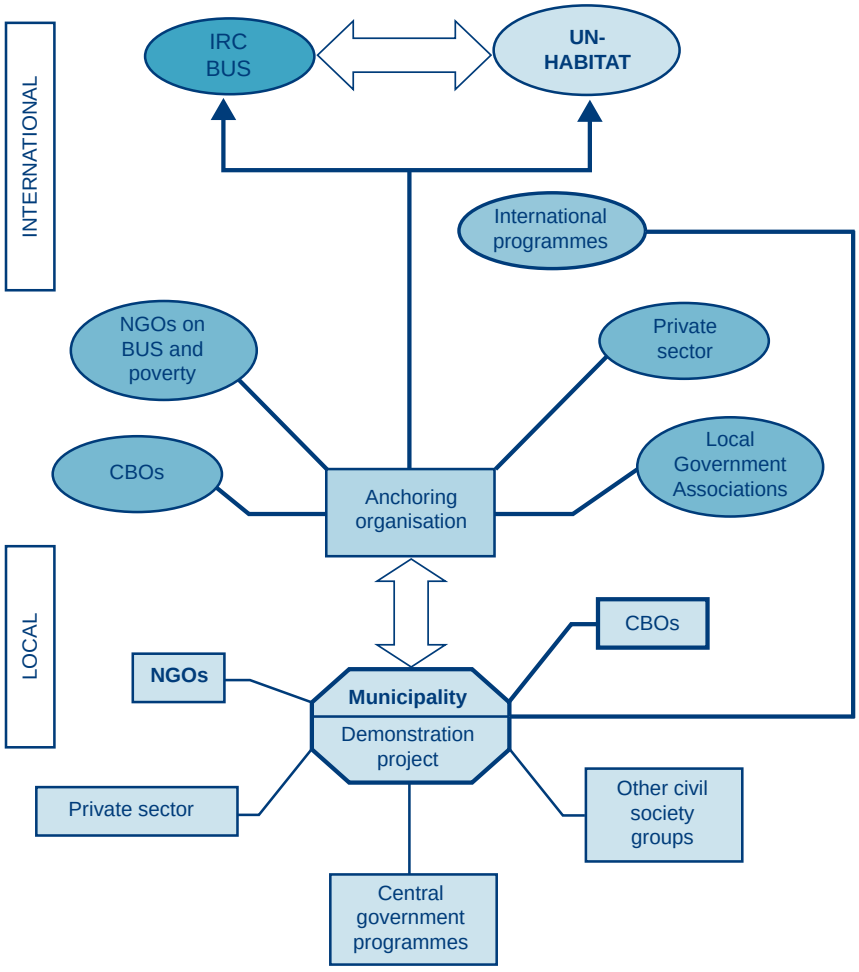


Figure 1. Relationship between the anchoring organisation, BUS partners and other relevant stakeholders.

Information and documentation strategy

From the beginning of the BUS Initiative, a comprehensive documentation and information sharing strategy will accompany the process. This will ensure the production of appropriate capacity building tools, the adequate documentation of the lessons learnt, a regular exchange of ideas and the promotion of alternative channels of information exchange.

Through the implementation of the demonstration projects, BUS expects to generate increased support from other major national and international programmes to complement the initial local mobilisation of resources. Likewise, this process may generate enough interest and support from local partners to get organised and advocate for the improvement of existing policies and legal frameworks. In the medium term, it is foreseen that these advocacy efforts could be translated into specific local/national strategies and plans and physical improvements in BUS.

To fulfil these ambitious goals BUS requires a solid information sharing and documentation strategy. This strategy should be able of capturing all the lessons and experiences learnt during the BUS Initiative. It should also signal potential factors of success and failure identified from previous experiences, and promote the strategic use and versioning of this knowledge by key partners according to their specific contexts, needs and demands.

Local partners are of special interest to the BUS Initiative. The initiative recognises that each partner has specific information needs and demands that better suit its implementation capacities. For that reason, one of BUS initial priority activities will be to survey the information needs and capacities[21] of the stakeholders involved in the demonstration projects. Consequently, the way information generated by BUS will be repackaged and further distributed will depend on the level of access and management of different communication media by each stakeholder. To get relevant information across to this variety of actors, BUS emphasises the consideration of factors of accessibility, readability, content and most adequate format.

The development of strategic partnerships at local level will enhance the use of specific capacities and access to information by the different partners involved. For instance, local officials, managers, researchers and academicians will have information needs that may be answered by the anchoring organisation appropriately. However, when trying to reach the CBOs that represent the ultimate beneficiaries of the actions perhaps a suitable intermediary partner must be used. Proposing, assessing and finding creative solutions to the diverse information needs and demands generated will be a challenge regularly faced by the initiative.

Electronic means such as a webpage, CD-ROM, e-conferences, e-learning, community telecentres as well as hard copy documents, presentations, seminars and other

21 Capacities are defined as the existing financial, methodological, human resources and time that the stakeholders are willing to invest in the BUS Initiative.

traditional means of information sharing will be combined and used according to the capacities, needs and demands of the stakeholders.

The Sourcebook

One of the main products of the documentation strategy is the *Sourcebook on Partnerships for the provision and management of basic urban services.* The Sourcebook will be produced using the documented information generated from the demonstration projects and additional information from other SCP and LA21 partners active with BUS related activities. The Sourcebook is designed as a tool to share the experience beyond the boundaries of the demonstration projects. It is expected to raise awareness and discussion on new strategies to solve BUS related concerns of towns and cities with emphasis on partnerships, income generation and public-private involvement. The Sourcebook could document among others key elements, methodologies, tools, approaches and areas of advocacy for improved BUS provision, BUS related PPPs and poverty reduction. Equally importantly, gender mainstreaming in BUS planning and implementation, anchoring as a strategy for BUS sustainability and replication as a strategy to promote policy change will be considered.

The handbook

The second main product of this strategy is the handbook. The handbook is a technical tool which synthesises the approaches and methodologies proposed by IRC for the demonstration projects. This document will provide the municipality officials in charge of implementing the demonstration projects, with an interesting range of key concepts, basic approaches and examples that could improve their interventions on BUS qualitatively. The document will cover among others: mobilisation of political support, stakeholder participation, issues prioritisation, consensus building, development of action plan, technological options, gender mainstreaming, support for implementation and monitoring.

The handbook will be distributed to selected SCP partner cities to share the knowledge, check its suitability and determine further changes and improvements. In the long-term, it is expected that the handbook could be versioned by the anchoring organisations to suit best the local context and most felt needs.

The demonstration projects

Cities implementing demonstration projects would have to fulfil certain criteria to ensure the minimum set of conditions required for the execution of the experience. Municipalities as a key stakeholder in the BUS Initiative must fulfil very specific criteria determined at political, institutional and operational levels. The criteria proposed range from political will and commitment to the process to existing modalities of co-operation with other partners, availability of socio-economic information and information sharing capacities among others. The context outside the municipality is also important and some key criteria regarding other stakeholders must be fulfilled before the demonstration projects can start.

The actual execution of the demonstration projects could cover initiatives related to water supply, stormwater drainage, wastewater collection and treatment, human excreta disposal and solid waste management. The initiative can provide technical advice, facilitate capacity building and learning processes on a limited scale. Direct support for actual implementation is very restricted. For this reason, BUS will pay special attention to engage with pre-existing grassroots initiatives and to build co-operation agreements with active national or international programmes in any of these areas. During the first year of implementation, two fast track projects will start, complemented by four others by the end of the initiative. The geographical coverage of the demonstration projects will consider Africa, Asia and Latin America as priorities.

The up-scaling process

The idea behind the demonstration projects is that they will generate enough interest and support in the approaches proposed as to enable the municipalities and partners involved to start scaling up. The scaling-up process will consider innovative partnerships development and should be integrated within existing poverty alleviation or social development programmes. The anchoring organisations will play a key role developing the capacities of professional teams that could lead scaling-up processes in other cities of the country. It is expected that through the capacity building activities of the anchoring organisations, the knowledge generated by the experience can be institutionalised in regular training courses and capacity building activities.

Financial support from national and international programmes is fundamental for the success of the replication process. Co-ordinated work in the replication process could also help avoid duplicating efforts at the local level. In the long-term, this level of co-ordination and co-operation is expected to translate in successful policy and regulations changes that would make sustainable access to basic services by the poor a reality.

Main risks and assumptions

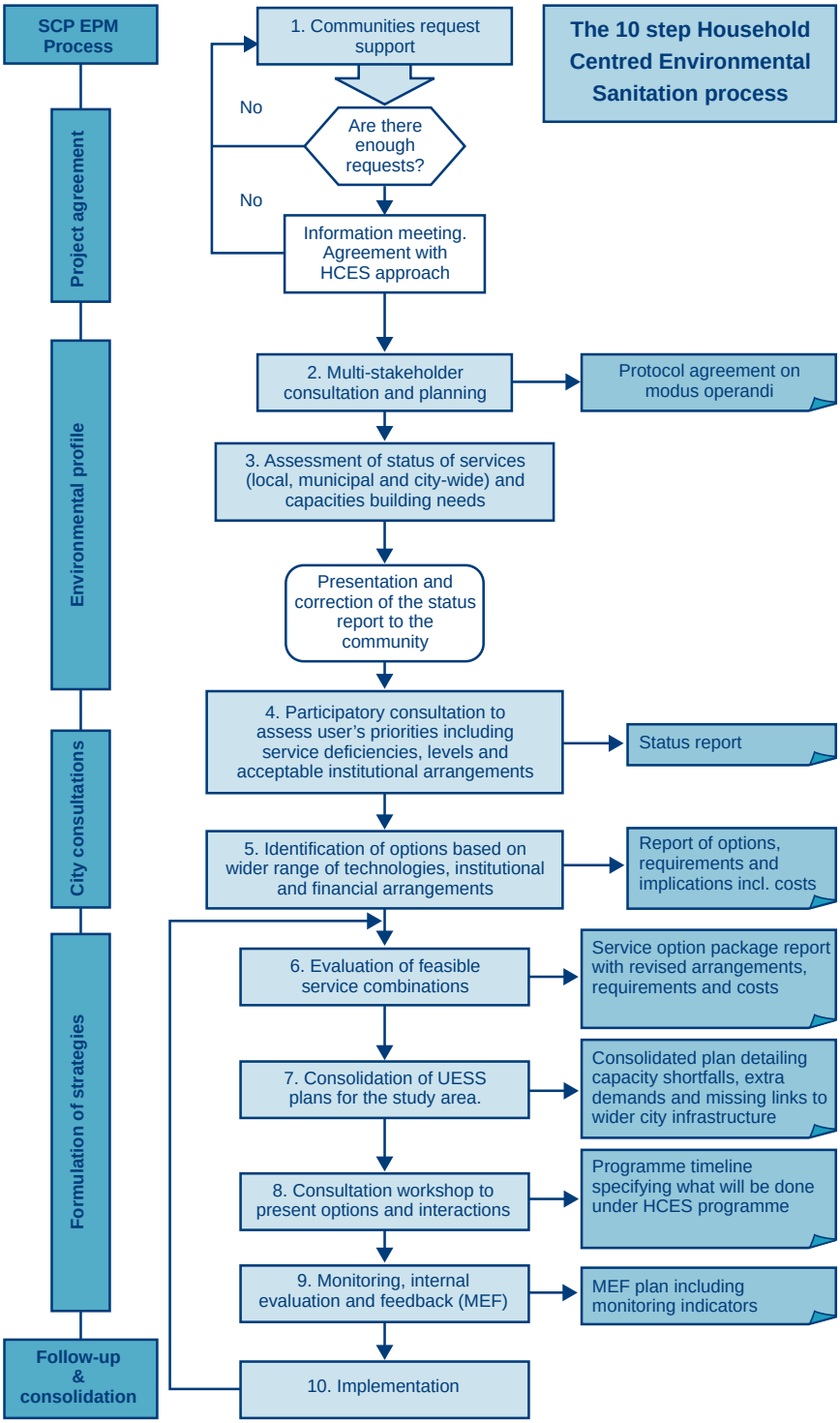
BUS is an ambitious initiative that promotes the active participation and building of partnerships of a diverse group of stakeholders who do not necessarily work together or co-ordinate actions on a regular basis. This type of co-ordinated action and co-operation expected assumes key support and commitment at political and technocratic levels. These will only be possible with strong and clear leadership from the municipal authorities involved.

The approaches and methodologies proposed require longer implementation periods than traditional solutions and a different set of abilities that are not acquired in a couple of training sessions. The fundamental attitude changes that this process expects to create are largely dependent on the success of the "learning for change" ethos that can be transmitted and embedded in the participants' working processes.

Another important assumption refers to the stability of the political environment in the demonstration cities that will allow a continuous political support and regular leadership from the municipality during the implementation of the demonstration

projects and afterwards during the up-scaling process. BUS assumes that a strong local leadership will be able to champion, motivate and support fully the stakeholders' participation during and after the finalisation of the initiative.

At the moment, the main risk faced by the initiative is that the necessary financial support to go ahead with the scaling-up process does not materialise with the consequent loss of drive generated during the first months of the implementation. This situation could generate frustration at grassroots level and with other partners because of unfulfilled expectations.


SCP EPM Process
Project agreement
Environmental profile
City consultations
Formulation of strategies
Follow-up & consolidation
The 10 step Household Centred Environmental Sanitation process
1. Communities request support
No
Are there enough requests?
No
Information meeting. Agreement with HCES approach
2. Multi-stakeholder consultation and planning
Protocol agreement on modus operandi
3. Assessment of status of services (local, municipal and city-wide) and capacities building needs
Presentation and correction of the status report to the community
4. Participatory consultation to assess user's priorities including service deficiencies, levels and acceptable institutional arrangements
Status report
5. Identification of options based on wider range of technologies, institutional and financial arrangements
Report of options, requirements and implications incl. costs
6. Evaluation of feasible service combinations
Service option package report with revised arrangements, requirements and costs
7. Consolidation of UESS plans for the study area.
Consolidated plan detailing capacity shortfalls, extra demands and missing links to wider city infrastructure
8. Consultation workshop to present options and interactions
Programme timeline specifying what will be done under HCES programme
9. Monitoring, internal evaluation and feedback (MEF)
MEF plan including monitoring indicators
10. Implementation

Annex B. Chronology of BUS activities 2003 – 2007

Year -trimester		General BUS activities	SCP-BUS country activities in:		
			Burkina Faso	Sri Lanka	Egypt
2003	1				
	2	Agreement IRC - UN-Habitat			
	3	BUS concept paper prepared	Request city of Bobo-Dioulasso for BUS support submitted to UN-Habitat		
	4	Participation in Global SCP meeting Alexandria. BUS concept paper presented.	1. Joint identification mission 2. Project document prepared	Preparations with UN-Habitat Nairobi and Fukuoka	
2004	1		1. Mission – Launch project. Coordination team and extension unit installed. Situational analysis.	Fact Finding Mission	
	2		Mission – Validation of BUS-profile in city consultation. Signing of Bobo-Dioulasso declaration		
	3		Thematic Working Groups created. Preparation demonstration project document	1. Mission – start SCP-BUS demonstration and scaling up project. Two municipalities selected; BUS project partners identified 2. Mission - Documentation process and capacities supported	
	4		Cooperation agreement UN-Habitat and municipality for demo project signed	1.Working Groups start activities in Wattala and Kotte 2. Several reports from assessments produced by w/group members	

Year -trimester		General BUS activities	SCP-BUS country activities in:		
			Burkina Faso	**Sri Lanka**	**Egypt**
2005	**1**		Mission – Launch of demo project. Agreement signed between Municipality and CREPA on a Micro-credit fund for private water supply connections Implementation demo project	1. Activity briefs developed and signed for Kotte and Wattala 2. Assessments on functioning / performance pilot done 3. Working groups work on strategic and operational plans	Joint orientation mission and agreement with stakeholders on BUS Egypt programme: Phase 1. Development of sanitation sector overview (0.5 years) Phase 2. Demonstration project (1.5 years)
	2	Participation in Global SCP meeting Havana. Organisation of special BUS session	Implementation demo project cont'd. Preparation municipal BUS strategy	Process documentation	1. Cooperation agreement between UN-Habitat and UTI. 2. Preparation of pro-poor low-cost sanitation case studies by a consortium of anchoring institutions
	3		Implementation demo project cont'd. Preparation of municipal BUS management strategy and adoption by the municipal council.	1. Document: Solid Waste Management Strategy completed 2. Mission- planning finalisation Phase-1; planning start-Phase-2 3. progress and planning documents SWM and WWM Wattala (Oliyamulla area)	Preparation of pro-poor low-cost sanitation case studies by a consortium of anchoring institutions
	4		Implementation demo project cont'd. Mission - Workshop and press panel forum aiming at further appropriation of municipal strategy.	Digestion (Biogas) and composting domestic and market biodegradable waste study done and report produced/published (Mumbai-India and Kotte-Sri Lanka)	Idem

Year -trimester		General BUS activities	SCP-BUS country activities in:		
			Burkina Faso	Sri Lanka	Egypt
2006	1		Implementation demo project cont'd.		Idem
	2		Municipal elections : new mayor, new municipal council members.	1. Mission – planning and start Phase-2; follow-up process documentation phase-1 and start 2 2. Process Documentation Phase-1 completed 3. 3-year ISWM plan Kotte drafted	2-day symposium : National BUS Workshop on Sanitation organized by HBRC, UTI, IRC, CEDARE & UN-Habitat. Proposal for redefinition of BUS Phase 2.
	3				
	4		Mission – Workshop official closure of demo project. Partnership agreement signed between municipality and CREPA for 3-year BUS action-research programme.		
2007	1				Re-redefinition of IRC's ToR for support to BUS aspects of UN-Habitat's SUP-SCP
	2		Final report on process and demo project.		
	3				BUS Training workshop for consultants engaged as BUS experts in the SUP-SCP.
	4			Mission – Kotte Municipality did not continue with ISWM Strategy and stooped operational plans; Wattala BUS project stopped for different reasons; W/groups stopped	

Year -trimester		General BUS activities	SCP-BUS country activities in:		
			Burkina Faso	Sri Lanka	Egypt
After the project	(a)		2008: Case study on solid waste management	2008: Process Documentation cases Kotte & Wattala to be completed by end Q1-2008	
	(b)		Follow-up visit to Bobo-Dioulasso: review of BUS situation 2 years after project completion.	Follow up on sustainability of Incineration Technology versus planned ISWM	
	(c)			Upkeep Website BUS-SL	
	(d)				

Annex C. Documentary outputs of the BUS Initiative

General outputs

IRC (2003). BUS Concept Paper

IRC (2004). BUS Handbook (English version)

IRC (2004). BUS Handbook (French version)

IRC (2004). BUS pages on the website

IRC (2004). BUS Process Documentation Strategy & Presentation.

IRC (2003-2006). Miscellaneous posters, PowerPoint presentations on BUS

Burkina Faso

Commune de Bobo-Dioulasso (2004). Document du Projet d'Amélioration des Services Urbains de Base (PASUB)

Commune de Bobo-Dioulasso, CREPA, PASUB (2005). Présentation des facilités de microcrédit d'accès au branchement privé au réseau d'eau potable

PASUB (2004). Déclaration de Bobo-Dioulasso

PASUB (2004). Document du Projet de Démonstration dans le Secteur 21

PASUB (2007). Rapport Final du PASUB – Main text

PASUB (2007). Rapport Final du PASUB - Annexes (including 'Profil Environnemental de la commune de Bobo-Dioulasso' (2004), and 'Stratégie communale de gestion des services urbains de base' (2005))

Sri Lanka

ITDG (2005). Evaluation of the Recycling Center operated by Sri Jayawardanapura Kotte Municipal Council

ITDG (2005). Evaluation of the Home Composting Initiatives of Sri Jayawardanapura Kotte Municipal Council

ITDG (2005). Institutional set-up of Sri Jayawardanapura Kotte Municipal Council on Waste Management

Jayaratne, K.A. (2007). Development of Solid Waste Management strategy for Sri Jayawardenepura Kotte Municipal Council Area (process documentation)

Jayaratne, K.A. (2007). Case study on Waste Water Management action plan for Oliyamulla settlement in Wattala Urban Council Area (process documentation)

Jayaratne, K.A. (2007). Case study on: Solid Waste Management action plan for Oliyamulla settlement in Wattala Urban Council Area (process documentation)

MaRGG (2004). Development of an Integrated Solid Waste Management Plan for Sri Jayawardenapura Kotte, report of the Sample Survey on the use of Compost Bins in SJKMC Area

MaRGG (2006). The BUS Initiatives, Task Completion Report

MaRGG and ITDG (2005). Sri Jayawardenapura Kotte Municipal Council, Solid Waste Management Strategy Part III: related documents

MaRGG and ITDG (2005). Sri Jayawardenapura Kotte Municipal Council, Solid Waste Management Strategy - Guiding Principles and Strategic Options

Practical Actions (ITDG) (2006). Process and Experience - Documentation for the SCP/ BUS Initiative – Integrated Solid Waste & Waste Water Management Project

(2003). Project Document on Sustainable Sri Lanka Cities Program Funding Proposal for the Basic Urban Services (BUS) Demonstration Initiatives to the Urban Governance Support Project (UGSP) in Partnership with the IRC International Water and Sanitation Centre, 2003

SCP Sri Lanka and Sevanatha (2004). Report of the City Consultation Sri Jayawardenapura Kotte Municipal Council

Wageningen University, Dept. of Environmental Sciences (2005). Consultancy report: Digestion and composting of domestic and market biodegradable waste in Kotte MC

Egypt

Arab Office for Youth and Environment (2006). Application of grey water treatment facility - Case studies in El Nassira village, El Menia governorate, in Gaafar village, Bani Souif governorate, and in Nazlet Kaab village, Assiut governorate.

Cairo University Faculty of Engineering & Housing and Building Research Center (HBRC) (2006). Selection and evaluation of appropriate sanitation systems in rural Egypt – case study in Sohag Governorate

Center of Environment and Development for the Arab Region and Europe (CEDARE) and Egyption Water Partnership (EWP) (2006). Septic Tank / Gravel Plant Channel, a low-cost wastewater treatment technology - Case study in Noweira Village, Beni Suef

IRC (2007). Report on a training workshop for BUS experts, operating in technical teams for the facilitation of Strategic Urban Plans for Small Cities

Ministry of Irrigation and Water Resources (2006). Application of the modified septic tank (USBR) in treating wastewater in rural Egypt - Case study in Abd El Kereem village, Al Fayoum governorate

National Organization for Potable Water and Saqnitary Drainage (2006). NOPWASAD pioneer experiences in low-cost technologies; case study

UTI, HBRC, IRC, UN-Habitat (2006). Synthesis of National and International Case Studies on Pro-poor, Low-cost Sanitation Solutions in Peri-Urban Areas

About IRC

IRC facilitates the sharing, promotion and use of knowledge so that governments, professionals and organisations can better support poor men, women and children in developing countries to obtain water and sanitation services they will use and maintain. It does this by improving the information and knowledge base of the sector and by strengthening sector resource centres in the South.

As a gateway to quality information, the IRC maintains a Documentation Unit and a web site with a weekly news service, and produces publications in English, French, Spanish and Portuguese both in print and electronically. It also offers training and experience-based learning activities, advisory and evaluation services, applied research and learning projects in Asia, Africa and Latin America; and conducts advocacy activities for the sector as a whole. Topics include community management, gender and equity, institutional development, integrated water resources management, school sanitation, and hygiene promotion.

IRC staff work as facilitators in helping people make their own decisions; are equal partners with sector professionals from the South; stimulate dialogue among all parties to create trust and promote change; and create a learning environment to develop better alternatives.

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Local Governance for Basic Urban Services

The Basic Urban Services (BUS) Initiative aims to strengthen the capacity of local authorities and their partners in dealing with access to basic urban services, such as water and sanitation, in poorly serviced low-income urban neighbourhoods. These services affect the majority of the urban poor and represent the most common environmental issues needing to be addressed at local level.

This booklet presents a summary of IRC activities within the BUS framework, carried out over a five-year period (2003-2007) through an Agreement of Cooperation with UNCHS (UN-Habitat). The activities formed an integral part of the Second Phase Dutch Support to the Sustainable Cities Programme (SCP), aimed at ensuring that local partners, including municipalities, play an important role in achieving the Millennium Declaration targets for poverty reduction.

This booklet underlines how good local governance – the result of interactions, relationships and networks between different sectors of society – is a precondition for sustainable delivery and improved access to basic urban services by the urban poor. Since governance involves decision-taking and negotiation to determine who gets what, it is politically sensitive and strongly affected by power relationships.

This booklet highlights the major experiences and lessons learnt and the remaining challenges. It also suggests ways forward, in particular in scaling up BUS demonstration projects. It will be of interest not only to those involved in the BUS/SCP project, but also to readers who want to know more about the process, outcomes and future prospects for projects like this.

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