

Proceedings

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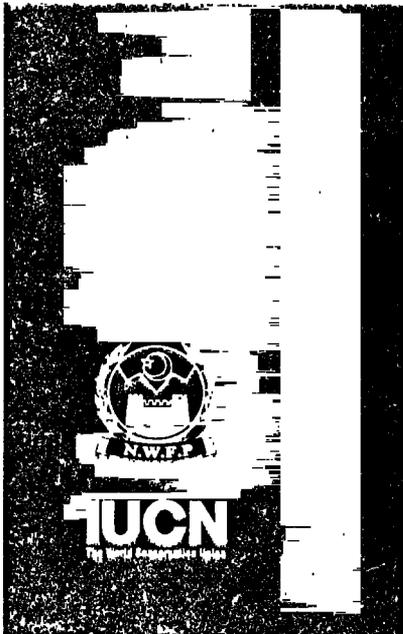


**UNDP –
World Bank
Water and
Sanitation
Program**

**Workshop on
Urban Environmental Sanitation (UES)
Policy Issues**

4th November, 1998, Peshawar, NWFP, Pakistan.

South Asia Region



Operational Staff call for Unified Urban Sanitation Policy



The workshop formed part of an ongoing consultative process for UES (collection, treatment and disposal of solid and liquid waste: solid waste management, household sanitation, sewerage sullage and storm water drainage) policy development at Federal and Provincial levels in Pakistan, which is being facilitated by RWSG-SA. It was a sequel to a national seminar on UES in March 1998 which consulted stakeholders at the senior level. Both meetings aimed to identify operational problems in service provision so that these would inform the policy-making process.

A process of brainstorming was used to identify problems at ground level; participants then discussed in working groups how these might be resolved. This resulted in recommendations in four main areas (details inside):

Participants included a wide range of operational staff with representatives from municipalities, line departments (including Public Health Engineering, Housing and Physical Planning, Education and Health) and NGOs plus a number of donor representatives and consultants.

The event was a joint venture by RWSG-SA and the IUCN-SPCS Unit which facilitates a regular forum for discussion of urban environmental problems in the province. It is hoped that the participatory process for policy development will now progress in NWFP and draw in a wider range of stakeholders at every level.

This briefing note provides a summary of the key issues and recommendations arising from the workshop, as a reference for stakeholders and a stimulus to the policy debate both in the frontier and nation-wide.

Workshop Objectives

- To identify operational problems in UES service delivery
- To explore options for positive change.

Participants at the workshop identified serious problems with UES services in NWFP and called for a new, unified provincial policy. This should lead to development of an effective UES **strategy** comprising:

- Capacity-building for service providers
- Effective use and enforcement of planning controls
- Use of affordable and appropriate technologies
- Effective management of resources
- Improved management information systems and data
- Education and awareness campaigns to promote user involvement and better hygienic practices

Participants also recommended that a clearly defined, participatory process be established for policy development. To this end an **Action Plan** was proposed, comprising the following :

In the short-term:

- *Situation Analysis of the sector in NWFP*
- *Consultation with other departments also involved in urban issues*
- *Consultation with the general public*
- *Joint meeting of stakeholders*
- *Involvement of donors and better donor co-ordination*
- *Dissemination of the workshop statement to politicians*

In the longer term:

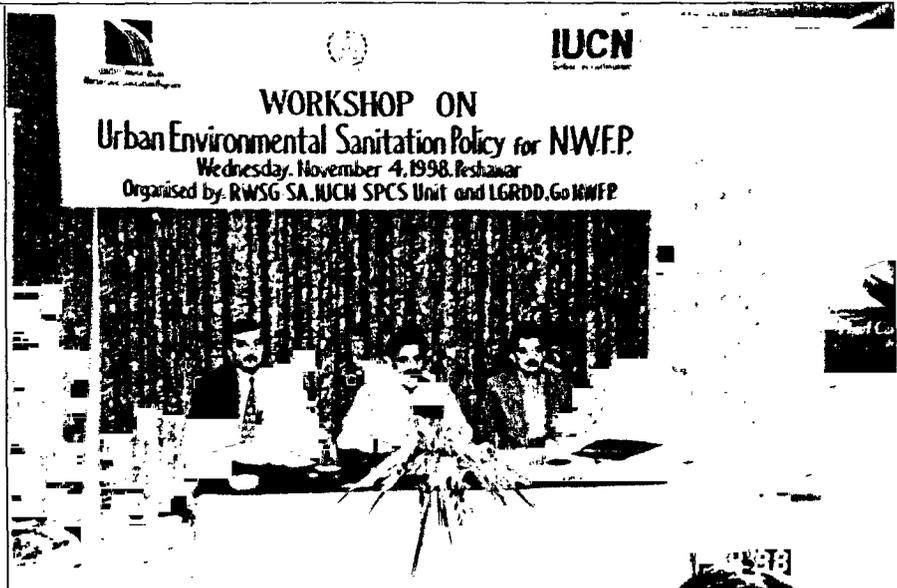
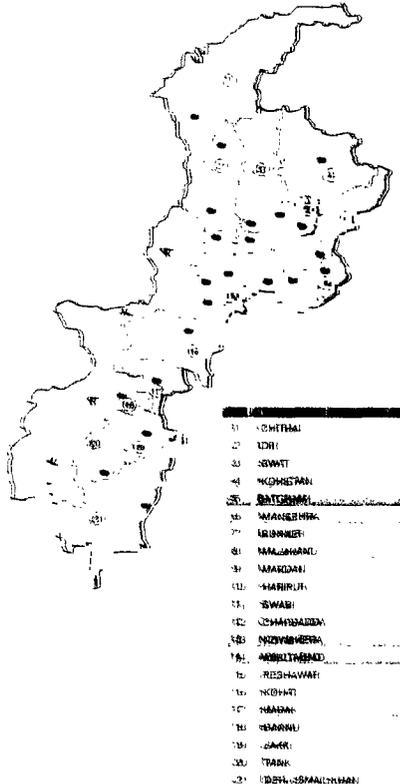
- *Pilot projects (2-3 towns of different size)*
- *Dissemination of guidance on good practices throughout the sector*

Further details of the workshop recommendations are given inside. This is an abridged report; a fuller version is also available.

NWFP is experiencing rapid urban growth, especially in low-income areas and associated problems with sanitation infrastructure. The government is struggling to provide services but the scale of the problems is enormous, and given increasingly limited resources we need to look for new and innovative solutions for providing services to the urban poor.

The government of NWFP is fully committed to the policy development process and very much welcomes today's workshop which should help us begin to find solutions for improved service delivery in our province. The purpose is to identify and explore the operational problems in UES service delivery in NWFP – in other words, the everyday difficulties and frustrations which you face on the ground in providing services. The policy-making process has to respond to the realities of working in the field and it is essential that we gain a true picture both of the problems and of your ideas for resolving them; that is, what kind of support do you need from the policy level to help you find solutions to the multitude of problems.

Extract from opening address by Mr. Farid Khan, Secretary for Local Government and Rural Development, Government of NWFP.



Urban Sanitation Services in NWFP.

The urban population of Pakistan accounts for 35% of the country's total of 135 million. While the annual growth is 3% in the population as a whole the rate is 5% in urban areas, indicating a distinct rural to urban shift. An additional factor in NWFP is the huge Afghan refugee population.

At present, most towns in NWFP lack basic sanitation infrastructure such as drainage networks and safe excreta disposal. This and the contamination of shallow aquifers by wastewater from leaking or unlined drains, septic tanks and ponds combine to pose a serious risk to public health.

Solid waste management in most towns is also rudimentary with only half of the waste collected while the rest is left to accumulate in open areas. Much of it is dumped indiscriminately in open drains and sewers where it causes blockages and flooding. No special measures are taken for the separation and safe disposal of hazardous waste and disposal facilities are often inadequate even for ordinary domestic waste.

These problems are most acute in low-income and informal settlements which are expanding in the absence of any effective planning controls.

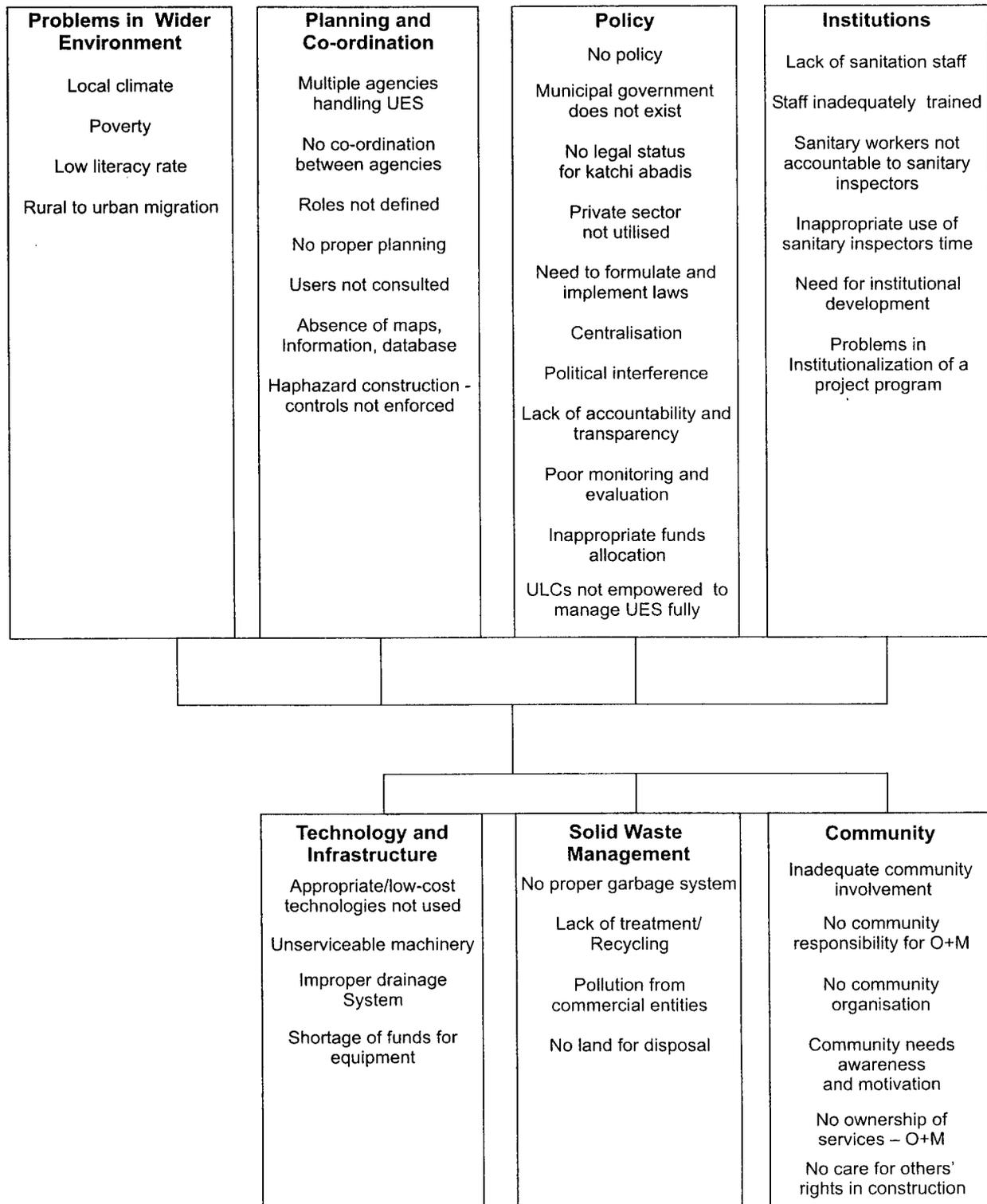
There are no charges for solid waste collection and disposal in NWFP and in several towns water revenues meet only 30-40% of the operation and maintenance costs. Though on average 80% of the urban population has access to a piped water supply, this is often irregular – often less than six hours per day – and suffers from both leakage and contamination due to poor maintenance and the lack of treatment facilities.

Local Innovations in the Sector: *The Community Infrastructure Project, Peshawar.*

This project aims to improve the living standard of low-income communities through initiatives in awareness-raising about health, hygiene and sanitation, community development and infrastructure upgrading. The project is implemented by government agencies and is the first of its kind in NWFP to involve communities not only in planning, designing and implementing the project but in contributions towards both capital costs and maintenance. The project is relatively new and it is too early to draw any policy conclusions from its outcome but it provides good opportunities to learn about the process of community involvement.

Current Operational Problems in UES.

A multitude of problems were identified in all aspects of UES and categorised as shown below. Those in the upper tier are primary problems which exacerbate those in the row below. Problems in the wider environment are beyond the remit of UES but the others could be overcome if effective policy was developed and adopted. There was a strong feeling in the group that lack of coherent policy is at the heart of current problems.



List Of Participants

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Examples of Operational Problems.

Participants highlighted several problems as being very significant:

Lack of Co-ordination.

Between stakeholders affects all aspects of UES service provision. Agencies make plans without reference to one another, and resources are not shared; the result is duplication, waste and fragmented services.

Co-ordination problems at every level.

It has been estimated that as many as 24 government agencies are involved in UES in NWFP. The lack of co-ordination between them goes to the highest level of management. This was illustrated by the Administrator for Peshawar Municipal Corporation who said that, while he had heard that a master plan for the city had been prepared, he had never seen it.

Lack of Management Information.

Managers of UES services have inadequate databases for planning and organising their work, and much information which exists is not shared among agencies. Lack of access to reliable maps is a major problem for municipal authorities.

Inadequate involvement of stakeholders.

The public are not consulted in the planning and delivery of services and little is expected of them in terms of cost-sharing. Their involvement and co-operation in maintaining services is therefore very limited. The public should be seen not as beneficiaries but users with both rights and obligations. A **mass awareness** campaign is needed to encourage their involvement and promote better hygiene.

Community confusion.

The result of poor communication with users became clear in one town when public bins for solid waste were first provided in the streets. No explanation of their purpose was given and some people posted letters in them!

There is also inadequate **private sector** involvement, due partly to a lack of successful pilots providing models of good practice in NWFP. Private sector involvement could be beneficial, but must be regulated.

NGOs Are playing a role in UES in some towns but more needs to be done to create mutual trust and confidence between NGOs and government departments.

Inadequate Financial Resources.

Funding for UES is inadequate but this is partly due to ineffective resource management; funds are sometimes allocated to wasteful and inappropriate schemes when cheaper, simpler technical options could be used. Extra resources could therefore be generated through efficiency gains and wiser deployment of funds. The lack of cost recovery through user charges or user investments exacerbates the problem. Charges should be applied, though it may be difficult to assess users' capacity to pay.

Municipalities' limited autonomy in revenue raising is a further constraint.

Human Resource Management.

Not only funds but staff are ineffectively deployed, with some allocated to inappropriate duties while other important tasks are left understaffed. Many staff lack the technical training necessary for their job, and lines of authority are badly defined, with sanitary workers unaccountable to sanitary inspectors. All of these problems contribute to inefficient service delivery.



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Options for Change.

Two major themes in discussion were the need for better management and co-ordination of service providers, and for increased involvement of stakeholders. The latter would necessitate links between the formal and informal sectors particularly between katchi abadis and official services. Model arrangements to meet these needs were presented to stimulate further discussion.

Improved co-ordination between agencies.

Model 1:

One option would be to transfer all UES-related functions to one agency, including planning, infrastructure development, operation and maintenance of services, ownership of government land, and the raising of local taxes and user charges.

Model 2:

An alternative would be to leave line structures largely unchanged but establish a sanitation co-ordinating committee or Board under the municipality; in a big city this may need geographical or technical sub-committees. All relevant sector agencies in the town: government, NGO and private sector would have a representative on the committee. The role of the committee would be to:

- Assess the town's sanitation needs and prioritise interventions/ investments accordingly.
- Facilitate production of a Sanitation Development Plan
- Harmonise the inputs of the various players: government, NGO and private sector
- Oversee the adoption of appropriate and consistent standards/ technology
- Facilitate and provide a focus for user-provider dialogue
- No new investment without prior approval of committee

Many participants felt that model 2 had a lot of merit and was more realistic for NWFP than model 1.

Linking the Formal and Informal Sectors.

Many people live in informal settlements and this is likely to continue. Excluding them from services would therefore exclude a large part of the population. Most people in informal settlements already invest in sanitation without government assistance, but if 'official' sewerage is laid it usually ignores community-built facilities and it may be impossible to connect the two. Similarly, informal operators dealing with solid waste collection and recycling are used by the community but their work is not recognised by, or co-ordinated with, official services.

A way forward is needed for the upgrading of informal settlements despite minimal government resources and part of the solution could lie in finding and encouraging roles for the community and private sector, formal or informal.

One way of dealing with this is to distinguish between house and lane level facilities, known as **internal development**, and trunk services and disposal, known as **external development**. An idea which has been proposed at national level is that users should pay the capital costs of internal development with the government responsible for external services. This concept was developed in the Orangi Pilot Project in Karachi where many thousands of households have built their own lane sewers. However, care is needed to ensure proper planning and co-ordination between internal and external infrastructure. The NGO Pak-CDP is experimenting with this model in a pilot project in Peshawar city.

Recommendations from Working Groups.

Policy.

1. Develop a unified urban sanitation policy with a broad framework at federal level and specific policies at provincial level.
2. Recognize local government as the third tier under the constitution and provide a positive role for elected representatives.
3. Devolve power to local government for the planning and co-ordination of all UES functions via a committee with representatives from all service providers (government, NGO, private sector).
4. Define roles and responsibilities: make communities responsible for the development of house and lane-level sanitation (including capital costs), with agency as facilitator.
5. Introduce cost sharing for operation and maintenance. Apply user charges according to capacity to pay.
6. Accept the informal and private sectors as partners and facilitate them
7. Introduce mandatory planning processes at town/district level and empower local government to enforce development controls and bye-laws.
8. Enact legislation to operationalize the policy.

Operational Strategy.

Working with Communities.

- Hold regular elections for local bodies
- Make basic health and hygiene education part of the school curriculum.
- Initiate a mass awareness campaign on policy and sanitation issues
- Institutionalise community participation in all stages of service provision.
- Involve women effectively.

Technology and Solid Waste Management.

- Research, consult users and adopt affordable, appropriate technologies.
- Encourage privatization of solid waste disposal
- Work with stakeholders in selecting waste disposal sites
- Consider solid waste as a resource and market it

Management and Planning at the Municipal Level.

- Build local government capacity to fulfil its functions.
- Formulate and enforce master plans at all urban levels.
- Discourage new katchi abadis; try to ensure minimum services are provided in existing settlements.
- Enhance the revenue-generation capacity of local government and ensure effective management of the resources generated.
- Develop effective monitoring and evaluation mechanisms.
- Ensure all necessary maps and other management data are available.

Extract from Remarks by Mr. Mohammad Yousuf, Administrator Peshawar MC.

The provincial government recognizes the need for a policy on urban environmental sanitation. In order to develop the policy and reform operational level issues there is a need to formulate a policy development process, which should ensure consultation with stakeholders at the national, provincial, local and community levels.

Forums should be organized on policy and explore further some of the issues discussed today, including:

- the potential for communities to participate in consultation and cost-sharing
- the role of political representatives
- need to focus on developing a civic sense
- appropriate technology
- appropriate skill/capacity building
- the concept of privatized solid waste collection (there are no good examples of this in NWFP)
- people's unwillingness to pay more taxes

IUCN- The World Conservation Union Sarhad Provincial Conservation Strategy Unit

The IUCN-SPCS Support Project aims to facilitate the implementation of the Sarhad Provincial Conservation Strategy (SPCS) a policy framework for sustainable development of NWFP. The core areas of SPCS are: Poverty Alleviation and Population, Good Governance, Environmental Education, Urban Environment, Natural Resource Management, Sustainable Industrial Development, Cultural Heritage Conservation and Sustainable Tourism, and Institutional Development.

Regional Water and Sanitation Group – South Asia

The mission of the Program is to help poor people gain sustained access to improved water and sanitation services. Its current strategy in Pakistan is focussed on three areas:

- Policy development,
- Development and promotion of good practices,
- Dissemination of sectoral learning.

In addition to the dialogue on policy development, current initiatives include compilation of a database of sector organisations and projects, and work on pilot projects for city-wide planning based on the 'Strategic Sanitation Approach'

The Policy Development Process.

Participants stated that a clearly defined, participatory process should be established for UES policy development in NWFP. This should be publicized widely in order to involve all players and should be **institutionalized** to give it formal status and encourage the adoption of recommendations by policy makers.

As a first step, a number of short-term actions were suggested which should form part of the policy development process:

- **Conduct a Situation Analysis** of the sector in NWFP. This should review all aspects of the current situation in UES in the frontier: social, health, technical, economic, financial, environmental, etc. and provide the basis for informed planning and debate.

RWSG-SA has recently commissioned a situation analysis of the UES sector nation-wide, with separate studies for each province. The report for NWFP will be available shortly and should meet the need identified by participants.

- **Consult related departments** which were not represented at the workshop.
- **Consult the general public** on their views on UES problems, the changes needed and the role they are willing to play in UES services. This could be done via a structured questionnaire and focus/ interest group discussions. Journalists could also be a channel for feedback from the community.
- **Hold a joint meeting of stakeholders:** government, NGOs, private sector and users to discuss the needs and views of each and look for ways of improving co-operation and co-ordination. In particular, it should enable policy-makers to appreciate the issues and needs at operational level.
- **Involve donors and achieve better donor co-ordination** so that policy development becomes a unified process.
- **Disseminate the workshop statement to politicians** and arrange **study tours** for them to provide an appreciation of current problems and issues, and to learn about good practice.

In the longer term, the following were also recommended:

- **Develop pilot projects (2-3 towns of different size)** in order to develop models of good practice in UES service provision and management.
- **Disseminate guidance on good practices** throughout the sector.

For further information.

If you have any comments, queries or suggestions concerning the meeting or the policy development process, please contact:

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