



CPAS

مركز الدراسات التخطيطية والمعمارية
CENTER OF PLANNING &
ARCHITECTURAL STUDIES



Infraplan

HABITAT TRAINING CONSULTANTS

COMMUNITY PARTICIPATION

in

LOW - COST SANITATION

A training program for Local Government and NGO staff in Egypt
by the Centre for Planning and Architecture Studies and INFRAPLAN





CPAS- Infraplan Training Proposal for Egyptian Governates.

Introduction.

It has proved difficult in Egypt, like in many other developing countries, to reach low income groups to improve their basic housing conditions. The poor health in unplanned settlements is closely related to deficiencies in housing and the environment, much suffering and early death is consequently common in inadequately housed low income groups. Safe infrastructure and the educational and managerial development of communities are therefore priorities.

It is believed that less than 30 % of the metropolitan area of Cairo has really been planned to minimum level conditions and that a seven million inhabitants of Cairo lack basic amenities. These observations have persuaded the Cairo governate of the importance of alternative planning approaches such as settlement upgrading and community participation. Several other governates are taking the same position. It is however recognised that these new approaches require different planning methods, which only will be succesful when planners and participants can be trained in these new areas.

The proposed project wishes, in responce to enquiries from among others the Cairo Governate, to assist in the specialised professional training necessary for the coming Integrated Urban and Rural Development programs.

The Center for Planning and Architecture Studies has since 1980 offered post graduate training programs to Egyptian civil servants in human settlement development. It has conducted ten training courses for the main agency in this field in Egypt , the General Organisation for Physical Planning. The center, an NGO, has established itself as the main agency in Egypt for specialised continued education in Human Settlement Development and has recently received training requests from ministries responsible for housing, manpower development and rural development.

INFRAPLAN Training Consultants has developed Training Programs for UNCHS, UNDRO, UNICEF and SIDA in the field of Low Income Housing, Community Participation and Disaster Management. The training modules have been tested in Tanzania, Egypt, Ethiopia, Indonesia, The Netherlands and Great Britain.

Objectives.

The project is to train project staff and middle level government

planners in the development of basic shelter provisions using low cost technologies and community participation. The project hopes to initiate a continued education program for Egyptian professionals dealing with low income housing, to facilitate the low income housing programs, recently instituted in Greater Cairo and in several other governates.

The program.

The project concerns a pilot program in on-the-spot training. A follow up program with emphasis on management is being prepared in collaboration with RVB, Delft for submission to the International Education program of the Ministry of Foreign Affairs.

The present project concerns one pilot course and is scheduled for early 1989 in Cairo:

- ✓ 1. Community Participation in Sanitation / 2 weeks/ 25 participants.

The course will be held at CPAS in Cairo - Heliopolis and the majority of the participants will be selected from the Cairo governate. The course will use the INFRAPLAN UNCHS training module, supplemented by World Bank and CPAS training material with local case studies. The program is given in workshop form to maximise information exchange and to analyse local experiences.

The workshop is the UNCHS training module that Infraplan staff prepared as a UN assignment.

In the workshop the local instructors will be familiarised with the training material and the participatory teaching methods, to develop the local training capacity. One sociologist and one sanitary engineer, both CPAS lecturers will participate and they intend to use the training module in the future independently. Possibilities for their further training are explored with IHE and RVB International Education programs in Delft.

Evaluation and institutional development.

The course will be monitored carefully: an faculty member of a local university will be asked to evaluate the program. The course impact, the participants performance and the participants assesment of the workshops will be recorded and analysed in a project report. The evaluation will even address the training needs in this areas and manpower development options.

The project also wishes to broaden CPAS's capacity in training government and NGO project staff. Counterpart training and a strengthening of CPAS's operational conditions is therefore included in the program.

Background

The workshop is a first step in the planned training co-operation between CPAS, Infraplan and RVB of Delft in the area of regional planning and rural development, which emphasises the development and management of basic settlement facilities and resource development. The workshop and the proposed program are in direct response to collaboration requests from Egyptian governates in manpower development.

The workshop is intended to introduce participatory development planning for sanitation facilities for local governments and NGO staff directly involved in settlement planning. The workshop will also introduce the subject to Egyptian teaching staff and prepare them in using the material for local training schemes.

The course venue will be the CPAS training centre in Cairo.

The course material has been developed by INFRAPLAN as UN CHS training material and will be complemented with local case studies. These will be executed jointly by Infraplan and counterpart staff prior to the workshop. The course will be taught in English and the English base material will be translated into Arabic. Infraplan will assist the CPAS library in procuring reference material in the subject.

The course participants will be chosen from four governates and several NGO's in the field of community development. The selection of participants will give women priority.

The CPAS course co-ordinator is Prof Dr Hazim Ibrahim, while as counterparts lecturers engineer Khalaf Abdalla for sanitary engineering and Dr Latifa Al Zaiat for sociological aspects will participate in the workshop.

A course evaluation group will report on the workshop with the intention to produce guidelines for the proposed following program.



Community Participation in Sanitation
two weeks - 25 participants - Cairo fl. 54.000:-

CPAS fees	fl 7.400:-
Infraplan fees	fl 18.400:-
Instruct. mat. freight	fl 3.200:-
Equipment	fl 2.600:-
Partic. cost	fl 4.000:-
Local operation. costs	fl 4.000:-
Evaluation & report	fl 3.000:-
Travel - fare & DSA -	fl 7.400:-
Contingencies	fl 4.000:-
total	<hr/> fl. 54.000:-



COMMUNITY PARTICIPATION IN SANITATION.

The problem

Sanitation is the most important and difficult aspect of housing, effecting public health more than anything else. Still the provision of sanitation systems is not the aim, but only a means to improve conditions. The essential element in sanitation is a change in habits which can only come from within, based on the wish of the user to change lifestyle. The importance of sanitation is little understood and not easily accepted as a priority by low income groups. There is a great reluctance to discuss it and low acceptability of proper sanitation systems is a great stumbling block in settlement development. There is also much ignorance among sanitation experts about people's motivation to accept or reject sanitation systems. This module reviews the relationship between community participation and low cost sanitation in human settlements.

Objective

The course reviews community participation factors in low cost sanitation projects in new and existing rural and urban settlements. It prepares project staff to co-operate with the community during all stages of project development.

Target group

The course is offered to community leaders, settlement planners and technicians.

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Center's Entrance

Workshop contents

The course covers the subjects 'technology options', 'generating participation' and the 'management of participation' in planning, finance, construction programs and in use and maintenance. Special attention is given to the factors motivation, affordability, acceptability, appropriateness and management. The case studies review experiences from Tanzania, Vietman, Pakistan, Botswana, Zimbabwe, Ethiopia, Thailand and India forming the basis for groupwork.

Course methodology

The course has the form of a workshop for project professionals and includes lectures, group work, practicals, seven case study reviews, literature studies and field work. A comprehensive reader, and ample reference material are available.

Participation.

The two week course is offered to community leaders and project staff in sanitation programs. It focusses essentially on the non technical aspects of sanitation as a guide for achieving full community involvement in project development. The course enables engineers and other project staff to understand social dimensions of change in a very sensitive area. The number of participants for the workshop is limited to twenty five.

Location.

The course can be conducted on project sites or within a regular training institute. A classroom and studio space for groupwork are used throughout the course period. The location should allow study visits to nearby low income housing areas.

Materials.

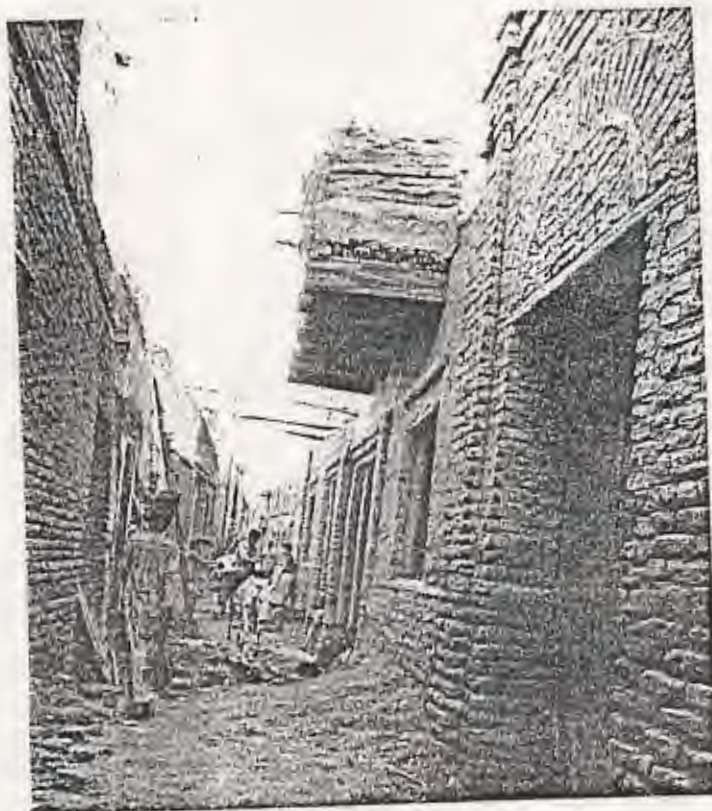
Slide projector, blackboard, writing materials for all participants, drawing equipment, materials for model making and basic construction tools. The participants will receive a course manual on community participation in low cost sanitation and will have access to background literature. Local transport for a one day field trip is required.

Staffing and administration

The workshop will be conducted by a senior INFRAPLAN lecturer in conjunction with a local instructor. A course secretary and a part time course administrator are needed for a period of one week before and after the course.

Conditions

One month fee - lecturer and travel costs.
One man month each for local instructor and secretary.
Two manweeks for administrator.



COURSE PAPER

I	BACKGROUND
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V	PARTICIPATION IN FINANCE
VI	PARTICIPATION IN CONSTRUCTION
VII	PARTICIPATION IN USE AND MAINTENANCE
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PART I - INTRODUCTION



INTRODUCTION

Slum upgrading, an integrated approach

As found in the majority of situations we start with a brief statement of the advantages of upgrading.

- It preserves existing economic systems and opportunities for the urban poor.
- It preserves a low-cost housing system, usually at advantageous locations.
- It preserves a community.
- The alternative to upgrading is relocation: this is socially disruptive, and leads to a less favourable location, higher transport costs and less opportunities.
- Social and economic survival of communities depends on organization and neighbourhood relationships; relocation destroys this social fabric.
- Security of tenure, access to credit and participation are central elements in upgrading activities.

Founded on the belief that slum and squatter settlements have an inherent potential for improvement, supportive policies seek the inclusion of slum and squatter areas in the national development process and, ultimately, the social and economic integration of the residents into the surrounding area. Supportive policies are designed to improve conditions in existing slum and squatter settlements. In upgrading projects, governments provide basic infrastructure which can be geared to the needs of the existing settlements rather than to the standards of conventional physical planning.

Objectives in upgrading

The most important set of objectives are:

- affordability for the urban poor;
- self-financing and cost recovery;
- gradual improvement of housing on the basis of realistic standards & low overall costs;
- an integrated approach: the systematic delivery of physical and social infrastructure;
- impacts should be extensive in terms of coverage and reach.

Constraints

Ad hoc activities are still the subject of criticism against upgrading: the squandering of limited resources in small-scale action that does not have an impact on managing urban development. It follows logically, it demands the integration of upgrading policies in comprehensive urban and national development plans.

Upgrading as part of an urban development policy is not only a matter of policy formulation. It also requires a coordinated effort of the planning and implementation process in order to strengthen the institutional ability to carry out an integrated urban development plan. Institutional constraints have, in a number of cases, contributed considerably to diluting the efforts of single agencies to find solutions to sectoral problems of slum and squatter settlements.

Apart from the physical considerations, there are other important conditions which will affect the choice and feasibility of improvements. These are a.o.: income-generating & housing, land-tenure, urban agriculture, participation, institutional building and cost-recovery.

TRAINING

Low Income Housing is an element in National Housing Policies, that is not restricted to the conventional actors in Housing, Planning and Building: such as the architects, planners, engineers, contractors and housing authorities. Low Income Housing involves the community members actively as actors in the development and maintenance of habitat and not only as dwellers.

Low Income Housing is in fact not a product, but a process. The participation of community members is not restricted to the supply of unpaid labour, but includes a variety of roles that changes the housing development process.

As a result there is a need for very active communications between the various actors in the process to adjust their respective roles to each other. The project needs to communicate very much with the community, but the project staff much also learn that their role in this process differs from in conventional housing.

Settlement Upgrading (SU) and Sites and Service Schemes (SS) have in recent years been implemented in most countries and it has been found that considerable training components for local government staff, planners, technicians and community members are of critical importance for the success of the projects. Training, has in view of its importance, to be organised as an individual component of the project. It has proved to be very difficult to combine teaching tasks with project implementation responsibilities. The following outlines such training program.



المشاركين في الزيارات الرسمية الميدانية

Participants in Field Visits



Distribution of Certificates

PARTICIPATION

General

In the context of slum upgrading, community participation can be defined as the voluntary and democratic involvement of beneficiaries in contributing to the execution of the project, in sharing the benefits derived therefrom and in making decisions with respect to setting goals, formulating the project and preparing and implementing the plans.

In general it can be stated, that - like the professionals are 'experts' on the overall city level decisions- the communities may safely be considered as the real 'experts' on house- and street level.

Advantages

Community participation provides three major advantages.

First it ensures optimal utilization of the knowledge and opinions of the residents. Second, the authorities and the community share the responsibility for the decision taken. The community can accept this responsibility by providing an alternative plot to removed households, by raising funds to compensate them, by assisting them in the reconstruction of their houses, etc. Third, it assures the satisfaction of the residents with the plans and facilitates implementation.

Besides, community participation can be very helpful to improve cost recovery. For it might be not just inability to pay which leads to defaults in payments, but more often it is caused by a combination of factors including:

- lack of understanding of the project;
- the feeling that large elements or even the whole project will only bring benefits to others;
- delays in the implementation of the project;
- the general attitude to payment of charges.

It community participation has been an element of the project from the beginning, most of these problems can be avoided.

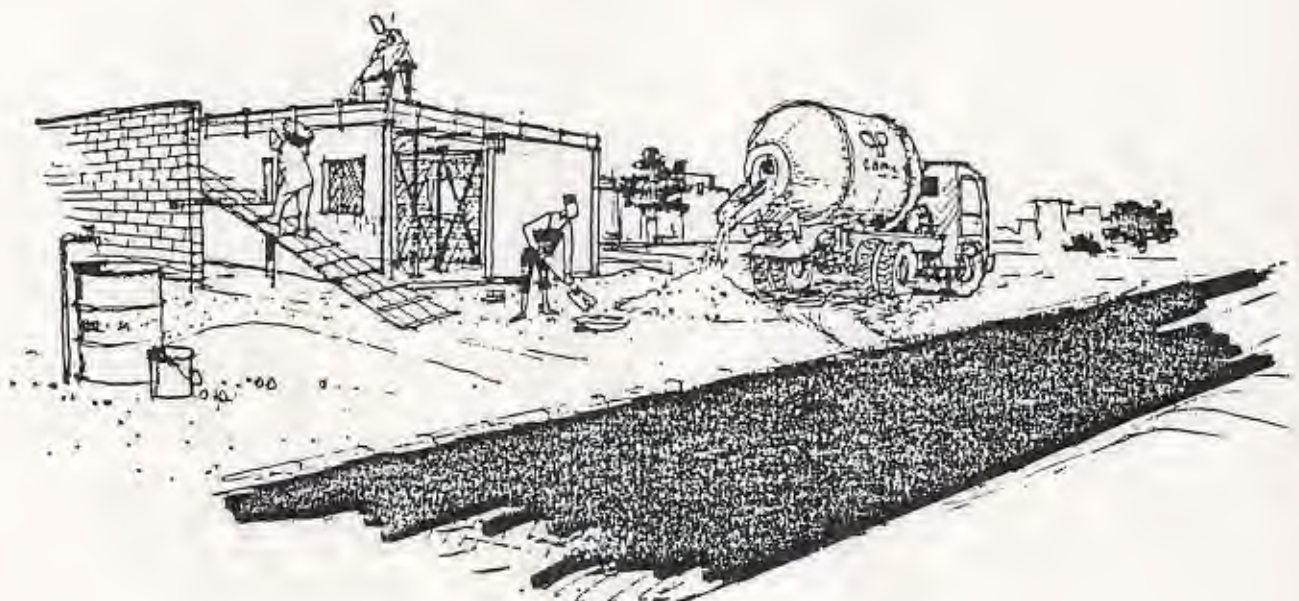
Considerations

The following considerations have to be taken into account:

- A community is not a uniform mass of people, but a heterogeneous collection of individuals and groups among whom multiple social ties have developed.
- The distinctive community groups have different, often opposing, interests.
- Those different groups may not have equal chances to participate in decision making, which may lead to lack of participation of many residents.

Therefore two types of communication and distribution of information tools and techniques need to be developed: tools and techniques to facilitate and improve communication between planners and the community; and for improving communication between the powerful and the less powerful taking into account the often opposing interests of these groups.

PART II
PHYSICAL IMPROVEMENTS



Physical improvements - General

The integrated approach

Low-income settlements typically lack adequate physical infrastructure and services, and these deficiencies seriously affect the quality of life of the residents. Improving a single component of infrastructure will not support the level of community development which could be achieved if a combination of components were to be upgraded at a cost affordable by the community concerned.

The provision of water supply in settlements for instance, if not accompanied by adequate sewage disposal and waste-water systems, leaves stagnant pools of domestic waste in backyards and drainage courses. These are the places where mosquitos breed and children play. Rotting domestic waste and other garbage, together with scavenger dogs, rodents and flies are other common features of slums and squatter settlements.

Agencies involved

Agencies or institutions concerned with water supply, sanitation and solid waste disposal in low-income settlements include external support agencies, national agencies and non-governmental organizations. In each of these groups, there is a proliferation of agencies, and, in many instances, they tend to duplicate efforts both in the emphasis and the location of their activities. This inevitably leads to the inefficient utilization of the scarce resources available for this sector.

Community participation

The experience in many countries of the failure of infrastructure projects indicates that there is a need to involve the target community at all stages of a project, from conception, through planning and design to implementation and operation. Planning from the community upwards is a practical means of improving a project's chances of success, and therefore of making best use of resources. Public participation can also serve as an input to project financing, usually in the form of labour. The development of community skills to create an informal-sector manufacturing capability for the production of essential components at low cost has in some cases led to the creation of self-reliance. For this approach to be successful, strict quality standards for materials and components have to be relaxed.

Community participation is not easily incorporated in infrastructure projects at the implementation stage, but will sometimes allow savings in construction costs. Occasionally, it will be possible to develop informal-sector industrial activity in the recipient community, by providing training for and financing the production of low-cost components for an infrastructure project. This will lead to community development and be a long-term benefit of investment in infrastructure. Increasingly, the operation and maintenance of infrastructure systems by the community are expected, and this not only results in a reduction of recurrent costs but promotes acceptability of the service by the community.

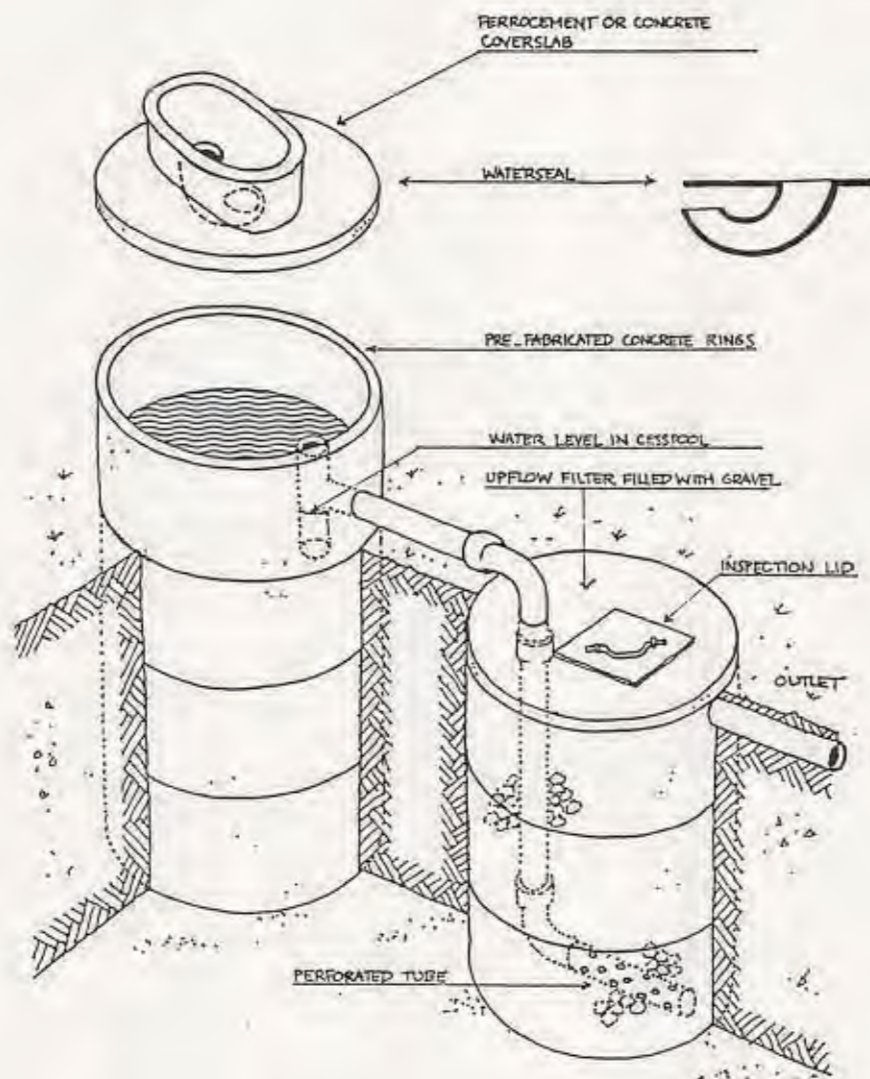
The active participation of women in the development and operation of water and sanitation systems has often been neglected. Since women are chiefly responsible for activities related to water collection, use, and disposal, and for the handling of domestic wastes, they are a vital link in the water-sanitation-waste-health chain. Drinking-water supply, sanitation, and waste-disposal programme design could benefit from components introduced to promote the participation of women in achieving the maximum benefits in the provision of these services.

Criteria for infrastructure projects

- Promote rehabilitation of existing services to obtain immediate benefit.
- Promote self-financing measures that extend to low-income groups.
- Devise investment plans consistent with actual population to be served, coupled with currently available financial resources and manpower.
- Provide basic services that can be upgraded as they are affordable rather than high-level services in discrete areas.
- Use technology appropriate to the financial and technical capabilities of the user.
- Increase emphasis on sanitation and drainage aspects of a co-ordinated programme.
- Operate closely with related sector work such as drainage, solid-waste disposal, health, education and building codes.
- Maximize user involvement in planning, implementing, operating and maintaining services.
- Develop and strengthen institutions administering water supply and sanitation at the national and local levels.
- The infrastructure design is to follow the principle of high quality facilities in the limited main grid and low cost constructions in the finer grid elements. This approach assumes community participation in the maintenance of the basic facilities and municipal servicing of the main system.

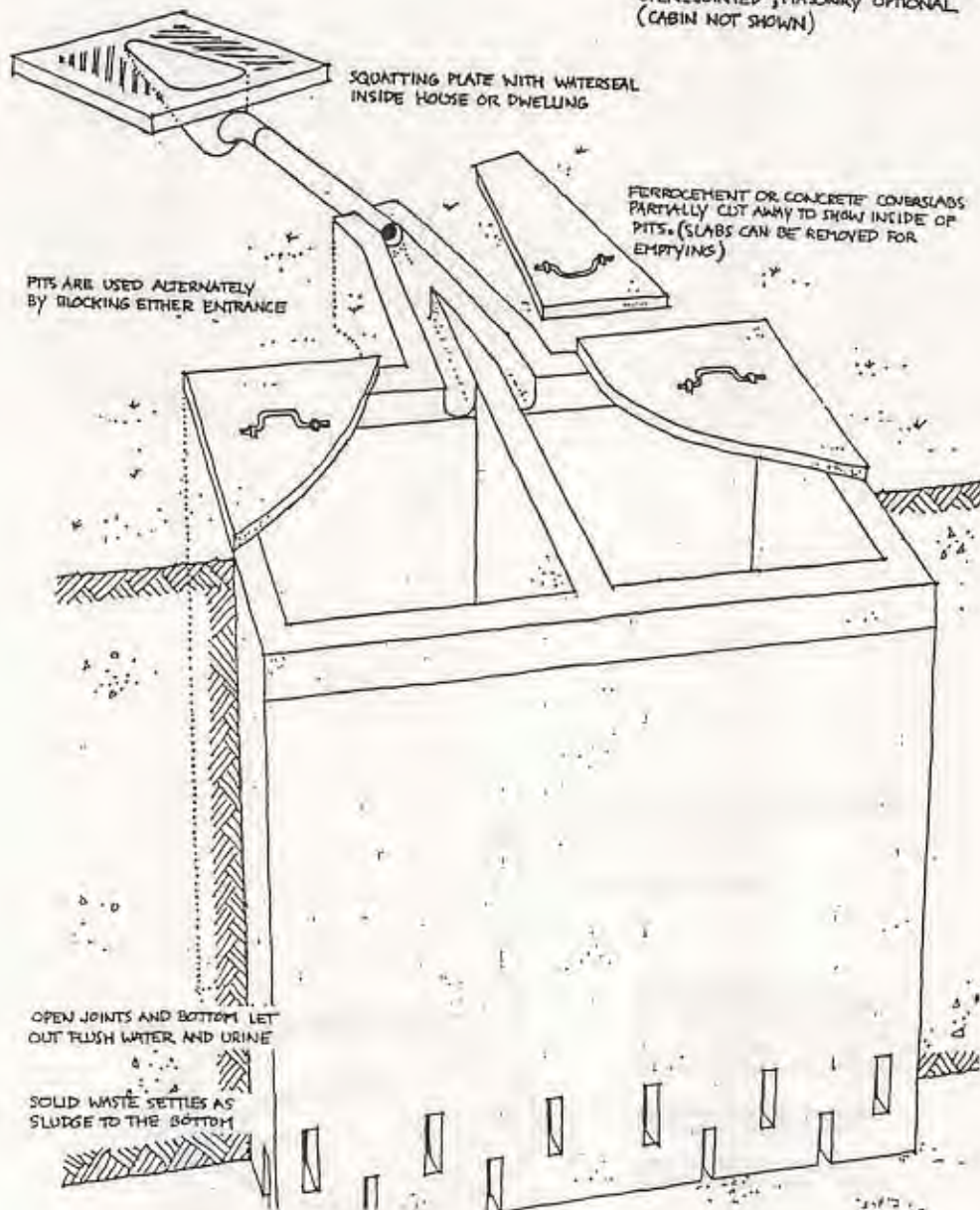


CESSPOOL
WITH UPFLOW FILTER
(CABIN NOT SHOWN)



POUR-FLUSH LATRINE

OPEN JOINTED, MASONRY OPTIONAL
(CABIN NOT SHOWN)



VIETNAMESE TOILET
(CABIN NOT SHOWN)

