Municipal scope for action in urban sanitation and support strategies

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Kevin Sansom, WEDC, Loughborough University

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Topics

- **Urban governance and service provider institutions**
- **Municipal sanitation management**
- **Comparing water utilities and municipal sanitation**
- **Examples of strategic sanitation initiatives that are not too demanding on limited municipal capacities in:**
  - **Mumbai and Sangli in India**
  - **Ashaiman and Kumasi in Ghana**
- **Summary points**

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Actors and Institutions of Urban Governance in LMIC
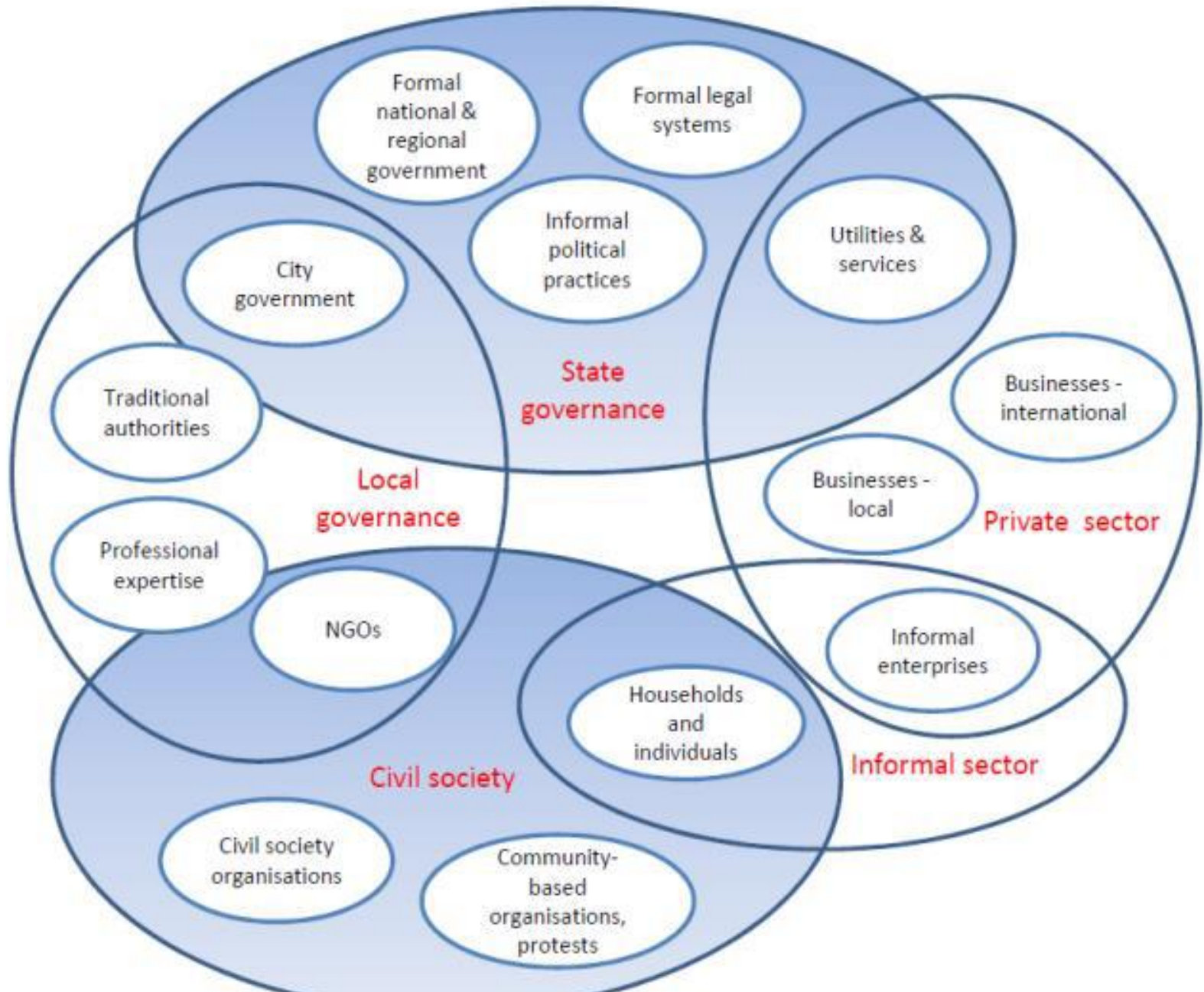
Municipal management and sanitation

Key challenges include:

- Rapidly growing populations in poorer informal areas

- *Inadequately defined roles and responsibilities*, often with political interference.

- Municipalities having *responsibilities for a wide range of basic services*

- *But, limited revenues and staffin*g, particularly for sanitation, which is often not given a sufficiently high priority

- Sanitation services are provided by a large number of private and civil society organisations.

Comparing water utilities and municipal sanitation
Key concepts

Organizational autonomy is the degree of freedom and discretion allowed to an organization. An autonomous water utility has clear authority over its:

- *Finances* (revenue, investments and allocations)
- *Staffing* (hiring, firing, staff development, salary levels)
- *Business planning and management of its services*

- **Accountability** is a process for holding organisations to account for their actions. Accountability requires *transparency, answerability, and enforceability* between decision makers, service providers and citizens.

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Comparing water utilities & municipal sanitation

- *Successful water utilities (E.g NWSC in Uganda) have adequate autonomy* to develop their organisations and their services.

- NWSC have *achieved sustained growth in their customer numbers and revenues* to achieve their objectives.

- They developed a level of confidence and are willing to be transparent and be held accountable for their performance.

- However, *municipalities do not have adequate autonomy for sanitation* and are usually less willing to be transparent and be held accountable for services provided by others.

- This presents challenges in strategic planning, setting targets etc.

- Local government are sometimes referred to as the 'duty bearers', but what duties can they realistically bear?

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Municipal sanitation roles

The more successful Municipal Corporations focus on the following main urban sanitation roles:

1. City wide coordination and facilitation of stakeholders

2. Sanitation planning, policy, monitoring and managing limited funding, linking with wider urban development planning

3. Support and regulation of multiple sanitation service providers in the *sanitation service chain* including private formal/informal providers, NGOs, CBOs etc.

- Capacity development helps municipalities with fulfilling these roles.

- Municipalities often struggle with the support and regulation of multiple sanitation service providers in the *sanitation service chain* because of the sheer numbers of small providers.

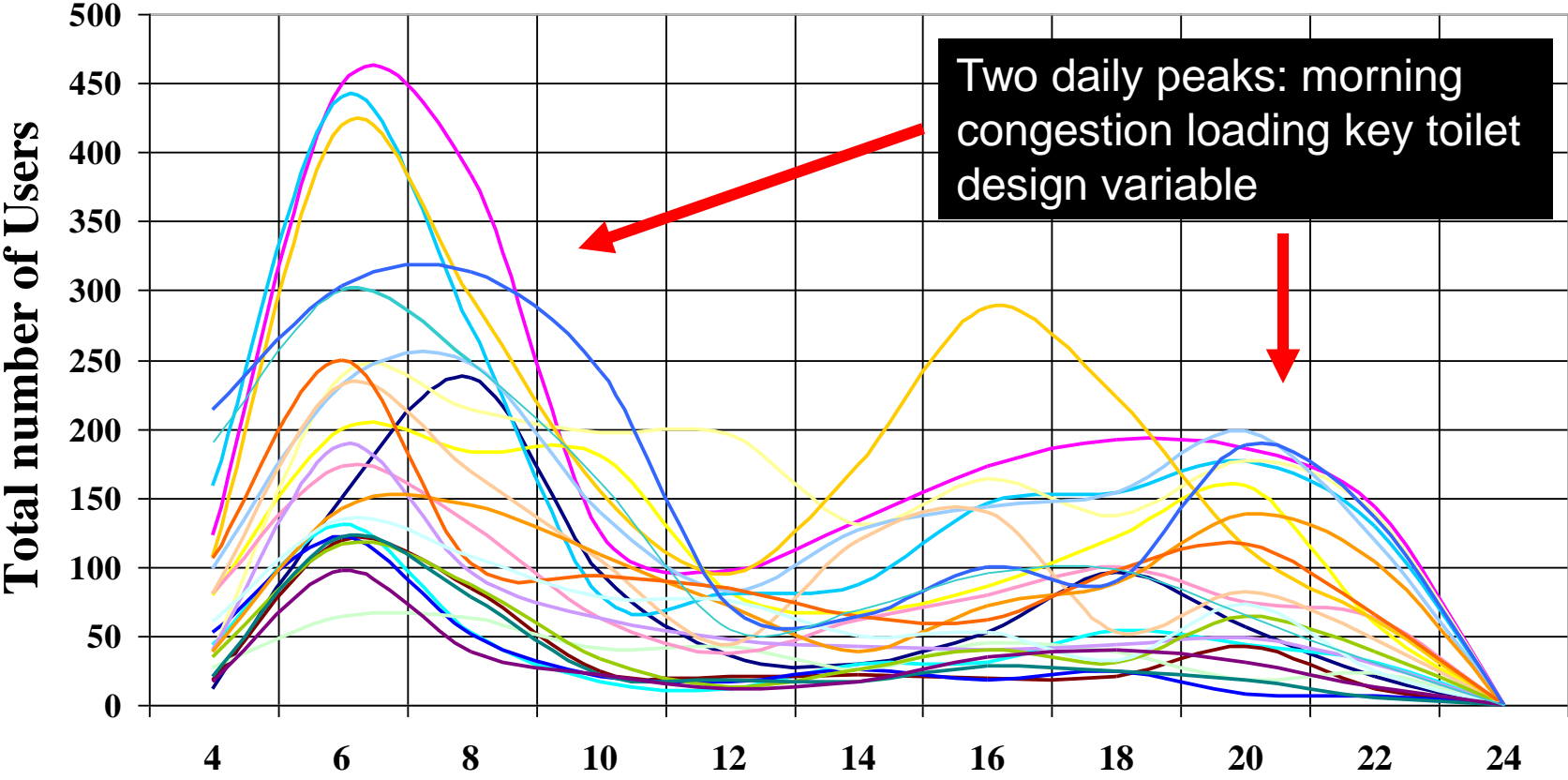# Strategic initiatives to support urban sanitation improvements

Given the challenges highlighted; *a key issue is how development partners and service providers can work with municipalities to improve sanitation successfully <u>and</u> make effective and efficient use of municipal staff time?*

Some examples of how this can be done are set out in the following slides based on experiences in India and Ghana.

Mumbai Slum Sanitation Project (SSP) in India. SPARC (NGO) had a key role

Mumbai Community & Public Toilets: Hourly User Load Profile

Two daily peaks: morning congestion loading key toilet design variable

Legend:

- Anand Nagar
- Liberty Garden (SSP)
- Madina Compound
- Morarji Nagar
- New Rahul Nagar
- Bhim Wadi - A (MHADA)
- Plot No.61, Malwani
- Patil Wadi
- Ganesh Murthy Nagar
- Tripathi Nagar
- Fitwala Road (Sulabh)
- Bhim Wadi - B (MHADA)
- Anna Nagar
- Maharashtra Chawl
- Bharat Nagar
- Laxmi Nagar
- Liberty Garden (MHADA)
- Mahatma Phule Nagar (SSP)
- Sanjay Gandhi Nagar
- Moti Nagar
- Ali Bahadur Chawl
- Mahatma Phule Nagar (MHADA)

Axis: Total number of Users vs Time (hours)

Mumbai Slum Sanitation Programme – Effective delegation to NGOs, contractors and CBOs

Mumbai MC slum sanitation section had limited capacity but 300+ large good quality community toilet blocks were developed on a World Bank Project.

Contracts were let to NGO/contractor consortia to develop toilet blocks (TBs) that were managed by CBOs. Key findings:

- Bundling technical and community development in one contract together sped up implementation.

- Longer term flexible contracts allowed adequate time for community consultations and agreements on the TB location, design, construction and management arrangements

- Mumbai Municipality's role on the programme was mainly limited to contract management. They successfully mobilised other actors.

- SPARC a prominent NGO partner, have also developed effective working relations with Mumbai MC - see Sangli case.

Complementary roles? Shelter Associates (SA) collaborating with Sangli Municipal Council, India

SA worked on community and on-plot sanitation in Sangli, building relations with Sangli MC (similar to SPARC in Mumbai) by:

- Gaining credibility with Government on working on community planning, sanitation in slums and undertaking GIS mapping;

- As trust developed, moving from limited formal communication with the MC to effective regular collaboration (see next slide)

- Allowing the MC and local politicians to also claim credit for achievements

- Moving towards becoming 'a trusted insider'; with more productive relations with the MC, including policy dialogue.

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Sangli Sanitation Case in India: An Evolving NGO – Municipal Government Relationship

Shelter Associates

Characteristics
of the relationship

**USAID project:
opening minds up to
reforms and working
with NGOs**

**Frequent mobile phone
contact with municipal staff
and local politicians**

Policy dialogue

**Cost sharing and tripartite
contracts**

**Delays before NGO -
local government meetings**

More collaboration

**NGO just working on
no-objection notices**

**Joint planning between
NGO, commissioner, politicians
and community groups**

**Regular NGO contacts
with commissioner
and local politicians**

**'Shelters model' in Sangli
recognised by State
Minister**

2000 _____ **2008**

**Successful
NGO outputs
building
confidence &
credibility**

Community toilet blocks developed	NGO GIS work and comprehensive poverty maps of slum areas	Demonstration of individual toilets in slums	Successful area slum sanitation programmes	Joint sanitation project with Municipal Corporation

Enabling support in Ashaiman, Ghana

- *A detailed study of urban sanitation for poor communities in Ashaiman* was conducted by Adrien Mazeau.

- Key findings included services for the poor were either inadequate or expensive and the Municipality had limited capacity.

Ashaiman Municipal Assembly (AMA) used Adrien's study findings to attract further support & funding such as:

- Safi Sana helped develop a long term sanitation development plan

- UNICEF supported participatory planning using CLUES

- AMA recruited more young professionals to work on sanitation.

Example strategic Initiatives in Kumasi, Ghana

Kumasi has a strong waste management department, but finance is still limited. Initiatives that enable KMA to be both more effective and efficient include:

- *Developing an integrated participatory planning approach to waste management* with the support of development partners
- Enabling policies catalysed much more *private sector involvement* in management of the sanitation service chain
- *Private sector providers have gradually formed associations* to enable more balanced relationships with KMA. This has also made support and regulation of providers by KMA more efficient
- However, monitoring and regulation of manual operators is still weak.

Source WaterAid, 2016
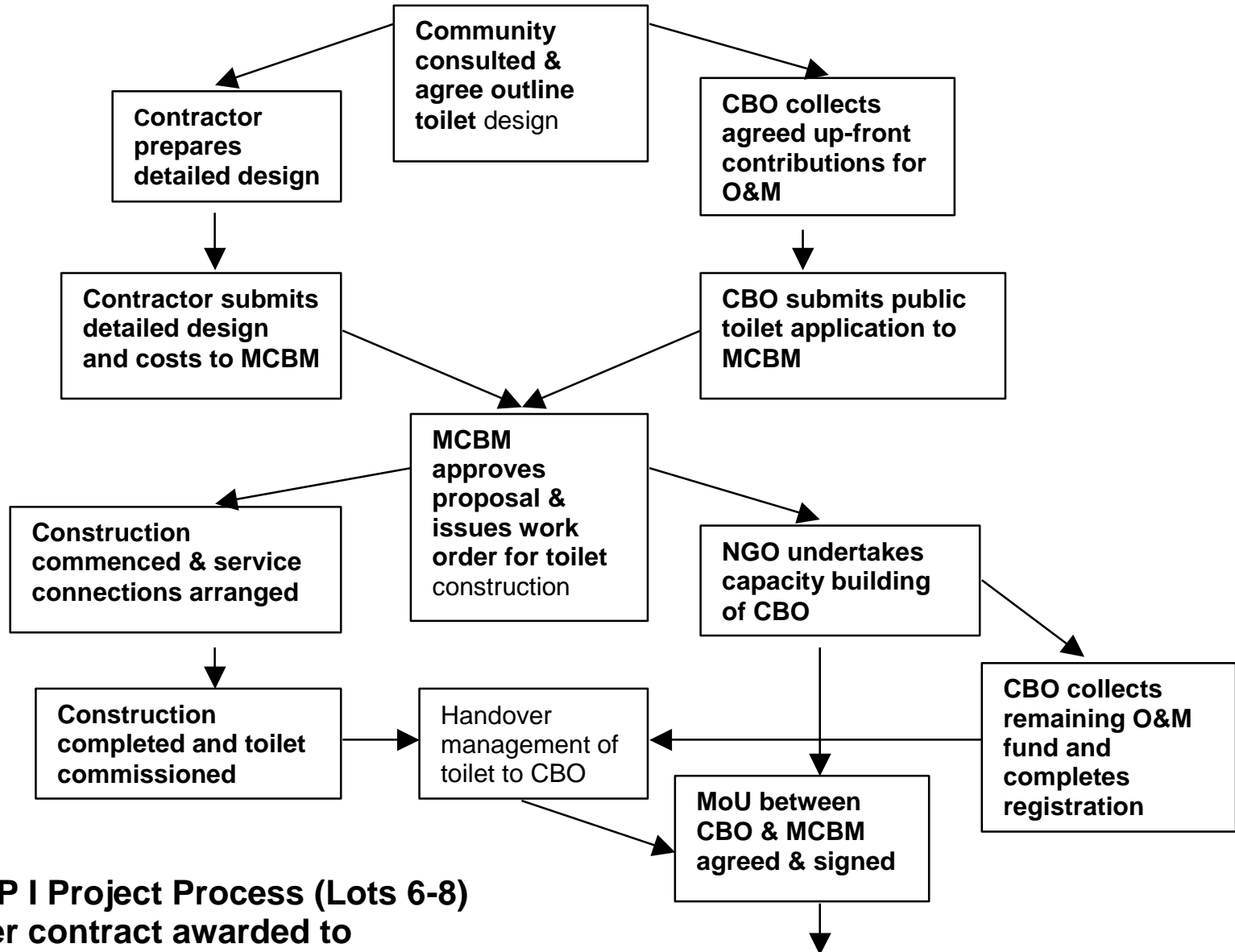
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Summary points

To enable municipal councils (MCs) to make effective improvements in sanitation <u>and</u> be efficient in the use of their staff's time, some examples of initiatives are:

- More detailed urban sanitation studies can enable MCs to utilize the results to attract further support and funding

- Developing more productive relations between development partners (such as NGOs) and municipal government is key. Moving towards 'trusted insider' relations.

- Greater us of the private sector through well-designed contracts or licenses, with suitable regulation

- Encouraging private sector operators to form associations to enable more productive dialogue and regulation with the MCs.

Technical tasks   **CBO development tasks**

Community consulted & agree outline **toilet** design

Contractor prepares detailed design

CBO collects agreed up-front contributions for O&M

Contractor submits detailed design and costs to MCBM

CBO submits public toilet application to MCBM

MCBM approves proposal & issues work order for toilet construction

Construction commenced & service connections arranged

NGO undertakes capacity building of CBO

CBO collects remaining O&M fund and completes registration

Construction completed and toilet commissioned

Handover management of toilet to CBO

MoU between CBO & MCBM agreed & signed

SSP I Project Process (Lots 6-8) (**after contract awarded to contractor and NGO)**