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CITYNET

Regional Network of Local Authorities for
the Management of Human Settlements

Cities, Poverty and Environment

Report and Proceedings of the Regional Workshop on Cities, Poverty and Environment

30 July – 2 August 2001, Hanoi, Vietnam

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PREFACE

The 'Regional Workshop on Cities, Poverty and Environment' was jointly organised and sponsored by CITYNET, the Asia Urbs Programme of the European Commission, and the Hanoi People's Committee.

CITYNET, the Regional Network of Local Authorities for the Management of Human Settlements, is continually promoting local dialogue and partnership, and the exchange of expertise and experience in urban issues in the Asia and Pacific region. It focuses on four areas: urban poverty alleviation, local environmental and health issues, municipal financial management, and the management of infrastructure and services, all of which are addressed using the criteria of good governance. This workshop was CITYNET's first attempt at addressing two of its focus areas at the same time. Being acutely aware that issues are interlinked, CITYNET took the leap to create a dynamic linkage of urban poverty alleviation and the environment. With this in mind, concrete solutions in terms of policy formulation, technologies, regulatory frameworks, and programme design were discussed at the workshop.

At the same time, the Asia Urbs Programme of the European Commission, which is reaching its fourth operational year, was finding similar issues in nearly 50 projects it was then co-funding in Asia. It was timely to bring together those working towards poverty alleviation, especially those working at reducing waste and pollution, and to encourage a sharing of real issues and practical solutions.

While CITYNET focuses on South-South co-operation mostly among cities in Asia and the Pacific region, Asia Urbs specialises in decentralised co-operation. The partnership between the two initiatives has helped to stimulate debate and discussion in issues relating to urban poverty alleviation and the environment and at the same time encourage co-operation among cities.

The workshop was held in Hanoi, Vietnam, 30 July – 2 August 2001, and hosted by Hanoi People's Committee. The choice of venue was significant in that Hanoi is the capital and the political, economic, and cultural centre of Vietnam. Hanoi plays an important role in the country's economy, with rapid industrialization and modernization heavily influencing its development plans since 1986. Asia Urbs has its largest number of partners and projects in Vietnam, three of which are in Hanoi itself.

During the workshop, participants agreed that poverty, a multi-dimensional issue, requires an integrated approach and co-ordination at many levels. Poverty reduction and environmental protection are indivisible and addressing them together is imperative for sustainable development. The workshop highlighted the importance of city-to-city co-operation by drawing on experiences from the Asia Urbs projects and CITYNET initiatives. Participants recommended that more women, particularly at local level, should be involved in planning and implementation to help improve the situation.

We hope that the exchange of knowledge, experiences and practices from the workshop, and presented in these proceedings will be invaluable for local governments, NGOs and the private sector in their effort to address issues of urban living standards and the environment.

CITYNET

Regional Network of Local Authorities for the Management of Human Settlements

ACKNOWLEDGEMENTS

On behalf of CITYNET members, we would like to express our appreciation for the Asia Urbs Programme of the European Commission, which jointly sponsored and organised the Regional Workshop on Cities, Poverty and Environment, held from 30 July to 2 August 2001 in Hanoi, Vietnam. We would specifically like to acknowledge Mr. Paolo Navone, the then Director of the Asia Urbs Secretariat, and Vincent Rotgé, the then Projects Manager*, for their support. Due to their dedication and co-operation, we were able to implement this first joint activity between CITYNET and the Asia Urbs Programme.

We would also like to express our gratitude to the Hanoi People's Committee for hosting the workshop. The warm hospitality of the Hanoi people led to an enjoyable stay for the participants. We would like to thank Dr. Hoang Van Nghien, Chairman of Hanoi People's Committee, Dr. Nguyen Quoc Trieu, Vice Chairman and Dr. Nguyen Quang Thu, Director of Hanoi Department of Foreign Affairs. Their commitment and support helped make the workshop a successful event, which was widely covered by local and national media.

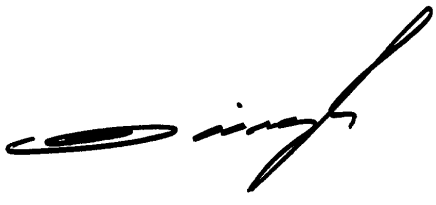
Appreciation is also extended to Madame Nguyen Thi Binh, the Vice-President of the Socialist Republic of Vietnam, for inaugurating the workshop and for expressing her commitment to improving city-to-city co-operation within and outside Vietnam.

A special note of thanks goes to Dr. Hari Baral for assisting in the design and facilitation of the workshop, and the staff of Asia Urbs Secretariat and CITYNET Secretariat for organising the workshop and getting the report out to people across the region who want to implement good practice in their cities.

Lastly, the workshop was a success largely due to the contribution of CITYNET members and partners, Asia Urbs Project representatives, speakers and participants who generously shared experiences and expertise at the workshop.

We sincerely hope that this publication will prove useful to local governments and others in their work of hastening poverty reduction and increasing environmental protection in Asian cities.

With best regards,



Dato' Lakhbir Singh Chahl
Secretary General
CITYNET
March 2002

* Currently Asia Urbs Programme Co-ordinator in the European Commission.

ACRONYMS AND ABBREVIATIONS

ACEC	American Consulting Engineers' Council
ACHR	Asian Coalition for Housing Rights
ACSPPA	Ateneo de Manila University Centre for Social Policy and Public Affairs
ADB	Asian Development Bank
AIILSG	All India Institute of Local Self Government
AUP	Asia Urbs Programme
AVEC	Agence pour le Vietnam d'Études Économiques et de Conseils
BMA	Bangkok Metropolitan Administration
CBD	Central Business District
CBO	Community-Based Organisation
CDC	Community Development Council, Colombo, Sri Lanka
CDD	Community Development Department, Bangkok, Thailand
CDEC	Community Development and Environment Committee, Butwal, Nepal
CDS	City Development Strategy
CDS	Community Development Society, India
CEDC	Community Education Development Centre
CIDA	Canadian International Development Agency
CMC	Colombo Municipal Council
COPE	Community Organisation of the Philippines Enterprise, Philippines
CSR	Centre for Scientific Research
DCMF	District Community Management Forum, Colombo, Sri Lanka
DENR	Department of Environment and Natural Resources, Philippines
DFID	Department for International Development, UK
DOSTE	Department of Science, Technology & Environment, HCMC, Vietnam
DWCUA	Development of Women and Children in the Urban Areas, India
EC	European Commission
EIUS	Environmental Improvement of Urban Slums, India
ENDA	Environmental Development Action in the Third World, Vietnam
ESIAS	Employees Suggestion and Incentives and Awards System (now PRAISE)
FORE	Foundation for Organisational Research and Education, India
GIS	Geographic Information Systems
GSIS	Government Service Insurance System, Philippines
GTZ	German Agency for Technical Cooperation
GVC	Groupe Voluntariat Cinie
HCMC	Ho Chi Minh City, Vietnam
HDF	Housing Development Foundation, respectively in India and Philippines
HRM	Human Resources Management
ICS	Instituo oer la Cooperazione allo Sviluppo, Italy
ILM	Integrated Livelihood Masterplan, Naga City, Philippines
IMC	Implementation Management Committee, Butwal, Nepal
IPEC	Instituto Portuario de Estudios y Cooperación de la Comunidad Valenciana
ISOCARP	International Society of City and Regional Planners
IUCN	International Union for Conservation of Nature and Natural Resources
JICA	Japan International Cooperation Agency
LBC	Luton Borough Council, UK

NGO	Non-Governmental Organisation
NHA	National Housing Authority, Thailand
NHC	Neighbourhood Committees, India
NHG	Neighbourhood Group, India
NHMFC	National Home Mortgage Finance Corporation, Philippines
NRY	Nehru Rojgar Yojana, India
NSDP	National Slum Development Programme, India
ODA	Official Development Assistance
OPEC	Organisation of Petroleum Exporting Countries
PDC	Partnership Development Committee, Butwal, Nepal
PEI	Poverty and Environment Initiative
PIP	Productivity Improvement Program, Naga City, Philippines
PMC	Peshawar Municipal Corporation
PMDP	Participatory Municipal Development Planning, Butwal, Nepal
PMIUPEP	Prime Minister's Urban Poverty Eradication Programme, India
PNR	Philippines Railway Company
PPP	Public Private Partnership
RCV	Resident Community Volunteers, India
ROTEB	Municipality of Rotterdam International Relations, Netherlands
RUPP	Rural Urban Partnerships Programme
SCP	Sustainable Cities Programme
SJRSRY	Swarna Jayanti Shahari Rojgar Yojana, India
SWEEP	Solid Waste Management Ecological Enhancement Programme, Philippines
SWM	Solid Waste Management
TLO	Tole Lane Organisation, Nepal
UBS	Urban Basic Services, India
UBSP	Urban Basic Services for the Poor, India
UCDO	Urban Community Development Office, Thailand
UCDP	Urban Community Development Programme
UMP	Urban Management Programme
UNACLA	Advisory Council of Local Authorities to the UN-Habitat
UN-Habitat	United Nations-Habitat
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UPAO	Urban Poor Affairs Office, Philippines
USAEP	United States – Asia Environmental Partnership
USEP	Urban Self-Employment Programmes, India
UWEP	Urban Wage Employment Programme, India
VUPDA	Vietnam Urban Planning and Development Association
WHO	World Health Organisation

SUMMARY

The poor in many cities of the Asia-Pacific Region live in squalor. Their homes are poorly served by municipal services –- water, power, waste disposal, health, transport –- if at all. Yet they contribute significantly to the local economy, with many more affluent citizens and businesses relying on their activities.

Unsupported, poor city dwellers frequently contribute inadvertently to general environmental degradation, polluting water sources and often becoming vectors of illness and disease. The message is simple – integrate the poor into urban social infrastructure and expand the city planning process to take full account of their needs – and the population, as a whole will benefit.

The 'Regional Workshop on Cities, Poverty and Environment' was held in Hanoi for mayors, local government officials and representatives from civil society actively involved in urban management in selected Asian cities, to identify and discuss these links between poverty and the condition of the urban environment. It sought to highlight effective answers to poverty and environmental degradation from real-life situations in Asian cities. There is no single answer. Solutions must recognize the complex inter-relationships, for example, between waste disposal, health, municipal training, and urban planning, and how addressing them together can significantly help to improve the situation of both the poor and the urban environment.

Case studies from projects co-funded by the European Commission through the Asia Urbs Programme, and other initiatives drawn from the pool of CITYNET members, provided material for discussion and were examined in the light of their successful practical approaches. Selected papers are included in these proceedings, as are summaries of the discussions that followed.

The enormity of many problems should not overshadow the real solutions that exist and are being implemented. This workshop highlighted the effectiveness of smaller scale projects, the usefulness of cities working together sharing ideas, experiences and skills, the importance of involving local inhabitants in determining their future, and in addressing the problems of poverty and the urban environment in an integrated and therefore more sustainable way.

CITYNET is the Regional Network of Local Authorities for the Management of Human Settlements and has been actively promoting decentralised co-operation, with some success, in the Asia-Pacific region over several years. **The Asia Urbs Programme** is a funding mechanism of the European Union to support urban projects in Asia through thorough decentralised cooperation or city-to-city cooperation. Projects aim to strengthen the capacity of local governments to ultimately deal with poverty alleviation, and use an international partnership of EU and Asian local governments to undertake the work.

Section I: INTRODUCTION

BACKGROUND

Urban centres and the peripheries of large cities in the Asia-Pacific region are going through rapid physical and social transformations. There is an increasing gap between the availability of basic services for acceptable living conditions and the price to be paid for access to those services by the urban poor. Although the resulting situation varies, depending upon specific local conditions, the fact remains that the urban poor are more and more concentrated in rundown environments, which are often excluded from the supply of basic urban services.

Today, only a limited part of the urban population in developing countries has access to basic urban services and amenities. This state of exclusion also has a high 'shadow cost' to society. Every year, national economies must make investments to combat the resulting consequences: health hazards, social delinquency, widespread prostitution, the abuse and exploitation of children, flooding and environmental degradation, but their actions have little real sustained result. There is no shortage of ideas for fighting inequalities, but there is a gap between ideas and action, between operational mechanisms and the investments necessary, between sentiments of social solidarity and the considerable indifference that also remains.

To meet this challenge and in the context of today's interdependent society which demands improved access to global resources, solidarity of action between North and South and between South and South has never before been so crucially needed. The Asia Urbs Programme can help to build such a bridge between the cities of Asia and Europe, while CITYNET supports co-operation among developing cities, or South-South co-operation. In partnership with organisations like CITYNET, it can provide the necessary platform to develop new ideas to meet this challenge. It will also help to develop the possibility of triangular partnerships between the cities of North and South, South and South, and South and North. Indeed, the cities of the North can also benefit from the successful experiences and social solidarity of the South in tackling poverty and exclusion.

AIMS OF THE WORSHOP

Through focusing on concrete cases supported by Asia Urbs and case studies from CITYNET members, the aim of this workshop was threefold:

1. Looking into the relationship between poverty, employment, shelter and environmental preservation and/or degradation.
2. Measuring the 'shadow cost' emerging, both quantitatively and qualitatively, from the lack of adequate vital services and basic infrastructure, and/or the lack of policy reforms and regulatory frameworks which address the needs of the poor.
3. Investigating how city-to-city co-operation with the involvement of civic societies/NGOs and the private sector can help to reduce this 'shadow cost' by meeting the vital needs of the poor and improving living conditions, developing better urban environments, and building up other capital assets for local communities. In its investigation, the workshop focussed on the exchange of successful experiences and practices, and the transfer of sustainable technologies, which aimed for balanced urban development through appropriate planning policies, regulatory frameworks and sound management.

METHODOLOGY

The workshop focused on four topics:

- Waste management – a crucial issue, particularly in the living areas of the urban poor. It is often neglected because the poor are not able to pay for adequate collection services, although many urban poor families are dependent on recycling of urban wastes for their livelihood. Adequate solutions for recycling through efficient waste management under secure sanitary conditions and the creation of more local jobs were addressed.
- Water management – Access to safe water at affordable price is a basic development need for the urban dwellers, but one that is frequently unfulfilled for the poor.
- Health – The relationship between health, water, sanitation and environment is an integrated issue. Frequently, living areas of the urban poor are in unhealthy locations with squalid conditions, little access to safe water, sanitary facilities and clean natural resources. This situation contributes not only to the degradation of local ecosystems but is one of the major causes for high infant mortality. For their livelihood, people often handle harmful materials with serious health consequences (recycling of dangerous materials, etc.).
- Pollution/degradation of natural resources and the urban environment – In many cases, the urban poor are the most affected by the pollution of natural resources and/or the degradation/underdevelopment of their living area and the local infrastructure.

Participants formed four corresponding working groups, which explored the use of policy instruments and other means of implementation. They also examined the impacts and the sustainability of initiatives, and discussed case studies presented by resource persons and participants. Reports from the working groups were combined to develop a set of ***recommendations*** based on a concrete ***plan of action*** to be implemented at local and city levels.

ASIA URBS AND CITYNET INVOLVEMENT IN POVERTY ALLEVIATION AND ENVIRONMENTAL CONSERVATION

The involvement of CITYNET and the Asia Urbs Programme in poverty alleviation and environmental preservation is summarised here to show why the workshop took place and to underline the importance that both sponsors place on such issues.

ASIA URBS INVOLVEMENT

The European Commission launched the Asia Urbs Programme in 1998. As of early 2002, the number of co-funded projects was 45, involving 153 local government partners. 5 additional proposals were approved in May 2002. Asia Urbs awards grants of up to 65% of the total project cost, the rest being co-funded by partners from local government or civil society.

Table 1 (overpage) shows Asia Urbs co-funded projects and their locations. The 27 current projects related to the theme of this workshop are listed in Annex I.

For more information about the Asia Urbs Programme, please see Annex I or you can visit its website at:
http://europa.eu.int/comm/europeaid/projects/asia-urbs/index_en.htm.

Table 1. Asia Urbs co-funded projects

European Countries	Origin of city partners (no. of partners from each country)
Austria	3
Belgium	7
Denmark	6
Finland	0
France	17
Germany	9
Greece	2
Ireland	4
Italy	19
Luxembourg	0
Netherlands	5
Portugal	3
Spain	10
Sweden	2
United Kingdom	15

Asian Countries	Location of projects (no. in each country)	Origin of city partners (no. of partners from each country)
Bangladesh	1	1
Bhutan	0	0
Brunei Darussalam	0	0
Cambodia	4	5
India	10	10
Indonesia	1	1
Lao PDR	3	3
Malaysia	0	0
Maldives	0	0
Nepal	2	3
Pakistan	4	4
Philippines	3	4
Singapore	0	0
Sri Lanka	2	2
Thailand	5	8
Vietnam	10	10

CITYNET INVOLVEMENT

CITYNET has, since its establishment in 1987, prioritised poverty and the environment in its programmes. As a member-driven organisation, CITYNET has helped members tackle pressing issues related to poverty and the environment. These include solid waste management (disposal, collection and recycling), wastewater management and sanitation, water supply, and air pollution caused by low quality public transportation systems, as well as slum upgrading. These are all addressed using criteria of good governance. Through the Network, members and partners are able to share their successful (and unsuccessful) experiences through effective city-to-city cooperation.

The Workshop on Poverty and the Environment is CITYNET's first attempt to assist members to study the linkages between these two issues and use city-to-city cooperation as a tool for spreading good practice. In addition, CITYNET has launched a new environmental web portal that encourages partnerships with the private sector for the joint provision of environmental services and solutions.

For more information about CITYNET, please see Annex II, or you can visit http://www.citynet-ap.org/ or http://www.smart-cities.net on CITYNET initiatives on online environmental partnerships and co-operation.

Section II: **WORKSHOP SESSIONS**

MESSAGES

In his address, the Chairman of the Hanoi People's Committee, Dr. Hoang Van Nghien, welcomed all participants to the workshop. He noted that many cities in the Asia Pacific region have been witness to environmental degradation, a frequent side-effect of rapid urban development. He emphasised the need for joint efforts among members of CITYNET and partners of the Asia Urbs Programme to formulate and implement comprehensive and effective solutions to many challenging urban problems. As a founding member of CITYNET, the City of Hanoi would continue to play an active role in the Network, and he concluded by thanking the Asia Urbs Programme and CITYNET for organising the workshop.

Dato' Lakhbir Singh Chahl, Secretary General of CITYNET, welcomed all participants (see Annex III for List of Participants) and thanked Her Excellency, Madam Nguyen Thi Binh, Vice-President of the Socialist Republic of Vietnam, Dr. Hoang Van Nghien, the Mayor of Hanoi and the Hanoi People's Committee, for their contribution to the workshop. Mr. Chahl provided an overview of Asian cities adversely affected by urban poverty, environmental degradation and poor urban management. He touched on the relevance of the workshop and its expected outcomes.

Mr. Paolo Navone, Director of the Asia Urbs Secretariat, highlighted the role of the Asia Urbs Programme in Asian-European co-operation and exchange. Mr. Navone expressed the Programme's commitment to poverty alleviation and other urban issues, and described opportunities for local governments to share their ideas and experiences in alleviating poverty and reversing environmental degradation.

Madame Nguyen Thi Binh, Vice President, Socialist Republic of Vietnam, expressed Vietnam's honour, especially that of the people of Hanoi and Hanoi People's Committee, at hosting the workshop. She affirmed the necessity of active and timely measures to reverse the adverse effects of urbanisation, which Hanoi and many neighbouring cities and countries are experiencing. She spoke of the importance of solutions to urgent urban challenges and expressed her belief that in-depth discussion at the workshop would be a useful step towards formulating effective international co-operation projects at national level and city levels.

WORKING SESSIONS

The workshop was divided into five sessions:

- ***Session I*** Waste Management
- ***Session II*** Water Management
- Session III Health
- ***Session IV*** Pollution

A further session drew on case studies to discuss cross-sectoral issues; and the benefits or difficulties of North-South and decentralised co-operation:

-

- ***Session V*** Working Group Discussions: Poverty and Environment, Promoting North-South and South-South Co-operation

SESSION I: WASTE MANAGEMENT

Five papers presented at this session were from local authorities and NGOs in India, Pakistan, the Philippines, Vietnam (Hanoi) and Korea. A general agreement was reached that waste management approaches, polices and instruments should be adapted to the specific conditions, including the local workforce, human activities, and the composition of waste materials. A successful waste management system required the involvement and co-operation of entire communities, with particular attention to poverty alleviation.

Waste materials should be segregated at source to improve the efficiency of subsequent treatments and to lower any ill-effects for waste handlers who could be exposed to toxic or hazardous waste. Waste collection, recycling and treatment is a potential and important source of income for the urban poor, but should be properly developed to provide healthier working conditions. There should be professional training for those managing waste collection and recycling and this should be part of capacity-building policy within local governments.

In the case of Chennai (India), participants learned that privatisation is not necessarily a universal solution to waste management in developing countries, as many private companies are subsidiaries of larger corporations with little local interest or with difficulty in recognising local needs. This can ultimately harm the environment and local jobs when inappropriate waste systems are imposed without local consultation. Waste management should be understood as a two-way process requiring equal attention at the upstream level of waste production and the downstream level of treatment. In addition, public education and awareness-building, particularly at home and in schools, are much needed to reduce environmental degradation.

SESSION II: WATER MANAGEMENT

Five papers presented at this session were from local authorities and NGOs from Cambodia (Kampong Thom and Boeng Salang), Thailand (Ban Bung and Sena), and one paper considered the link between water and health.

Following the presentation from Thailand, there was general agreement that appropriate decision-making tools such as GIS (Geographic Information Systems) are urgently needed. The case-study showed digital modelling for flood prevention in small and medium-sized towns, that could also help towards decentralising policy and development decisions for important issues like appropriate land use, environmental measures and early warning systems. From presentations from Auroville (India) and Jakarta (Indonesia), it was clear that small-scale decentralised water treatment installations adapted to specific local conditions can provide innovative approaches to lowering the cost of treatment and better suited to their environment. In Kampong Thom (Cambodia), where there is insufficient potable water supply, a decentralised water infrastructure with relatively low investment (deep tube wells, small capacity autonomous water purification systems, upgrading existing water infrastructure, etc.) was found to be useful before launching into high-investment solutions. Training staff in water management was considered imperative.

Specific conclusions from this session included the importance of mapping out flood risk zones and other possible undesirable adverse consequences for water and environmental

quality before launching any land use or infrastructure development proposal. A participatory approach involving local people should really be undertaken before embarking on any water and flood management project. The local population is the first to be affected, and society has to pay huge 'shadow' costs in poor health, high infant mortality and disease when those on low income have inadequate access to safe drinking water. Hence, this should be a social right and a primary instrument against poverty, and is an obligation of local and national governments.

Besides careful planning with the involvement of all stakeholders, participants agreed that there should be more awareness on how to use water wisely and economically at government, community and commercial levels. The price of water perhaps should be categorised according to the purpose of use. Privatisation of water management should be instituted with care, ensuring that specific local conditions are taken into account and local people are consulted.

SESSION III: HEALTH

In this session health and the environment were regarded as integrated issues requiring integrated solutions. Environmental degradation was recognised as a consequence of intense urbanisation and increased population density. The provision of clean water was shown to essentially improve general health conditions in cities **(as indicated by Yen Bai),** and should be supported by better health care facilities and waste disposal infrastructure for poor communities. Public health risks and epidemics would be significantly reduced when standards of quality control were implemented by local government health and food safety officers with adequate, up-to-date training and sufficient manpower. This crucial development of health networks and appropriate infrastructure should also be urgently extended to rural areas.

The installation and monitoring of databases were considered prerequisites for improving water quality and health. Community awareness and participation were necessary to assure a good overall health policy and the media could play a positive role in publishing important information on health, the environment, and prudent water usage. Public health could be markedly improved with the basic provision and gradual improvement of facilities (such as hospitals and dispensaries) within the health infrastructure, and an efficient way would be to conduct such improvements through decentralised co-operation.

SESSION IV: POLLUTION

Pollution is a widespread problem and is generally not limited to one municipality or contained by national boundaries –- it should therefore be addressed by local/national/ regional action and international co-operation.

Pollution levels need monitoring, as well as the effect of pollution on health and the economy, to help determine appropriate short and long term prevention and control measures. Publicity and public education are essential if citizens are to know their roles and responsibilities in maintaining and upgrading the quality of their environment. Environmental education should start with the young and close partnership with the media is a potentially powerful element in any strategy to reduce pollution.

It is critical to train local government staff in pollution control. Training should include planning, operation of equipment, and ways to effectively enforce environmental control regulations.

SESSION V: WORKING GROUP DISCUSSIONS

Participants divided into working groups to discuss the main topics of the workshop, with particular emphasis on one of the following three areas:

- Value of co-operation between North and South partners
- Value-added South-South city-to-city co-operation
- Poverty and the environment

Group 1: Value of co-operation between North and South partners

The approach of the Asia Urbs Programme and the experience of projects it has co-funded was pertinent to this session, and in particular, means of decentralised co-operation. The Programme ultimately aims to promote mutual understanding and lasting co-operation between Europe and Asia by bringing together local governments and communities to work on a variety of challenges of urban development. This decentralised co-operation is specifically city-to-city though it may also include state level institutions especially where new or improved standards or regulations are required.

The opportunity to bring out very practical issues led to a lively discussion, the results of which pinpoint some of the everyday issues facing cities working for decentralised international co-operation. These included

(i) Technical issues

Technical challenges of co-operation ranged from variations in the exchange rate, large discrepancies between European and Asian salary rates, incompatibilities in IT infrastructure, and the often poor condition of physical infrastructure in the offices of Asian partners.

(ii) Operational issues

Language barriers impeded the flow of information and increased the time it took to complete certain activities. There was general agreement that the needs of Asian partners should be carefully and continuously assessed and taken into account within their cultural and institutional settings.

Some Asia Urbs pilot projects have been preceded by separate feasibility studies. However, it was felt that more time could be factored into the larger two-year projects to enable a more comprehensive collection of data and background information which is often difficult to gather or poorly maintained in Asia cities. This could lead to a better needs assessment and more finely tuned responses.

Several projects could have also benefited from a more decentralised management structure to avoid the lead partners in the projects – usually European cities – being responsible for final decisions.

Other projects lacked a permanent, on-site, project manager, which led to activities taking lower priority in the day-to-day work of project staff. This also tied in with the need for training in project management –- which in the case of Asia Urbs projects is fundamental to securing funds. There were also problems arising from differing perceptions and standards for ensuring transparent accounting and bookkeeping.

(iii) Cultural issues

With regard to cultural diversity, a strong element in EU-Asian projects, there were found to be differing perceptions of project timeframes, which impeded projects from meeting objectives. Such differences are exacerbated by the physical distance between partner agencies. Planning systems between Asian and European governments may be dramatically different. The European Commission standards and regulations are set to ensure transparency, but may bring operational problems in the field, whilst more informal Asian standards could at times appear somewhat opaque to their project partners.

Different expectations between Asian and European partners proved problematic at times. Both sides should have a role in project objectives along with thorough needs assessment and analysis at the inception of all partnerships. Non-Asian partners sometimes have difficulty ascertaining who really represents the project within the Asian local government. This may be the result of poor inter-agency co-ordination, or competition between agencies to identify themselves with the European partner. The heavy reliance of Asia Urbs projects on project-based assistance allows limited opportunity for wider co-operation between partner cities. Sometimes the problem is exacerbated by the high involvement of foreigners, especially when local communities are not approached or cannot clearly perceive the benefits.

(iv) Prospects

The Asia Urbs model of North-South co-operation is a new one for the European Commission and its approach to 'decentralised' co-operation is filling a niche in several respects. With relatively small grants for well-targeted communities, the funds can reach small towns or city districts, which were previously not reached by large international funding initiatives. The wide range of topics covered by the projects, always with an emphasis on the local community, will probably continue to expand, providing in the process further ideas and experience for other towns and cities to emulate.

This is first and foremost a local government support programme. However, the positive encouragement for NGOs and community organisations to take part gives local populations a greater chance of being involved in directing the shape of their future. By strengthening the capacity of local authorities, the Asia Urbs project model avoids a pattern, which has at times arisen in the past, of excessive reliance on NGOs, which undertook activities that are rightly the responsibility of local authorities, who are often too under-resourced to carry them out. The important role of NGOs should not be underestimated, however, and they are often key actors in bringing together local governments to form project partnerships in the first place. In Asia Urbs there have not been problems to date with NGOs and local authorities competing for control of a project.

One area for caution is funding itself. It is imperative that sufficient pre-project consultation and data collection is carried out. This not only avoids duplicate funding of certain activities but also ensures that assistance from one donor agency does not undermine that of another, by competing for staff or other resources.

Group 2: Value-added South-South city-to-city co-operation

Discussion of the process of South-South co-operation distilled it into three areas: identification of an area's needs, identification of areas for possible co-operation, modes of operation, sharing of experiences and lastly, identifying cities to partner. In addition to municipal governments, national associations of local authorities, training and research

institutes, NGOs, community groups and the private sector could be involved. Training and research institutions were regarded as particularly important to help document a project and its experiences. External experts were thought useful for giving objective assessment and to recommend improvements.

Care should be taken to monitor work, to ensure it really is reaching its objectives and target populations. One form of measuring the success of the co-operation itself was suggested to be when the 'beneficiary' city had successfully implemented a project with the help of a 'resource' city; and again when the beneficiary city itself became a resource city for elsewhere. Learning lessons and replicating projects are important facets of such co-operation. Without documentation of projects and communication between potential, current and future partners, how can learning be shared? Targeting decision-makers – mayors and other local officials – could have the most far-reaching effect. But the information should be well-presented: summarised versions, possibly in the form of videos, were suggested as an effective format. Disseminating information on successful co-operation projects could also take place through regional networks such as CITYNET.

Group 3: Poverty and the environment

The linkages between poverty and the environment were reviewed, together with the hidden costs of not addressing issues of improved health care, as well as cleaning up after environmental disasters.

The causes of urban poverty are rooted in the push away from rural areas suffering from poor infrastructure, lack of employment opportunities during slack periods (between crop rotation or due to natural calamities), scarcity of adequate cultivable land, and the low value of agricultural products in many areas. The pull to urban centres increases, especially for the younger population, when there are no sustainable governmental policies for rural sector development. As the numbers of urban poor swell, so their living conditions degrade, and new arrivals are equally faced with poor access to educational, vocational, social and civic facilities. The paucity of municipal support and irregular, unreliable sources of income of the urban poor (most are dependent on precarious informal work), exacerbates the pressures on the urban environment and creates further risks for the health of rich and poor alike. The poor, however, do have resources (which are often under-valued), for example, earning money by providing low-cost urban services. Problems also arise from relocation and housing projects which do not take into consideration their socio-economic condition or family structures.

The issues were discussed, taking into account their rural or urban contexts. Integrated measures are needed to tackle basic problems by developing primary and vocational training in rural areas or in mid-sized towns, which need to be serviced by a decent transport system. In urban areas the priorities are basic health care facilities, clean water, and a minimum supply of energy. Special attention is needed to improve communications between rural and urban areas. Building on their existing or potential resources, rural economies can be revitalised with the promotion of agricultural and cottage industries, tourism, and adapted agro-industries with value-added products, without degrading the environment. The local population could be better employed and new affordable technologies (especially access to information technology) better exploited.

At urban level, health and sanitary facilities are needed, as well as primary and vocational training centres to develop a trained labour force for the formal sector. Housing for low-income households homes needs to be secured and finance should be made accessible to

that end. The poor should be involved, and their potential resources fully utilised in all development programmes. A way to convince all sectors of the need for this is by measuring the real social and financial costs of not supporting the poor and factoring these costs into future development planning activities.

It was suggested that, in the long-term interests of healthier urban growth, the proportion of funds directed towards rural development should be increased in national and provincial budgets and that village authorities should be given more power to take local development and policy decisions. National development plans should incorporate local development policies and budget priority should be given to small and mid-sized towns, and identified growth centres, which could better service nearby villages. The private sector could also be encouraged, through financial incentives, to participate in the development of the rural economy, for example by providing rural housing or secure shelter in urban areas. There should also be more women participating in the decision-making process and appropriate legal frameworks should ensure the involvement of all stakeholders.

In conclusion, the group agreed that environmental improvement without poverty reduction programmes is unsustainable, and that urban environmental degradation, poverty reduction and improved sanitary and health facilities for the poor are inseparable elements, requiring integrated intervention.

STUDY VISITS

Participants were able to witness the fruits of successful co-operation between Asian and European local authorities in the preservation of important historical sites in Hanoi. Participants visited two traditional Vietnamese houses that conserved their original structures, and a ceramic village that displays traditional crafts from the area.

They also visited two rehabilitated historic Hanoi quarters:

- 38, Hang Dao Street: Hang Dao Street, in the market in Hanoi's old quarter, used to be a busy street where silk was dyed pink, and traders used to pack the shops and streets. An Asia Urbs Project aims to restore Dong Lac Communal Hall (formally a trading exchange for silk underwear), built in the 17th century.
- 87, Ma May Street: this is in the northern part of Hoan Kiem Lake, a former trading hub for local traders and foreign businesses. A house was built at the end of the 19th century and a single family lived there. Between 1954 and 1998, the house went into multiple occupation and the traditional architecture was drastically damaged. As an experimental project, the Hanoi People's Committee and Toulouse City selected this old house and finished rehabilitating it in 1999.

CONCLUSION

This workshop, with its unique mix of Asian and European decision-makers and project managers, generated lively discussion and a number of new outlooks on the inter-relationships of city growth; environmental degradation and quality of life, particularly for the urban poor.

Co-operation between cities was a strong theme, because many participants were actively involved at some level of decentralised co-operation. It was regarded as an effective way to develop new approaches and learn quickly from the successes and mistakes of others. Specific recommendations were formulated and released as the Hanoi Declaration, given in Annex IV. The declaration invites all participating cities and local authorities to

introduce urban development policies with effective actions to reduce poverty, and programmes with activities to improve the living conditions and health environment of the urban poor.

Some major threads included:

- The need for the link between poverty and environmental preservation to be more widely understood and to stimulate more integration between traditional and contemporary responses
- The usefulness of decentralized co-operation in bringing new ideas to urban management
- The need for the contribution of waste management staff in local governments to be recognised and for staff to receive professional recognition
- Similarly, training programmes to improve the local capacity of waste professionals
- The importance of publicity and to ensuring the public are fully involved in initiatives
- Direction and support from clear policies and enforceable regulations.
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- The workshop was successfully concluded on 2 August 2001. Local and national media widely covered the event and the Press Release is available as Annex V. Annex VI provides press clippings from the Asia Urbs Magazine, CITYNET newsletter – *CityVoice*, and major Vietnamese newspapers. The Hanoi People's Committee also produced a video documentary featuring the entire workshop.

Section III: SELECTED CASE STUDIES

The papers below have been selected from a total of 20 presented at the workshop, and thought to best reflect the topics discussed and to highlight innovative approaches being undertaken by local authorities. Contact CITYNET for a full list or set of papers.

WASTE MANAGEMENT

Community Based Sanitation and Solid Waste Management in Peshawar, Pakistan
Naveed Akram Cheema, District Co-ordination Officer, Peshawar, Pakistan

WATER MANAGEMENT

A Case Study on Water Management in Kampong Thom, Cambodia
Cheat Sy Vutha, Engineer – Director, Department of Water, Resources and Meteorology, Kampong Thom, Cambodia

HEALTH

Community Access 2000: Sharing of Common Concerns between Raichur (India) and its European Partners, Brent (England) and Horsens (Denmark)
Leo F. Saldanha, Co-ordinator, Environment Support Group, Raichur, India

Health and Environmental Improvement Project in Yen Baï, Vietnam
Karine Trystram, Conseil Géneral Du Val-De-Marne, Créteil, Cédex, France

Environmental Programme for Management of Refuse and Disposal of Waste Water in District 5 of Ho Chi Minh City, Vietnam
Pham Thanh Phuong, Deputy Head, Environment Management Division, Department of Science, Technology and Environment, Ho Chi Minh City, Vietnam

POVERTY AND THE ENVIRONMENT

Cities, Poverty and Environment in Colombo, Sri Lanka
K.A.D.N. Wickramaratne, Superintendent Engineer, Colombo Municipal Council, Sri Lanka

Innovative Approaches to Urban Poverty Alleviation in India
Shaila Virmani, Research Officer, All India Institute of Local Self-Government, India

Innovative Approach to Slum Area Environmental Improvement in India
Shaila Virmani, Foundation for Organisational Research and Education (FORE), India

Helping to Build a Lasting Community: Considerations on the Concept and Policies for a Sustainable Model of Community and Society from the City of Hue, Vietnam
Nguyen Nhiem, Director, Hue Bureau of Foreign Affairs, Vietnam and Bruno Amoroso, Professor, Roskilde University, Denmark

Responding to Urban Poverty Challenges: the Case of Naga City, Philippines
Jesse Manalastas Robredo, Mayor, City of Naga, Philippines

Promoting Public and Private Participation in Bettering the Life and Environment of the Urban Poor: the Case of Bangkok, Thailand

Nathanon Thavisin, Deputy Permanent Secretary for Bangkok Metropolitan Administration, Bangkok, Thailand

Community Based Sanitation and Solid Waste Management in Peshawar, Pakistan

Naveed Akram Cheema, District Co-ordination Officer, Peshawar, Pakistan

Executive summary

Like many other cities in developing countries, Peshawar, the capital of North-West Frontier Province, Pakistan, faces problems of solid waste management and sanitation. This paper describes the strategy for addressing Solid Waste Management (SWM) and sanitation issues through community participation in a middle-low income area of Peshawar. The main aim of the proposed initiative is to improve the environment in the target area, through capacity-building, poverty alleviation, networking and experience sharing. The paper also describes the main features, partnerships, management, implementation, and constraints of the proposed pilot project as well as the outcome of the study phase funded by the Asia Urbs Programme.

Introduction

In common with cities across the developing world, Peshawar faces large-scale problems of sanitation and waste management. Being the provincial capital, the city has for centuries occupied a historical and strategic position in the region. Since 1979, the city environment has been heavily affected by an influx of refugees from neighbouring Afghanistan, due to continuous war and humanitarian crises there. The population recorded in the 1981 census was 640,000. It is now estimated at upwards of 1.6 million and is projected to reach 2 million in the near future. This continuous pressure on Peshawar's resources has caused severe economic and infra-structural strain.

As with most urban development in Pakistan, and in the context of Peshawar's particularly acute population pressure, sewerage and SWM has been a low priority in the haphazard progress of environmental planning. It is frequently a source of complaint by the public from all socio-economic backgrounds. The main agency responsible for municipal services in Peshawar is Peshawar Municipal Corporation (PMC). Although PMC's SWM services have recently achieved 85% coverage of the population, the scale of the problem and the speed of its growth mean that only an estimated 65% of waste is actually fully recovered and removed from the urban area. Partly as a result of this service deficiency, improper solid waste disposal, combined with the inefficient sanitation, exacerbates the many problems faced by communities in the city.

Households indiscriminately dump waste in most parts of the city, both on disused land, and into drains, where it causes pollution not only to surface water but also to ground water sources. Despite the existence of a thriving informal private scavenging/recycling industry, this improper municipal waste disposal not only causes generally unsanitary conditions, but also causes the emission of highly obnoxious smells into the air. These pollute the atmosphere often to an unbearable extent, and encourage the breeding of flies and other disease vectors. Inadequate sanitation and improper disposal of municipal waste, apart from degrading the surrounding environment, is the cause of serious health hazards. There is then, a need to reduce and minimise solid waste, litter, liquid waste and wastewater pollution. Moreover, lack of communication and co-operation between sanitation and SWM service and beneficiaries (local communities, businesses etc.) is one, if not the, major constraint in addressing the problem.

In view of the above scenario, Peshawar Municipal Corporation, in collaboration with Luton Borough Council (LBC), UK, submitted a project proposal to the Asia Urbs Programme in early 2001. A detailed preliminary study was conducted and a target area selected. A study phase (Feb 2001 to date) built on and confirmed the partners' readiness to undertake joint activities of the kind proposed for the development phase. In addition, it enabled the partners to further define the project design, and to begin the process of participatory planning that it proposes. The partners in the proposed project are:

- Peshawar Municipal Corporation (PMC)
- Luton Borough Council (LBC)
- CBOs/community representatives from pilot neighbourhood
- ROTEB City of Rotterdam
- Community Education Development Centre (CEDC)
- IUCN Pakistan (World Conservation Union)
- WWF Pakistan (World Wildlife Fund)

In the course of a feasibility study, criteria for the identification and selection of appropriate pilot neighbourhoods for the project were agreed. The district of Gul Baraq was selected for the following reasons:

- It is a natural neighbourhood already defined by service delivery agents and a typical example of recently developed outer urban areas of Peshawar.
- Its population of 20 000 is an ideal size for a pilot project of this nature (small enough to be manageable and financially viable and large enough to test the process and operations adequately).
- It is service-deficient in terms of sanitation and SWM and the services provided are comparatively worse than other equivalent areas.
- The community is willing to participate in the programme.
- It is a diverse community with a cross section of lower/middle income households (R 7000/US$175 per month) and middle-income households (R 12 000/US$300 per month) which can guarantee the viability of the initial pilot project, and a 25% ethnic minority (Afghani) population.
- It has existing CBOs operating within the area, including women's associations, traders' organisations and private (community-run) schools.
- It is adjacent to low-income communities which can benefit from the establishment of the pilot project in the medium to long term.

Objectives

The main objectives of the proposed project are:

- To contribute towards the effective provision and utilisation of sanitation and solid waste services for service-deficient urban areas through a pilot project in the Gul Baraq neighbourhood of Peshawar.
- To strengthen the strategic and operational capacity of local government in Peshawar in the planning, management, delivery and monitoring of services for sanitation and SWM for those currently without adequate access to these services.
- To mobilise and develop the physical, social, managerial and financial resources of communities in resolving the problems of sanitation and community waste

management through support for their own self-organisation and partnership with local authorities and NGOs.

- To ensure that all activities proceed in partnership and involve community participation and decision-making, especially that of women and other excluded groups, by strengthening working relations, communications and mutual understanding between community organisations and networks, NGOs and the local authority.
- To build local capacity for urban environmental improvement and socio-economic development amongst local government, NGOs, citizens' organisations and other relevant agencies, through support and training programmes.
- To harness the experience and resources of the existing trans-national co-operation between LBC and PMC developed since 1995, to achieve the objectives of the above project and deepen the links and understanding between the two organisations and the communities they serve.

Strategy

The activities outlined below comprise the key elements of the project. As was stated earlier, these elements cannot take place in isolation from other elements of the project. In accordance with its stated objectives to promote collaborative partnership and build consensus amongst different stakeholders in the development of the urban environment, infrastructure and socio-economic levels, the project hinges on an integrated methodology for its successful delivery. The components of the project are described below as discrete elements. However, in practice, since the project will pursue an integrated, partnership approach and involve a participatory planning process, these elements will always be interdependent. They are:

- solid waste management
- renewal of sanitation and drainage systems
- capacity-building
- community mobilisation
- awareness-building
- project management
- monitoring

Its resources are focused primarily on building capacity within one organisation (PMC) and one community, whilst its practical implementation is focused on one manageable neighbourhood. At the same time, the overall project management framework offers a means of ensuring ongoing co-ordination and monitoring of the elements of the programme as well as the pursuit of other goals and outcomes outside of the formal partnership planning process.

The practical means to achieve the results are the development of a partnership approach and a participatory planning process through the capacity-building programme. This way of working should guarantee a high level of commitment and ownership from partners since decisions are transparent and accountability is clear. Partners are actively involved in defining and agreeing with other partners, their own and others' contributions, goals and requirements.

The capacity-building programme will work to ensure transnational partnership as the overall project planning mechanism. Links established through the framework of project

management would ensure, during periods between capacity-building visits from Luton to Peshawar, that this collaborative approach is maintained and that there is direct accountability to the lead partner. The participatory planning process will involve all partners in reviewing progress and identifying barriers to and priorities for future action. The action plans generated from this process will inform the day to day monitoring of the co-ordinators and project managers in Peshawar and in Luton.

The two thematic fields of the project – the "technical" sanitation and SWM theme and the "social" community development theme - are in practice totally interlinked. Successful implementation will depend on the understanding, acceptance and ownership by the community of the initiatives made by the local authority. Waste management solutions are only viable if the waste generators are active contributors, and by approaching the project in this way they have the opportunity to shape solutions from the outset. Likewise, the two key dimensions of organisational and personnel capacity-building and neighbourhood activity are interdependent, since the first provides the practical experience to focus and inform the second.

The project management structure has been developed as the best option for ensuring local autonomy and self-reliance, whilst guaranteeing accountability to the lead partner and main funding body. The involvement of a local partner (IUCN) in financial monitoring and the disbursement of funds will enable the PMC to benefit from close collaboration with a local organisation with an established track record in managing donor-funded programmes. In this way the PMC can increase its capacity for future project development of this nature, since its situation precludes the management of external funds without considerable bureaucratic difficulties, which would risk the implementation of the project within the time scale required. It also enables the lead partner to delegate some responsibility for monitoring of project expenditure to local level.

The capacity-building programme through visits by Luton to Peshawar over two years will provide the main mechanism for monitoring and internal evaluation of project activities by the whole partnership. These intensive visits will comprise review, evaluation, training and project planning activities and will be the locomotive of the project and the chief mechanism for shaping its implementation over two years. In this way, monitoring of day-to-day progress against agreed work plans and targets could take place locally with the lead partner being kept regularly informed by co-ordinators in Peshawar and Luton. This process should provide immediate indicators of barriers and problems which may delay the progress of the project and enable project managers to take appropriate steps to resolve them, drawing on appropriate support within the overall partnership.

Private sector involvement

One proven way of obtaining efficiency gains in SWM is through involvement of the private sector. The private sector improves efficiency and lowers costs by introducing commercial principles such as limited and well-focused performance objectives, financial and managerial autonomy, budget constraints, and clear accountability to both customers and providers of capital. The private sector plays other important roles by mobilising needed investment funds, and by providing new ideas, technologies and skills. Therefore, in the proposed project, a private contractor would be involved to do the door-to-door collection of solid waste from target area households.

A second form of private sector involvement in the project would be through the incorporation of informal waste recycling operators (scavengers) into the municipal

SWM system, as the promotion of this informal sector has proved to be an effective way of extending affordable services to poor urban communities. It would also provide a way of upgrading the living and working conditions of informal waste pickers, resulting in higher incomes for them and greater self-esteem.

Benefits of city-to-city co-operation

Partnership between Peshawar and Luton is a way for local governments and communities in both cities to work together for social, economic and environmental development. Although there is no blueprint for how such a partnership might operate or for which activities to undertake, the local authority in each city can provide an important facilitating role, creating structures within which many community groups, NGOs and institutions in their area can co-operate. This partnership would build a new kind of relationship, challenging the traditional dependency model in which the North 'gave' and the South 'received'.

Moreover, partnership between these municipalities can play a major role in local progress towards sustainable development. In can strengthen sustainable development planning processes by bringing together the experiences of two cities, reflecting the interdependence of communities and encouraging stakeholder groups to work together and learn from each other. Similarly, sharing of experience could have a highly motivating effect in both countries and improve project quality on all sides. This collaborative way of working was successfully employed in the course of the feasibility study and in particular in a planning workshop, which took place in Peshawar during the study phase. Project partners were encouraged to generate and agree the principles of partnership working and went on to define key project issues and actions in the three sectors of community, local government and NGO activity. The results have informed the running of the present development phase.

In addition, EU and Asian partners will have the opportunity to gain wider benefits: staff experience and organisational development, which come out of the partnership process, capacity-building programme, project development and delivery.

Expected results

As detailed above, the project is targeted to benefit the following groups:

- People living in the pilot neighbourhood
- CBOs and schools in the neighbourhood
- PMC officers and staff
- The wider population of Peshawar

The envisaged tangible improvements to the quality of life and situation of the 20,000 people living in Gul Berag will be:

- The design and construction of trunk and secondary sewer lines
- The development and establishment of door-to-door solid waste collection services
- Increased awareness of municipal health and environment issues related to SWM
- Increased awareness of individual and household responsibility for effective SWM
- Increased local involvement in decision-making and development planning, particularly for hard-to-reach groups
- Opportunities for employment and locally-owned economic activity

The envisaged tangible benefits for CBOs and schools in the neighbourhood include:

- The establishment of a co-ordinating CBO for the neighbourhood, representing the views of all sections of the community, and developing a vision and action plan for the improvement of the neighbourhood
- Increased capacity for engaging local people (including youth) in local issues, using community development and participatory approaches
- Increased capacity for health and environmental education
- Experience exchanges and develop links with neighbourhood(s) in Luton

The envisaged tangible benefits for the PMC and its officers are:

- A documented strategic approach to city-wide SWM development, informed by practical experience
- Improved mechanisms for involving local communities and other stakeholders in decision-making, development and urban environmental planning
- Professional development and skills improvement for key officers and staff
- Improved management capabilities in urban environmental management and infrastructure development
- Improved management capabilities in community development and participation for socio-economic development and neighbourhood management

The envisaged tangible benefits for the wider population of Peshawar includes:

- Employment opportunities within the project
- Medium to long term implementation of city-wide strategy for SWM improvement in further neighbourhoods
- Model of partnership working between the PMC, local communities and other stakeholders
- Contribution of new democratic models of neighbourhood management and community governance
- Strengthening of existing international links and co-operation

Sustainability

Financial sustainability

- The project will aim to maximise its financial sustainability at different levels of operation, during the implementation phase, by developing household subscription to SWM services as an outcome of the community planning process.

Institutional sustainability

- At a neighbourhood level, establishment of a co-ordinating or "umbrella" CBO through the process of planning and implementing the project will help to ensure the continued ownership of the project by local people. This CBO will be encouraged and enabled through the capacity-building process to continue to identify and work for resolving priority development issues in the neighbourhood.
- Within PMC, the increased capacity for using project management systems for supporting this kind of approach to service development and delivery will help to ensure continued back-up for the project beyond the 24 months of its development phase. Likewise, this capacity will be available for taking full ownership of and supporting the extension of elements of the project approach across the city in line with overall SWM strategy.

Conclusion

The issues of SWM and sanitation should not be addressed separately. Instead, they should be tackled through an integrated approach. Also, the option of involving the private sector in SWM should always be considered, because, the private sector not only improves efficiency but also lowers costs by introducing commercial principles such as limited and well-focused performance objectives, financial and managerial autonomy, budget constraints, and clear accountability to both customers and providers of capital. Moreover, a participatory planning process in a project enables partners to identify positive outcomes and approaches and to build on them, as well as recognise barriers to progress and agree strategies for overcoming these. The plans of action generated through partnership usually designate responsible organisations and individuals for each target, and these plans represent partnership agreements to which partners will be accountable.

By involving all stakeholders in the project, the development of the project in both its dimensions (capacity-building and project implementation) can be evaluated from all angles. This is particularly important if the objective of strengthening working relations between the municipality and communities is to be achieved, since communities will be able to offer direct feedback to the municipality on the development of their services in a mutually supportive and constructive environment.

This involvement of the community in the internal evaluation process will help to ensure that plans developed through the project and the activities engaged to fulfil them are evaluated by those people who stand to benefit from its practical objectives – namely service users who live in the neighbourhood. Also, partners need to be constantly present in the planning process where joint responsibility for the overall direction and progress of the project is established. However, the municipalities should remain the core partners in a joint project, given their key management functions.

Most importantly, sustainability of various actions in different projects and programmes could be enhanced by the participation of low-income communities themselves and by the institution of community-based programmes. Whilst sustainable economic momentum is a continuing challenge for the proposed project, even more formidable is the task of ensuring equitable access and of improving the quality of life among urban residents, particularly marginalised ones.

A Case Study on Water Management in Kampong Thom, Cambodia

Cheat Sy Vutha, Engineer – Director, Department of Water, Resources and Meteorology, Kampong Thom, Cambodia

Background

Cambodia is a tropical country. It is mostly rural and rich in forest resources. The country is bounded to the north by Laos and Thailand, to the east and south by Vietnam, to the southeast by the Gulf of Thailand and to the west by Thailand. About 14% of rainwater flows into the Gulf of Thailand and the remaining water flows in the Mekong River Basin (the Mekong flows across China, Laos, Thailand, Cambodia and Vietnam). The cultivated area is about 21.6% of the total area and forests cover about 60%. But the rate of deforestation is estimated at an average of about 0.5% per year.

The total population is about 12 million and the total land area is 181,035 km². The population density is low (63/km²) in comparison with other countries in Southeast Asia. About 80% of the population lives in rural areas and lives from farming. A 1997 socio-economic survey estimated that 36% of the national population lives below the poverty line and 90% of the poor are living in remote rural areas. International organisations' indicators of human development rank Cambodia 137th of 174 countries. Every year, many people migrate to urban areas and this is putting more pressure on urban infrastructure. Poverty is caused by many factors but lack of adequate access to clean water and sanitation have aggravated this situation. This in turn, affects seriously the health of local people. People living in rural areas have little possibility of access to clean drinking water. Other indicators of Cambodian health are: average life expectancy is 53.4 years, child mortality below the age of 5 is around 147/1000. This shows the urgent need to give top priority to the improvement of public health infrastructure.

Cambodia is mostly a mountainous country. The most important populated area is the big flood zone of the Mekong and Tonle Sab Rivers and Tonle Sab Lake. This entire area is drained by only one water flow system. From July to September, water flows from the Mekong to Tonle Sab Lake. This makes a variation of the lake surface from 2,600 km² to 10,500 km². In November, the water flow changes and water runs back from Tonle Sab Lake to the Mekong and then on to the sea. The total volume of water flow is about 500,000 million m^3 per year.

Available water resources are envisaged to be sufficient to meet the development needs of Cambodia. They can make a big contribution to improving the economy and alleviating poverty by developing the agricultural sector through irrigation and improving drinking water supply for low-income families.

Water management

After three decades fraught by internal dispute, the current Cambodian government is now paying more attention to natural resource management and better exploiting natural resources to respond to the needs of the population. Among the many problems to solve, one of the greatest is water management and the supply of adequate water, especially for people living in urban areas.

At present, Cambodia is not able to monitor water data from Mekong River Committee. The committee reported that in the entire basin, water quality varies much according to

the rate of organic material discharged into the river. Underground water is rich in minerals; some substances are harmful and need to be filtered out, while others improve soil fertility. The quantity of alluvium deposited in the rivers is high, with an average of 100-350 mg per litre in the rainy season and 10-80 mg per litre in the dry season. The Mekong deposits yearly a 10-30 mm layer of alluvium, making highly fertile soil in lowland areas.

For three decades, the management and supply of clean water to urban and rural areas was not improved. The water supply pipes are old and in poor condition and this causes a serious leakage of water. The estimated underground water in Cambodia is about 176,000 million m^3. This resource is being increasingly exploited by digging about 2,000 additional wells every year in the form of shallow tube wells, large diameter deep tube wells for irrigation and other types of pit wells. The fertile soil of Tonle Sab area, the lowland of the Mekong and its delta are believed to have a shallow underground water basin with high quality water. Generally, water is found 6m below the surface. Tube wells with hand-pumps are used in about 48,000 km^2 of the total land area. It is estimated that each person uses about 70 m^3 of water a year. If compared to the quantity of available water, the average water usage per capita is very little.

The municipal water supply in Phnom Penh flows at 2 m^3/sec while the volume of the Mekong during the start of the wet season is 1,250 m^3/sec. The requirement for water in the year 2001 is about 2.4 m^3/sec. The present investment plan is to increase the flow to about 3.7 m^3/sec in order to meet demand up to the year 2015. On the other hand, in Kampong Thom, the present water supply is only of 0.1 m^3/sec. including a loss of 30%, but the real need is of 1 m^3/second.

At district level, some organisations are presently paying attention to water supply needs by installing metered water systems. In Kampong Thom Province, particularly in Stoung District, collaboration with local governments in Italy and Belgium, through the Asia Urbs Programme, enabled the town of Kampong Chen to install a drinking water supply. It is also necessary to provide water for rural areas through digging wells. It is estimated that to meet the needs of only 30% of the total rural population of Cambodia 93,000 wells and 20,000 ponds will need to be built.

At present, Cambodia is not using water for producing hydro-electric power.

Water and wastewater management

Cambodia is currently managing very poorly its water resources, water supply and wastewater treatment. This is due to several factors:

Policy

Efficient water resource management policies require the integration of many sectors, including those for irrigation, urban and rural water supply and sanitation. Besides this, we have to plan better water management in other fields that consume water, including electricity, fishery, agriculture, and forestry and thereby preserve the environment. Water management policies are developed at different times and at different levels and are not agreed holistically among the relevant institutions, since most of them are not yet working in co-ordination.

Legal framework

There are some efforts to draft new laws on the use and management of water resources. Laws on water resource management are drafted after reviewing other laws related to

water issues, in order to make them complementary and effective. Laws on water resource planning, the issue of permits for water use and the disposal of wastewater as well as measures against flood control are still being drafted and none have yet been enacted.

Coordination between agencies

Working relations between different agencies responsible for water management are still very weak and are sometimes an obstacle to effective planning because of poor communication between implementing agencies. Information exchanges are often delayed and not well monitored.

Institutional competence

The most important action to be taken in order to improve the management of water resources is to develop the competence of the newly created Ministry of Water Resources and Meteorology and develop better coordination among different agencies, and their active involvement at national and provincial level in carrying out their responsibilities. Lack of equipment, tools, human resources and low staff salaries are also reasons for poor management of water resources.

Basic information

Data needed to efficiently manage water resources in Cambodia are not available and difficult to find. The Royal Government of Cambodia recognizes this fact. It is now trying to build capacity in data collection and information management in the water supply and environment sectors with support from the international community.

Health

The number of sick people and the rates of mortality caused by epidemics of diseases such as diarrhoea and cholera are the highest in the world. In Cambodia they are also responsible for the shockingly high mortality rate of children under 5 (147 per 1,000) and average life expectancy is currently only 54 years. Lack of clean water and frequent flooding are also the causes of sickness and death. Even the mere 8,6 % of people living in rural areas and the 41% of people living in urban areas fortunate enough to have access to sanitation facilities, are victims of water-borne diseases. In general, lack of education among women, who may get some education in primary health but who generally have poor access to education, makes the situation worse. Health workers mostly call for better access to health care services, treatment and the use of medicine rather than improving clean water supply and sanitation. These factors all bear on the overall public health problems. According to Khmer tradition, women must follow their husbands, not appear much in public, nor be involved in decision-making or assume leadership roles in social issues, thereby providing further barriers to solving these pressing problems.

At present, social development programmes of the Royal Government of Cambodia and several international and non-governmental organizations aim at promoting gender equality and they give high priority to women's education.

Pollution/degradation

If we wish improve water supply, we have to think of wastewater disposal. Wastewater that contains toxic substances is currently not properly cleaned before being discharged into rivers and lakes. Excessive use of chemicals and pesticides in agriculture also affect water quality. The government acknowledges the need to efficiently manage the environment and natural resources, and has signed an international environmental treaty. It has acknowledged the link between poverty alleviation and environmental protection,

and the need for the participation of the community in the management of natural resources, as well as the need to build capacity within local government and improve co-ordination between agencies. Investment decisions need to be tied to the environmental implications of policy. In cities, national standards on the disposal of waste need to be set and systematically controlled. We are also campaigning to raise awareness of the danger caused by arbitrary waste disposal and the pollution of the environment

Conclusion

Although we face a serious lack of financial and human resources, the government is working to improve water supply in urban and rural areas through grants and loans. In the province of Kampong Thom, the provincial governor is working for the improvement of water supply in provincial towns, as well as in the towns of the districts of Stoung and Sandan. A particular emphasis is being made on increasing water supply in resort areas such as Prasat Sambor Prey Kuk, to improve facilities for tourism and develop the local economy.

Community Access 2000: Sharing of Common Concerns between Raichur (India) and its European Partners, Brent (England) and Horsens (Denmark)*

Leo F. Saldanha, Co-ordinator, Environment Support Group, Raichur, India

Introduction

The official website of the Karnataka Government enthuses about the growth potential of Raichur, describing it as a region where "fertile rivers… are responsible for abundant agricultural produce" and that it enjoys an "excellent power situation". It continues: "Raichur is well-linked by rail (to) Bangalore, Mumbai, Chennai, Hyderabad, Ahmedabad and New Delhi. It has up-to-date telecommunication networks within the district, country and the world. Thus, on account of its resources, location advantage, friendly people and their ability to absorb modern technology, Raichur is a district that has reached the take-off stage in its Industrial Revolution... and invites you to set up your base and share the success."

So described, it would be natural for one to expect a region ready to grab opportunities and leap forward. Located on the flood plain of two major South Indian rivers, the Tungabhadra and Krishna, Raichur is a district that potentially possesses all that the blurb promises. And yet, it is among the least developed districts in India, and within Karnataka state, it is the least developed in every respect, whether in agriculture, infrastructure, industrialisation, water supply or in health.

A leading newspaper in Karnataka recently carried the headline: "1.45 *lakh* (145,000) people leave Raichur in search of employment". The report continued: "Everyone has a woeful tale to reveal with each family losing a member to Bangalore, Mumbai or Pune. Official estimates put it that 1,45 *lakh* of people from 475 villages in five districts have migrated to neighbouring states in search of jobs. Villages wear a deserted look with only the aged left behind to look after the houses. What is distressing about the exodus is that the number is doubling in every year. Also, half of the migrants are reported to be women and children". This is the young and productive section of society, and this exodus totals about 10% of the population.

The real problem of the region is not the occasional drought that drives people out, but the fact that even when the rains are normal, half of those who have left during the past months, would have left anyway. Considering that migration of such a figure is routine even during the monsoon season, in the long dry spell that grips this region following four to five months of monsoon, we would expect that the district becomes largely depopulated.

The migration in search of employment in distant cities is a well-known human tragedy, but one given little importance by regional or national governments. And what applies to

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Raichur by and large is also true for the rest of the highly under-developed region of North Karnataka.

Community Access 2000: a unique partnership

It is often an impossible task for a highly underdeveloped district of India to be able to take part in an international development initiative. Yet the City of Raichur successfully bid for support from the Asia Urbs Programme of the European Commission for a partnership project and study with the London Borough of Brent and the city of Horsens in Denmark, entitled Community Access 2000. Below is a summary of the problems and prospects of this collaboration between local governments in Asia and Europe.

INDIA: Raichur (Asian beneficiary)

Raichur forms the commercial hub of the district. An old fort covers much of the city's hills. The ancient Kannada and Arabic edicts on the arches and walls of the fort show the various cross-cultural influences the region has experienced over time. Such heterogeneity is reflected even today in the religious and cultural composition of the city. In contrast to other Indian cities and towns with a similar background, the communal harmony of Raichur stands out today.

This city of promise has been unfortunately led down a socially, economically and environmentally destructive path, due to decades of negligence from planning and developmental agencies and the crippling of local authorities by centralised administration from the State, a situation characteristic of most parts of Northern Karnataka.

Demographic and physical features

Raichur has an area of 60 km^2 and a population of just over 200,000. The population is growing at over 2.5% annually, and in the past decade alone has grown by 50,000. Almost 40% live in slums, with over 26 districts spread across the city. Most of these slums have emerged in the past decades, demonstrating that the city government has historically failed to meet housing needs even though the economy has developed extensively.

A major reason for the spurt in population is the decision by the state government, for electoral gain, to include six surrounding villages within the city area. Lack of adequate planning in the face of growing housing demand has led to several of these developing into slum districts.

The protection of local government autonomy through assured elections to the municipal council under the 74^{th} Amendment Act of the Constitution, has seen the emergence of strong leadership in Raichur Municipal Council. As it had several years without direct representative local government, Raichur, in common with most other cities, is still struggling to understand the importance of this gain and realise its full benefit.

Managing the city's needs

The growth of the urban area has not been complemented with corresponding improvements in financial or managerial capacity. The original staff of just over 500 engineering, medical, sanitation, administrative, and revenue collection staff continue to try to meet to the demands of the new reality. This has undoubtedly resulted in a big gap between demand for and supply of services and infrastructure.

The proximity of the city to Karnataka State's only thermal power station, the 1,200 MW coal-fired Raichur thermal power station, has seemingly not improved the economic chances of this urban centre. Most of the city's basic infrastructure is in poor condition. Roads and drains need immediate attention.

Hospitals are inconveniently located, and only recently was the municipality able to mobilise funds for a hospital within the city. Land has been acquired for a 20-bed hospital in a slum district where the need for free health care is crucial. In addition, in response to the lack of specialised hospitals in much of the North Karnataka region, OPEC countries funded the construction of the 700-bed Rajiv Gandhi Memorial Hi-Tech Hospital. The irony of this is that despite state-of-the-art hospital infrastructure, the investment has been largely wasted, as health specialists are unwilling to move to such a backward city.

Growing demands for essential services

Despite its proximity to two major rivers, Raichur has a chronic water shortage. The water supply system, developed in 1936, supplies only 4 million gallons per day, against a demand of 9 million gallons. To meet the severe shortage, the Karnataka Urban Water Supply Sewerage and Drainage Board, administered by Karnataka State, has proposed a Rs.28 *crore* water supply scheme for the city. The easiest source is tapping ground water, a practice that is increasing at an alarming rate and resulting in rapid depletion of aquifers.

Sanitation and SWM have become great public health concerns. Of the 110 tons of solid waste generated every day, less than half is disposed of, mostly as landfill. Much of the rest is left untreated to become a breeding ground for disease. With underground drainage covering only 30% of the city area, the moat around the historic city fort has become the city's main sewer and carries sewage into neighbouring ponds and tanks, and even rivers, with only one preliminary treatment at an oxidation plant.

Playgrounds and green space are woefully inadequate for the fast-growing population. The city has just one 3-acre park maintained by the municipality, and one sports stadium. Recently, Karnataka State Forest Department made policies for increasing tree planting in the district and priority is being given to turning public land close to the city into parks.

Prospects for development

Expectations from the population have traditionally been low. After decades of neglect, any small improvement in civic services or infrastructure is received with scepticism. Such a mindset has resulted in a situation where very little attention has been paid to long-term development expenditure. Most state and central government schemes follow a predetermined pattern and are subject to lobbying, regardless of their compatibility with the city's real requirements. Some have, however, benefited the city; a good example is the India Population Programme, which has significantly increased the quality and reach of primary health care to poorer communities.

The pressing need for Raichur today is a long-term perspective for development. Industrialisation is taking place rapidly, especially in the traditional areas of cotton ginning and vegetable oil production. Cotton sales at Raichur's Agricultural Produce Marketing Co-operative are the third largest in terms of volume of trade in the country. With such positive economic indicators, the city is at a crossroads of development. Wise choices could transform its condition dramatically for the better.

Citizens' engagement and effective leadership

There is a strong willingness on the part of the city government to develop Raichur City as a major industrial, commercial, educational and health centre within North Karnataka. The government is also quite aware that progress should be achieved in a socially and environmentally sensitive and planned manner. But with minimum attention being paid by the state government to the developmental needs of the city, the local government is hard-pressed to fulfil its objectives, especially, considering that the cost of such objectives has to be largely borne by local government.

Even so, there seems to be positive mood among both the public and the city government. This is best manifested by the overwhelming public response to the Municipality's call in 1999 to pay taxes early so that the City could support emergency flood relief operations from its own revenue. Such responses as early filing of taxes had never been achieved earlier in any other city in India. On other matters too, citizens have demonstrated very high levels of co-operation. When the city administration started reclaiming public land, public support was immediate, even when this meant the razing of large numbers of permanent commercial buildings that had been built over time and protected by political patronage.

These positive signs are very strongly favouring Raichur in comparison with other cities in North Karnataka. Being the largest city in the region and well-connected by rail and road with other state capitals in Karnataka and Andhra Pradesh, any investment in the city will benefit not only the city but the region as a whole. Raichur is a candidate for a fair share of urban development investment in North Karnataka, and will contribute significantly to lighten the pressure of urbanisation on cities in southern Karnataka such as Bangalore, Mangalore, Mysore and Tumkur.

Environment Support Group

The Environment Support Group is a non-profit public interest research, training and advocacy NGO that works with local communities and governments in strengthening participatory governance and management systems, and advancing social and environmental justice. ESG collaborates in various ways with national and international organisations and as well as being chiefly responsible for the involvement of Raichur in the Asia Urbs Programme, it co-ordinates project responsibilities as part of this collaboration.

UNITED KINGDOM: The London Borough of Brent (lead partner)

Background

The London Borough of Brent is in the northwest of Greater London. It has a population of over 240,000 and covers an area of more than 4,300 hectares. Brent has a diverse economic, environmental, ethnic and social make-up. Its population is the most culturally and racially diverse of any local authority in England and Wales. The Borough is also socially diverse, with inner city urban deprivation next to more prosperous suburban areas. While some areas of Brent have high levels of social deprivation, including high unemployment rates, over-crowding and poor housing, parts of the north boast public housing with landscaped streets and pleasant green spaces. A slow population decline over the last few years has now been reversed. Between 1995 and 2001 the population increased by an estimated 9,000 (to 254,000).

By 2001, Brent will be an "ethnic majority" community, with the white population accounting for less than 50% of residents. The percentage of people aged between 75-84 from diverse ethnic groups is estimated to increase sharply from 9% to 44% between 1991 and 2011. The number of refugees and asylum seekers in Brent is currently estimated at around 12,000, with over 50 new arrivals per month. The number of households in the borough will increase over the next four years, with an increase of single-person and lone parent households. The increasing proportion of elderly people living on their own and of working women will increase pressure on the provision of social services. Brent has many small shopping areas but a large number are rundown and losing trade to other areas.

Brent has an established track record of successful projects with the European Union, which have been carried out in the Borough during the 1990s. A special officer for EU affairs serves on the core Policy and Regeneration Unit. Over the last eight years, the Council has achieved success in the following areas:

- European Social Fund projects
- URBAN initiatives in the South Kilburn area
- Twinning link with South Dublin, in Eire
- Cross-national projects tackling drug abuse issues, encouraging youth exchanges, developing European awareness amongst youth and promoting local economic development
- Brent has published a European newsletter and organised high-level seminars

The Council's interest in Asia/EU decentralised urban co-operation arises in part from the fact that it is one of the most culturally diverse areas in Western Europe. Brent has a sizeable population whose origin is the Indian subcontinent: Black and South Asian communities account for over 40% of the local population; 12% of the population is Urdu/Hindustani-speaking, and 6% Tamil-speaking. Many of the languages spoken in Raichur are also widely spoken in Brent.

Another factor is Brent's strong European links. It is twinned with South Dublin in Eire. It has developed cross-national links and exchanges in a wide range of areas including economic development and youth issues. Partners include cities in France (Saint-Denis), Belgium (Brussels) and the Netherlands (Amsterdam). The Council is currently working on the REACT project (under the RECITE programme) with Dublin and Prenzlauerberg in Berlin to create vibrant town centres and small- and medium-sized enterprises. The Borough has extensive experience in monitoring a number of regeneration schemes, both UK and EU programmes. There is also substantial expertise in using a range of media, including reports, the press and the Internet.

DENMARK: Horsens (partner)

Horsens was one of the first cities in Denmark to put emphasis on international networking to share experience. The city has managed and participated in several major projects implemented by consultants and funded by the EC, the World Bank, the Danish Government, and the WHO. The expertise offered through these projects came from 10 years' of development work in urban health in Horsens itself. The local organisations set up by the City Council and in action for the last 10 years have been the basis for successful local health provision. Its organisation (Healthy Cities Resource Centre), long-term strategy (political commitment), short-term health and environmental activities/projects with a very high degree of public participation constitute the rationale behind working for urban sustainable development. The success of Horsens has led to its

designation as a WHO Collaborating Centre for Training and Capacity-Building in close co-operation with WHO's Regional Office for Europe.

In recent years the city has received awards. In 1989 it was named Enterprise City of the Year. In 1992 it received the Nordic Health Prize on the basis of its many health-promotion activities and became the first city in Denmark to be involved in the WHO Healthy City 2000 project. Recently, the health theme has been supplemented by an eco-friendly public sector purchasing policy, and the setting up of a forum for the environment. There are a large number of commercial training courses. For many years the City Council and the Trade and Industry Council have been active catalysts for the internationalisation of the business community, whose key sectors are electronics, packaging, food, iron and non-ferrous metals, and furniture making. Horsens has become known as Denmark's number one city for electronics.

Health International

Health International is a non-profit consultancy promoted by the city of Horsens. It was one of the partners in the project and its health professionals worked in Raichur during different phases of the project.

Community Access 2000 Project

Common issues

The focal issue in all three partner cities is that of health and social exclusion, which in its broadest sense creates inequalities, particularly in health provision. The project identified the need to:

- Develop appropriate and effective administrations that will foster urban development in partnership with the community
- Bring currently excluded groups into political and operational processes at local level
- Make community leadership more representative and involve the community in various health issues
- Bridge communication and information gaps between administration and public.

Specific issues in Raichur

The need to:

- Build widespread awareness of the benefits of decentralised empowerment initiated by the Nagarpalika Act, in order to prepare city residents for a co-operative engagement within their city and between cities. Citizens need to be involved in the effective delivery of urban services on the one hand, whilst ensuring effective and quality governance on the part of the local government on the other.
- Collect relevant and accessible data and information on urban planning and management.
- Develop awareness of the effects on the environment of unplanned and rapid urbanisation, which has had serious consequences for the city landscape, water supply and public health. A strong initiative is required to strengthen the management capacity of the city administration.
- Create a long-term platform of support to ensure the sustainable development of the city, keeping in view environmental and public health concerns, the planning and administrative context, and the need for public participation.

- Develop a motivated civil society in Raichur and to develop capacity by identifying and engaging people from key sectors including the business community, industrial organisations, NGOs, CBOs and education, among others, and offer training where appropriate.

Specific issues in Brent

- The worsening of economic and social conditions in Brent over the past twenty years has created high levels of unemployment and social disadvantage, particularly within ethnic groups. This has had serious repercussion on the health and life expectancy; poverty is directly related to poor health and other social problems. Brent benefited little from the British economic boom of the 1980s. The growth of the service sector has failed to absorb the 15,000 manufacturing jobs lost in the Borough since 1981 and unemployment rates have soared up, particularly among young men and women in the 18-25 age group. The most recent figures indicate that 11% of Brent' s active population are unemployed. The average weekly household income in Brent is lower than nearly all of the neighbouring boroughs.

  A major challenge for Brent Council is to revitalise this area by encouraging local investment in partnership with the government and the private sector.

- Compared to the 357 other local authorities in England, Brent ranks as the 18th most deprived on the 1996 Index of Local Conditions. 27% of Brent's population belong to the poorest one-fifth of the UK population. Housing conditions in the borough are among the worst for England as a whole and for inner London. 35% of all housing in Brent is sub-standard. In 1997, 22,849 families in Brent (excluding homeless people) were living in run-down housing. There is therefore a need to put into operation plans determined by the local authority and its partners and implement an inter-agency approach to tackle the complex issues of social exclusion. Key areas of the corporate strategy of Brent are to set up Area Consultation Committees and the appointment of motivated officers to create broader participation in the political and social process.
- There is a serious need to tackle and overcome existing health inequalities in Brent. The partnership has to work together to protect and improve the health and well-being of people while responding to the diverse needs of Brent's communities.
- There is a real need to motivate and enhance the capacity of local people to participate in the identification of health needs and the planning for undertaking appropriate public health initiatives. Key tasks include: investing in community involvement, improving the flow of information and promoting a range of new community health projects. At the same time, it is important to install an efficient follow-up system to ensure that other programmes and multi-agency activities are maintained and that inequality in healthcare provision is addressed.

Specific issues in Horsens

- Horsens is experiencing problems associated with growth and industrialisation and urban expansion, particularly in health and the environmental sector. It needs to ensure that health well-being and better living conditions accompany this growth while keeping in balance with the environment.
- Horsens has identified needs and actions for the next four years to tackle issues such as inequalities in health facilities, health and unemployment, health care for children, young and elderly people and in the workplace.

- There is a need to develop a comprehensive and inclusive approach to city management in Horsens and how it will involve its communities in future initiatives.

Study phase: The Raichur project

Raichur Municipal Council has an extremely outdated information base, in common with all Indian provincial municipal councils. Beyond basic population, budget, physical infrastructure and administration data, there is a lack of basic data with which to evaluate the city's current and long-term needs, and largely hypothetical discussions therefore form the basis of future planning. In an effort to compile such data, the Environment Support Group is presently studying the following themes:

Population

Existing population, growth rate, class/caste composition, health and education profile across social groups, infant mortality rates, morbidity rates, income profiles, and employment ratios, among others. The aim is to systematically collect and analyse basic information in order to understand the pressures of population growth on the city's infrastructure and administration, and plan for future growth in a more rational manner.

Land use, transport and comprehensive urban planning

A rationale is needed for city-wide land-use planning. To achieve this, a clear understanding of desired land use, and feasibility studies are needed. Existing plans need to be reviewed in terms of their adaptability in meeting future demands. The feasibility of presenting such studies to a public forum, with a view to developing a Comprehensive Development Plan for the city should also be considered. A pressing need for Raichur is the development of an effective public transportation system. Existing traffic conditions and public transport infrastructure need to be surveyed, existing development plans reviewed, and future needs be evaluated on the basis of various scenarios.

Administrative practices and public consultation

With a staff of 500 in the Municipal Council to serve the needs of over 200,000 people, a constant complaint from within the Council is that inadequate staffing makes it difficult to adequately meet public demands. This could be a genuine issue or may on the other hand reflect inefficiency. To clearly assess staffing requirements, it is essential to study in detail the working of the present administration.

With a view to developing such an overall understanding, existing administrative practices in various areas, such as applications for site registration, slum regeneration and hospital construction proposals, building permissions, park development and road upgrading proposals need to be reviewed. In addition, the studies need to identify the extent of public involvement in decision-making on public projects. This would help in developing an understanding of the needs of the urban poor in particular and the public in general, with the aim of developing such consultation mechanisms and make the administration more responsive to citizens' needs.

Health administration and hospital facilities

A critical point is to understand city-wide health needs, especially considering that more than half of the population is below the poverty line, and that Raichur has a high incidence of malaria. This involves surveying the health needs of communities, especially of the urban poor, making case studies of the existing infrastructure of city hospitals and reviewing the functioning of the OPEC-funded specialist hospital that presently suffers from many problems. This would enable the City Council to work for improvements.

Urban environmental management

As in most Indian cities of similar size, the present appalling environmental condition of Raichur stands out. Sewage, abattoir and industrial wastes with an as yet undocumented impact on community health, heavily pollute a large tank that has however, high recreational potential. Most attempts to understand the city's environmental problems have been piecemeal and there is a need for comprehensive review. A study is urgently needed to assess the environmental management requirements of the city. A case study of the city tank needs to be made, along with a survey of city-wide sanitary and water supply systems, plus requirements for improvements. A list of small, medium and large industrial units in the city area needs to be compiled so as to develop an understanding of the type and the extent of the pollution they cause. Results from these studies could be used to develop a list of environmental management priorities and identify infrastructure projects needed to contain environmental pollution. There needs also to be an assessment of the effect on the environment and on public health of Raichur Thermal Power Station.

Involvement of civil society

As the goal of Community Access 2000 is to ensure an effective citizen-government engagement in managing and developing Raichur, it is crucial to understand the existing capacity of civil society for such a commitment. A review of recent community involvement in city government needs to be made and data on various civic organisations compiled. A two-day inter-disciplinary public hearing needs to be held to develop a comprehensive understanding of constraints and opportunities in Raichur city. Sectoral groups (such as the urban poor, the middle class, industry and the private sector, the informal sector, educational institutions, NGO/CBOs, health administrators, and so on) need to be encouraged to produce group charters and then develop a common charter for the city. The results of prior studies need to be discussed at this forum. Such engagement would also help to launch the creation of a dynamic inter-sectoral civic community that could progressively commit to more participatory city administration.

Health and Environmental Improvement Project in Yen Baï, Vietnam

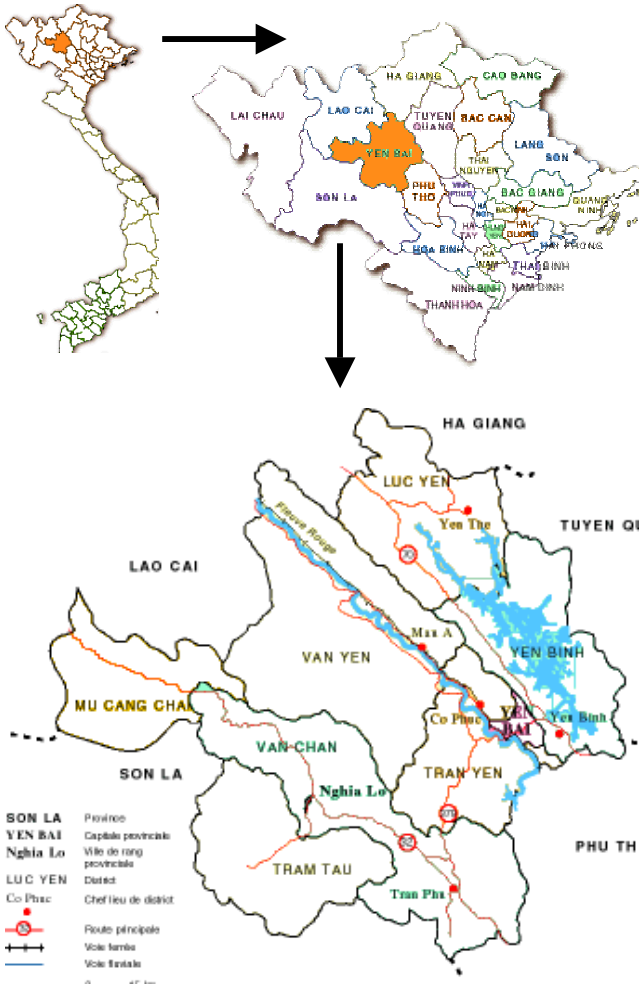
Karine Trystram, Conseil Géneral Du Val-De-Marne, Créteil, Cédex, France

Background

Vietnamese partners in Yen Baï requested from the outset that the scope of collaboration between the General Council of Val-de-Marne (a French *département* or county near Paris) and the Peoples Committee would be devoted to health and environmental improvement. The collaboration of the Val-de-Marne *Département* has therefore concentrated, as initially agreed between the French and Vietnamese partners, on the construction of a pumping station and a water purification plant for the town of Yen Baï and the provision of biomedical material for Yen Baï hospital. Training missions for senior health-care workers have therefore been developed accordingly on a range of measures for drinking water supplies, sanitation and the treatment of hospital waste. This programme is currently being completed.

However, following several missions to Yen Baï by experts from the General Council of Val-de-Marne, local partners have drawn attention to the environmental health situation in smaller urban centres, particularly the need to improve the quality of water mains, as the health-care centres have insufficient equipment to treat hospital waste and therefore, are unable to control the quality of by-products resulting from their activities (liquid and solid waste).

The Province of Yen Baï, a mountainous region, situated 180 km northwest of Hanoi, has a population of approximately 700,000. It is a province consisting of high plateaus, surrounded by the province of Lao Cai to the North, Vinh Phu to the South, Tuyen Quang and Phu Tho to the East and Son La to the West. The province of Yen Baï forms a link between the provinces of the Northwest and those of the Northeast and forms a point of entry between the border with China and the capital. The province covers an area of 6,808 km² and 70% of the land area consists of mountains and high plateaus. 70 out of the 159 districts of the province are situated on these high plateaus.



Given these conditions, the health risks for patients treated at the health-care centres, as well as for the surrounding populations, are a major cause for concern and demand the improvement of the health-care

system in the long term with the development of preventive systems in daily professional practice in the short term. Medical experts have identified some basic hygiene difficulties during their missions. While the technical skills of doctors in the main hospital are quite satisfactory in their areas of specialisation, the shortcomings are clear in terms of basic hygiene rules for all health workers.

It is important to point out that improvements made in the quality and availability of water supply will lead to increased consumption and therefore an increased production of wastewater, which in turn will have environmental repercussions. It is therefore important that we should anticipate the process holistically with regard to these problems.

Similarly, since the provincial economy relies heavily on farming and forestry activities (representing 80.6 % of the employment of working population), any changes made in the health sector in small urban centres will have an immediate impact on other sectors. Indeed, the level of pollution in the water used by different populations, particularly urban, varies and largely stems from practices upstream.

Since Yen Baï province is a mountainous area, water flows downhill to urban centres in the valleys. Provincial authorities have identified a high pollution rate, caused particularly by insoluble particles and organic matter. They have recorded results that do not comply with acceptable hygiene standards (Coliforme index). This is true of the Red River, which flows though Yen Baï province, as well as all other water courses and lakes in the region. On the basis of several studies and observations, provincial health services have identified numerous diseases which could be caused by using poor quality water (hepatitis, goitre and diarrhoea, particularly among infants). The aim is to extend the benefits of the project to the entire population of the province.

The collaboration is based on a constant concern for global consistency and long-term development, which, in this context involves taking into account the methods used by tea producers, particularly regarding the use of phytopathological products, manure spreading techniques and their effects on the health of the population and the environment.

The province is specialized particularly in the cultivation of tea and possesses large areas of tea cultivation. Tea-cultivation in Yen Baï (over 9,000 ha) accounts for more than 11% of all cultivated areas. The provincial health protection centre has identified a significant number of diseases linked to the use of phytopathological products on crops with a high level of neurological symptoms and an abnormally high rate of spontaneous abortions.

Moreover, it is essential to acknowledge that all tea policies implemented in the province take into account the ethnic dimension, characterized by many national minorities: Tay (17.3%), Dao (9.1%), H'môngs (7.7%) and Thai (6%), make up most of the population outside the town of Yen Baï. These minorities are distributed throughout the province according to linguistic and altimetric criteria. This socio-cultural dimension must be taken into account in all cases if interventions are to be effective and also because of the economic impact (communication problems, etc.) on local populations. In addition to geographical and sometimes linguistic difficulties faced when working with these communities, there is a real cultural problem linked to the history of relations between these minorities and the central government of Vietnam. However, the Peoples' Committee has expressed a desire for intervention which takes into account all provincial ethnic groups. The project has taken into consideration these issues in all their complexity.

The General Council of Val-de-Marne has been involved since 1998 in this isolated province of Vietnam. It has only worked in the area around the capital of Yen Baï province, namely in the district of Yen Baï (representing 70,000 of the 700,000 inhabitants of the province). However, work carried out in the limited area around the provincial capital highlights the problems found in other urban centres that have formed different population basins in the rest of the province.

The general aim of this project is to improve public health by intervening in the water, hygiene and health care sectors, by developing the skills and knowledge of local civil servants with regard to health protection and by pooling medical practices and structures, particularly those that are linked to the use of water and water pollution caused by using phytopathological products.

Specific objectives

- To draw up a general analysis of the standard of equipment used and the different problems related to water supply, sanitation and waste treatment in the main health-care centres in the province and their proposed structures (development of the possibility of network structuring) by introducing "code of conduct" agreements for local services, users and the population in general
- To illustrate these agreements by pilot experiments in health-care centres
- To establish a method of processing data collected by local health authorities for statistical purposes and to create a management structure for the care system (epidemiological studies)
- To make it easier for local authorities to identify methods for defining and preventing health risks and to take effective preventive measures in the areas of public health and the environment
- To provide resources to local health-care centres, enabling them to develop environmental solutions to reduce illnesses, particularly those linked to the use of phytopathological products in tea crops
- To encourage the sharing of skills and to develop an understanding of complementary practices in traditional and "modern" medicine

All activities relating to the health of the population are initiated, undertaken and implemented by provincial authorities. This explains why action focuses mainly on public representatives in provincial organisations, who may be able to establish links with intermediate target groups and also inform and raise the awareness of the population to alter their behaviour, improve hygiene levels and protect against environmental degradation.

The province is made up of 30 different ethnic groups. These minorities generally live in villages in mountainous areas where poverty levels are particularly high. The Peoples' Committee in Yen Baï province has implemented a number of measures to improve the standard of living of these disadvantaged minorities, particularly in the areas of education and health.

A special class has been organised at the medical school, for example, for students from ethnic minorities. A foundation year has been added to the course, with the aim of improving their general knowledge. This class is a "guarantee" for the provincial authorities that trained senior health-care workers will return to small urban centres, which are far away from the provincial capital. It is generally difficult for provincial

authorities to motivate staff to go to work in isolated mountainous regions; however, a large proportion of people from minority groups would like to return to their homeland on completing their studies.

Project aims and approach

The co-operative project presented by Val-de-Marne, Tuscany and Yen Baï Province focuses on small regional urban centres. It is intended to improve the management of public health and enhance knowledge, in order to adopt environmental protection methods through improved construction projects and equipment.

Due to Yen Baï's geographical location and the activities developed there, it is essential to take into account the environment surrounding the urban area. The specific topography and the socio-economic structure of Yen Baï province have a strong impact on the town and the downstream area. This calls for intervention in the surrounding regions of these urban areas in order to guarantee positive results on health. Project activities have been developed on a partnership basis, taking into account the specific skills of European and Asian communities. The core aim of the project is to provide improved access to high-quality services to the most disadvantaged populations in the province, namely ethnic minorities, and to conduct specific actions concerning the members of the Women's Union.

We have stimulated interest in tackling public health problems beyond the gates of the city of Yen Baï. The project therefore has to include all public health bodies in the province and deal with different work themes that focus on a common goal. In this way, the activities outlined above have mobilised health professionals, water and waste management technicians and the heads of the largest economic communities in provincial centres as well as in county towns and their surrounding areas.

This broad scope of intervention requires successful coordination between players and between activities sharing the same objective. It is important to take into account this general convergence at provincial level in order to implement the project's plan of action. A bilingual coordinator (French-Vietnamese or/and English-Vietnamese) will therefore be engaged on a permanent basis to co-ordinate all levels of activity. The coordinator will work in close association with the European partners in the project, so as to develop a network effect favouring links between different areas of concern and corresponding territorial levels.

Responding to the request formulated by the Popular Committee for the improvement of hygiene and health conditions throughout the province, a rapid assessment was made of both the means and the know-how available. This convinced Val-de-Marne General Council that they are not probably in a position to conduct such an intervention single-handedly. In fact, an activity targeted at smaller urban centres, (district county towns of 1,800 to 16,000 inhabitants) means taking into consideration all activities in the immediate areas. This is the case with farming activity, especially tea cultivation (80% of farming activity in the province), which influences the nature of work to be carried out in order to improve hygiene conditions and water quality much more directly than within a city such as Yen Baï.

An approach on this scale therefore requires the structuring of a powerful partnership to mobilise appropriate technical and financial means that will exploit expertise and specific skills, which clearly go hand in hand (*Département* of Val-de-Marne, Regione Toscane, and Yen Baï Province). In our opinion, Asia Urbs seems to provide the ideal framework for

such a process. Furthermore, the two European administrative districts collaborating on this project (Regione Toscane – *Département* of Val-de-Marne), besides offering their scientific skills specific to health, environment and structural adjustment, are equipped with services recognised as "high-tech" at the European level. Bearing this in mind, we considered it encouraging and innovative to emphasise the know-how of our Vietnamese partners in the experiment, know which is still undervalued from the point of view of traditional medical practice.

According to the set-up objectives, the project is coming to a close, with a methodology which is similar in principle: it appears to us essential to establish a diagnosis of the situation and needs in order to implement training activities followed by practical application with the main target groups. As far as "water cycle" factors are concerned, the development of protocols, in other words, reference documents proposing a common methodology for treatment centres, will therefore come at an appropriate time. If the diagnosis seems different according to the importance of the site (hospital, health centre, etc.), it is necessary for understanding the overall methodology of water/waste-purification to bring all within the scope of the same logic. There are many areas where information has to be collected, including medical practices (medical profession), individual practices (patients and family), professional practices and level of services (water purification, waste treatment, building regulations, etc), training and socio-cultural aspects of the local population.

The aim is to apply a methodology based on the point of view of both public health specialists and environmental advocates so as to best exploit their respective professional expertise. This involves consideration of the reciprocal link existing between all practices within the treatment centre with patients or visitors on the one hand, and with on-site professionals on the other hand, whether they are from medical fields or technical fields involved in the maintenance of health facilities and equipment. The work conducted through these different activities therefore implies a participatory approache and the mobilisation of populations involved in this project.

The relationship between the *Département* of Val-de-Marne and the Popular Committee of Yen Baï province shows a mutual willingness for lasting co-operation. Since 1995, the decision-making authorities of Val-de-Marne *Département* have voted in favour of this partnership and renewed their support in 1999. The field of collaboration was identified with the Vietnamese partners according to specific skills of Val-de-Marne *Département*, and a bilateral co-operation agreement was signed in January 2000. Although the first projects concerned water and health, the agreement also stipulated the pursuit of cultural or sports exchanges as subsequent avenues of collaboration. Decentralised co-operation as understood by Val-de-Marne's authorities applies only to the sustainability, continuity and follow-up of a mutually beneficial relationship.

Conclusion

The project presented within the framework of the Asia Urbs Programme is exemplary in its scope and its overall understanding of problems. Its primary aim is the sharing of skills and experiences between different people and institutions, but whose complementarity is a source of mutual enrichment. It offers potential for our combined activity to continue beyond the end of this project. This means that the tools, skills and experiences that have been exchanged over the last two years, will be followed up regularly and will strengthen the framework for future co-operation.

Environmental Programme for Management of Refuse and Disposal of Waste Water in District 5 of Ho Chi Minh City, Vietnam

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The present project is mainly concerned with the issues of urban environment related to conservation, rehabilitation and management of water and wastewater infrastructure.

Background

The metropolitan area of Ho Chi Minh City (HCMC) covers about 2 094 km^2 with 18 inner urban districts occupying an area of 140 km^2. The official population is around 5m. In addition, it is estimated that a further 2m unregistered residents live in HCMC. Average population density is about 22 persons/km^2 and goes up to 60 persons/km^2 in some districts, such as District 5. There is an alarming demographic growth rate of the city, even using official figures, from 5 million in 2000 to 10 million in 2020.

HCMC is Vietnam's major industrial and commercial centre, and currently contributes approximately 35% of total industrial production of the country and accounts for roughly 25% of Vietnam's economic growth. HCMC has about 26,500 industries, the majority of which are small-scale ones located mainly within residential areas. There are about 700 medium or large-scale industries of which about 500 are located within urban districts, but few have pollution control equipment.

Despite the already high density, the population of the city continues to increase at the rate of about 2.4% per annum. The natural population increase is 1.6% (however, this trend likely to decrease through increasing family planning awareness) but the increase of population from in-migration is still strong and uncontrolled. This continuous increase in population is exerting serious environmental pressure on HCMC and overloads many of the city's existing facilities such as:

- *Housing:* 24,000 families live in riverside slum areas due to housing shortages
- *Traffic:* Traffic density on main streets is over 15,500 vehicles/hour. At the end of 2000 there were about 1,600,000 motorcycles, and 130,000 automobiles officially registered in HCMC. By far the greatest cause of air pollution and public health concern is from vehicle emissions
- *The sewerage system:* there are about 105 km of sewers, but they are in poor repair. The present wastewater load is an estimated 650,000 m^3 of untreated domestic wastewater a day, of which 46% is effluent from septic tanks
- *Domestic solid waste:* 4,000 tons a day are collected and treated; *Hospital waste:* 4 tons a day are collected and treated.

Problems with refuse management and wastewater disposal are considerable. The environmental problems of the city are too great to be incorporated within a single Asia Urbs project. Following discussions between project partners, it was agreed that the present project would be piloted in District 5 (ChoLon district).

District 5

District 5 is one of the two smallest districts in HCMC, covering about 4.14 km^2 (0.2 % of the city area). The population density is 60,000 persons/km^2 of which ethnic Chinese

account for 37%. There is thriving commercial activity, with 14,989 home-registered traders, 2,000 home craft workshops, 9 state companies, 1,252 medium-sized factories and 13 small and large markets. Important commercial centres constitute the main commercial exchanges of Vietnam. Medical facilities include 14 hospitals, a district health centre, and 400 private heath facilities. Six of the hospitals do not yet have wastewater treatment systems. There are about 66 educational institutions including universities, high schools, secondary schools, primary schools and 120 kindergartens.

A total of 250 tons a day of domestic waste is disposed of, of which 30–50 tons of different wastes are directly dumped into canals every day by the 2,000 households and 200 small-scale enterprises along their banks. Waste collection equipment comprises 100 public service handcarts and 200 private handcarts.

Partnership

The project is an urban environmental improvement programme of HCMC in partnership with:

- Project leader: La Diputacion de Valencia, Spain
- City of Marseilles, France
- Association AVEC (Agence pour le Vietnam d'Etudes Economiques et de Conseil)
- Fundación IPEC (Instituto Portuario de Estudios y Cooperación de la Comunidad Valenciana)
- The NGO ENDA Vietnam (Environmental Development Action in the Third World)
- DOSTE of HCMC (Department Of Science, Technology and Environment)

Objectives

The main objectives of the programme are training and the transfer of "know-how" adapted to local needs. The two following problems will be tackled:

1. Management of domestic waste,
2. Improvement of the effluent disposal system of District 5.

Furthermore, this is in line with the programme of action that has already been undertaken for a number of years by HCMC-DOSTE and ENDA-Vietnam.

The aim of the project is to improve the working environmental conditions of a very poor population living on rag collection and refuse recycling, which gathers and sorts refuse from throughout the city. These men, women and children live in extremely precarious conditions. They will directly benefit from the project.

Finally, part of the project is concerned with the improvement of sanitary conditions in the neighbourhood around a leading hospital in Vietnam, the hospital and health centre for tropical diseases, where hundreds of sick patients are treated, and whose effluent goes directly into nearby canals. The project will bring an immediate improvement of environmental health conditions for thousands of people living near the hospital and along canal banks. The project intends to improve general living conditions for defined target groups, as well as the surrounding population, by undertaking concrete actions to develop waste treatment infrastructure.

Presentation of the project

Needs

District 5 is largely inhabited by ethnic Chinese, who run many small shops and stalls in the area's numerous markets. The volume of refuse is quite high and has an important impact on the situation of the target group of rag collectors and their households.

This project will principally focus on the treatment and disposal of the effluent from the hospital for tropical diseases, which is affecting the health conditions of its locality. The hospital treats diarrhoea, typhoid, viral hepatitis, AIDS, leptospirosis, meningitis, petechial fever, malaria, measles, tetanus, diphtheria, and polio. The health centre has 500 beds, of which half are for adults and half for children. The centre currently disposes of 600 m^3 hazardous non-treated wastewater everyday. The sewage system of the hospital is completely obsolete and non-operational. In fact, it collects highly dangerous untreated sewage and discharges it into the surrounding areas of this overcrowded district. Hence, there is an obvious and urgent need, in terms of appropriate infrastructure, for its safe removal and treatment. The project will provide financial and technological support for treating the wastewater of the hospital. All these needs fit within the general environmental improvement programme for the district.

Constraints

From the refuse management point of view these are:

- Dense population in District 5.
- Specialised economic activity, many small traders engaged in food production, which generates a large volume of refuse.
- Old buildings along networks of narrow alleys with poor access for standard refuse collection trucks.
- A complex organisational structure with public services and private operators' respective roles in refuse collection undefined.

From the effluent disposal point of view:

- The sewage discharge system of the hospital has been idle for several years.
- The sewage evacuation system dates back to the French colonial period and has never since been modified or modernised.
- The presence of the tropical disease hospital in the heart of a densely populated area criss-crossed by several canals into which highly toxic and contagious waste from the hospital is discharged.

Reasons for the selection of target groups and activities

The primary objectives are:

- To put into effect the commitment of the Vietnamese authorities to environmental improvement in District 5 where the dense population and a large volume of refuse is generated.
- To carry out complementary programmes building on earlier initiatives already made by local authorities, DOSTE and ENDA to increase public awareness of environmental problems and reconstruct or upgrade sanitary facilities.

Refuse and rag collectors have an important role in the collection and disposal of city waste. They operate in sectors that are particularly inaccessible to public services, such as where there is a lack of funding or where streets are too narrow for service trucks to enter. They help directly improve sanitary conditions in these areas. The informal refuse

collection sector provides an important source of income for a large number of families through recycling.

Staff and patients of the tropical disease hospital, as well as local residents, many of them children, are exposed to serious health risks when they use water from the canals contaminated by hospital waste. This situation needs to be addressed by improving wastewater treatment at the hospital as well as by treating contaminated water further upstream.

Relevance of the project to the target groups

This environmental scheme will help to improve public health in the target area through better management of refuse and improvement of the hospital waste treatment system. The project will address the health problems of the target groups (refuse and rag collectors) by improving their working conditions, and also increase their economic security by introducing a system of self-administered mini-loans. Hospital staff and patients, the other target group, will see a reduced risk of contagious diseases, especially in hospital-related infection. Moreover, sanitary conditions for people living in the vicinity of the hospital will also be considerably improved.

Activity 1: The transfer of know-how and technology

This project had two phases:

A - In depth analysis and diagnosis

In terms of domestic and industrial wastewater disposal:

- *Domestic:* Special attention will be paid to the way in which the population manages the water/solid waste interface. The intention is to limit to a minimum discharges of organic solids via wastewater.
- *Industrial:* The mode of evacuation of liquid and solid refuse will be analysed according to activity type, with special focus on solid and liquid toxic refuse.
- *Refuse sorting and management:* Evaluation of collection rates - an in-depth study will be made of the means for implementation, economic and social aspects of different methods of collection and their environmental impact.
- *Inventory:* Stocks of household, special types of refuse and approaches to non-household refuse will be inventoried.
- *Resident survey:* A survey will be carried out with the aim of determining residents' expectations, as well as their quantitative requirements for water for different uses.

B - Preparation of an action plan

In terms of waste water disposal:

A checklist was compiled for the Vietnamese authorities for the management of various types of waste disposal facilities, particularly in areas with acute problems.

In terms of management and refuse sorting

An action plan for: - improvement of technical means for the disposal of refuse; - organisation of the activity of collectors and rag pickers as a pilot operation, initially within a limited area, and gradually extending to other areas of District 5.

Communication and awareness building

Workshops for school students and the general public on the problems of inadequate solid and liquid waste disposal on land or in and around canals, and the effect on general quality of life. Promote appropriate practices and consumption behaviour to reduce the quantity of waste.

DOSTE, District 5, ENDA, AVEC, together with other civic associations, such as women's and youth groups, create appropriate leaflets and posters to spread the project message during its initial phase.

Publication of leaflets aimed at private companies, giving information on appropriate management of solid and liquid waste. Special emphasis will be given to toxic waste, which even in small quantities can cause serious environmental damage.

Activity 2: Training

Two training modules are to be organised within the local authority, targeting Vietnamese staff responsible for environment management: The first will be carried out in HCMC. The Diputacion de Valencia and the Fundacion IPEC will organise the second course.

A - Environmental awareness seminar in Valencia

The objectives of the seminar were to:

- Increase knowledge of approaches to environmental protection
- Identify environmental problems, their causes and effects
- General actions for environmental improvement.

B - Course on the management and treatment of urban and dangerous wastes in Valencia

The objectives of the course were to:

- To provide a broad knowledge of the characteristics of production, collection, transportation, treatment of urban wastes, and related regulatory/legislative frameworks

C - Course on the management and treatment of sanitary residual water in Valencia

The objectives of the course were to:

- To study sanitary residual water treatment, its administration and ways of improving it
- To study the characteristics of spillage
- To study specific regulatory legislation and its application
- To study the purification and treatment of wastewater

Sources of funding

Applicants' financial contribution was 250,000 EUROs (35%) ; the contribution sought from the European Commission was 500,000 EUROs (65%); making a total of 750,000 EUROs.

Conclusion

The project falls within one of the main priorities of the Asia Urbs Programme, namely: improving the urban environment. It involves the transfer of know-how between local authorities of HCMC and European cities in the field of environmental management, and the improvement of refuse disposal and wastewater treatment infrastructure. The project thus meets the required criteria of Asia Urbs programme:

- Realism: it targets a precise sector and not the whole city

- Replicability to other areas of HCMC
- Continuity within the framework of actions already undertaken by the local authorities (DOSTE and ENDA)
- Pragmatic in relation to appropriate actions and infrastructure development
- Innovatory, thanks to micro-loan policies for scavengers and rag pickers, giving them access to a sustainable, steady source of income; technical support for treating hospital waste to reduce health hazards both within and outside the hospital

Cities, Poverty and Environment in Colombo, Sri Lanka

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Background

The City of Colombo is the financial and commercial centre of Sri Lanka. This probably because the port of Colombo was for the last two centuries the import and export hub of the country. Colombo Municipal Council is an elected body. It is not only the oldest local authority in Sri Lanka but also one of the oldest in South Asia.

Colombo is a coastal town of 37.25 km^2 with a resident population of nearly 1m, and a further 0.5m transient population, which comes to the city for commercial, educational and other purposes. Colombo has a housing stock of over 120,000 units, of which nearly 46% are "undeserved" settlements consisting of slums, shanties, and tenements. Population density varies from 180 to 300 people per hectare. The population growth rate is around 1.14%. The city was planned over 100 years ago for a population of 100,000, but has since grown and diversified, without developing adequate infrastructure. The scale of urbanisation, resulting from rural to urban migration, increased investment; increased demand for basic services, has brought about a number of problems, of which unequal income distribution and the resulting poverty are the most acute.

Poverty

Poverty is a product of a multitude of circumstances. Almost half the population lives in slums and shanties and in crowded, substandard one-room homes on one or two narrow plots of land. Land and shelter limitations act against the traditional nuclear family that households were used to. Many elderly people are uncared for and seek entry to residential institutions for the aged. The city poor also lacks easy access to secondary and tertiary health services and schools. The nutritional levels of pregnant women and young children are low and nearly half of primary school-age children suffer from some degree of malnutrition. Early school leaving, and low levels of educational attainment of the children of the urban poor are serious problems. Whilst immunisation coverage levels are over 80 % in most poor areas, quality of life is threatened by lack of facilities, opportunities for social mobility and access to basic services.

Poverty in Colombo City is not entirely an economic phenomenon. Many who live in low-income settlements are not necessarily poor in economic terms. Their poverty is mainly due to inadequate access to basic environmental services such as water supply and drainage, sewerage, garbage disposal, electricity, roads and the resultant exposure to environment-related problems such as water-borne diseases.

The city poor also lack security of land tenure and adequate housing. Many lack employment skills and job training opportunities. Besides this, they have few negotiable assets to increase their social mobility.

Environment

Low-income settlements are an unsightly feature of the city. The environment has been greatly affected as a result of poverty. Poverty has in turn had numerous environmental effects: the spread of disease and the pollution of water reserves and lakes. Unhygienic

food shops and stalls crowding along roadsides are common, and mostly serve the needs of low-income residents. Poor and unhygienic toilet facilities in low-income settlements are a common feature, and the overflow of sewers and unauthorised outlets to rainwater drains are major problems.

Poverty reduction efforts

The council adopted an approach to meet basic needs, bring people closer together in a partnership/participatory approach and improve their capacity to solve these problems rather than providing ready-made fixes. The basic components of this approach are to:

- Improve public services, reaching the poor through partnerships
- Increase income-earning capacity of the poor
- Participation of the poor in the process
- Flow of goods and services to meet the needs of all sectors.

Initiatives towards poverty reduction

Partnerships with the community - Community Development Councils (CDCs)

People's participation is vital in the planning, development and implementation process. In an effort to mobilise community interest and make the community partners in the process, most "undeserved" settlements have been encouraged to form democratic community associations, called Community Development Councils (CDCs).

Through CDCs, they elect their community leaders, who are encouraged to meet council staff to discuss the services required. They also meet the Mayor monthly to discuss development needs. In the recent past, through various international donors, agency programmes such as the Urban Management Programme (UMP/UN-Habitat) and the Sustainable Cities Programme (SCP/UNDP), efforts have been taken through NGOs to strengthen the CDCs.

Through these CDCs, the following results have been achieved:

- CDCs have been identified as stakeholder groups and invited to discuss city development issues
- Their presence has helped to change attitudes among elected members as well as council officials to recognise the poor as a "resource" in city development
- CDCs are being given opportunities to participate in major development activities of the city
- They have been accepted as partners in city development, whereby they are invited to perform community-level municipal functions on their own (contract) or through partnerships with NGOs, the private sector and others.

Partnerships with elected members

It was the experience of Colombo that some large-scale development efforts launched in the city failed to recognise and respond to the smaller-scale problems of the community, particularly in "undeserved" settlements. In an effort to provide and improve basic services to these settlements, the Council has now made available a budget of 1.5m rupees to each of the 53 elected members of the Council for use in their constituencies. Under this programme, projects in low-income areas are identified by elected members

in consultation with their constituents to provide facilities such as drinking water, sewerage, toilets, concrete road paving and metalling.

This programme was initiated in 1999, and during the first year, 627 projects were completed. A thousand such projects should be completed this year.

Partnerships with the private sector

The private sector has a critical role to play in city development. The development of a socially responsible private sector has been made possible through the establishment of the 'Colombo Business Partnership Programme'. There are a number of projects to improve living conditions for the poor through such partnership:

- Maintenance of the Western dispensaries
- Maintenance and improvement of city parks and playgrounds
- Provision of public toilets

Partnerships with international donor agencies

The City is involved in a number of poverty alleviation partnership programmes with international donor agencies. These include:

- Urban Management Programme (UMP)
- DFID Poverty Audit Programme
- Sustainable Cities Programme (SCP)
- GTZ Programme
- City Development Strategy (CDS)

The recently-initiated Urban Poverty Reduction Programme has been sponsored by DFID with the assistance of UN-Habitat/UMP and implemented by Colombo Municipal Council and a NGO (SEVANATHA). The main objectives of the project are:

- Strategic planning for poverty reduction in Colombo City
- Strengthening and empowerment of CBOs
- Capacity-building in Municipal District Offices
- Ensure sustainability of participatory development

Proposed activities are:

- Development of Strategic Action Plan for urban poverty reduction through community empowerment
- Preparation of a poverty profile for Colombo
- Pilot projects for poverty reduction
- Empowering CBOs through the strengthening of CDCs
- Establishment of District Community Management Forum-DCMF
- Development of rules and procedures for strengthening CDCs
- Capacity-building in Municipal District Offices
- Review of present strengths and capacities
- Capacity development plan for CMC district offices
- Documentation and sharing of programme experiences

Public day

Each Wednesday, the Mayor, Commissioner, heads of departments and other officers are available at a single venue to meet the public. In this way, marginalised groups have an opportunity for direct access to senior staff, so that concerted action can be taken on multidimensional problems of the community.

Projects aimed at empowering the poor

The objective of this policy is to reduce population pressure by offering opportunities to better their chances of social mobility. Under this programme the Council provides the following:

- Sewing training centres
- Career guidance/educational counselling
- Information Technology facilities
- Computer literacy training
- Vocational Training
- Library services /study halls/pre-school education

These programmes have a positive impact on school drop-out rates and improve employment opportunities.

Welfare measures

- Western dispensaries
- Free maternity homes
- Free community centres
- Subsidised reception halls
- Playgrounds

These are aimed at alleviating major public health problems identified in the settlements. These welfare measures, particularly in the health sector, are necessary until such time that "undeserved" settlements have adequate essential infrastructure.

Conclusion

Poverty is a multifaceted issue, which changes continually in response to social, political, financial and environmental changes. A coordinated mechanism to identify and respond to the needs of the poor is essential. The informal sector should be recognised as an important employment generation sector of the population, which needs to be incorporated into the mainstream of the city's economy and culture. The barriers to basic education, entertainment, house ownership and access to other social rights should rapidly be lifted.

Empowerment is the main theme of future city development. Citizens are ever more convinced that the city government alone cannot solve problems, and the need for partnerships has now been established. Colombo Municipal Council is determined to improve the situation of the underprivileged in the city through participatory approaches involving civil society, the private sector and communities.

Innovative Approaches to Urban Poverty Alleviation in India

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Urban poverty in India

The urban population of India is increasing at a rapid rate, from 25 million in 1901 to over 217 million in 1991. Though India is not an urbanised country, as only 26% of the population lives in urban areas in absolute terms, it has the highest concentration of urban population in the world after China. Some projections indicate that by 2021 India will have an urban population of 550 million, or over 40% of the population. The United Nations, gave a higher projection of 1,230 million by 2025, of which 658 million would be urban, or about 53% of the population.

One of the consequences of urban growth is an increase in the level of poverty. The poverty line in India is based on the monetary equivalent of a minimum level of consumption required for humans in both rural and urban areas. Official estimates in 1987-88 set the urban poor at about 57 million, or 27.7% of total urban population. The Planning Commission made a 1993-94 estimate that the urban population below the poverty line in India is 76.3 million, or about 32.36% of total urban population. The latest estimates in June 2000 set the figure at about 67 million, or 23.62% of total urban population. Therefore, there has been a 10% reduction in urban poverty from 1991 to 2001 in India.

Poverty manifests itself in several forms like slums and squatter settlements, the growth of informal sector activities and casual labour, lack of access to basic services, low levels of employment, and the absence of education or health opportunities. The Government of India developed different programmes to deal with urban poverty, in particular, the Urban Community Development Programme (UCDP), Environmental Improvement of Urban Slums (EIUS) programme, Urban Basic Services (UBS) and Urban Basic Services for the Poor (UBSP), Nehru Rojgar Yojana (NRY), Prime Minister's Urban Poverty Eradication Programme (PMIUPEP).

With the success of a participatory approach in implementing urban poverty alleviation programmes, the Government initiated Swarna Jayanti Shahari Rojgar Yojana (SJSRY) for implementation in all urban local bodies in the country, adopting a community participatory approach. This was implemented in all Indian cities from December 1997; all other programmes were merged under the umbrella of this programme.

What is urban poverty?

Poverty is a complex phenomenon. It has no singular cause, be it at the micro- or macro-scale. It is not linear in its manifestations, neither is it static in condition. Rather, it is the result of several interrelated factors that impinge upon individuals, families and communities. The extent of poverty is calculated by counting the number of people living below the poverty line. This poverty line is defined in terms of per capita income that is essential for an individual to meet minimum calorific and non-food requirements of physical existence.

While figures are useful for planning purposes, it is widely acknowledged that poverty cannot be defined on the basis of income criteria alone. Income data is subject to

inaccuracy and manipulations and does not reflect all the different social, economic, cultural, political, environmental and behavioural factors that constitute the syndrome of deprivation. Poverty must be recognised as a multi-faceted, multi-dimensional phenomenon. The starting point for this is to recognise that urban poverty is intrinsic to the nature of the process of urbanisation that is unfolding in cities and towns in India.

Innovations for urban poverty alleviation – 7C approaches

Urban poverty needs to be tackled from various angles, including provision of employment/self-employment, provision of basic urban services such as water, sanitation, toilets, garbage collection, provision of social services such as education, health, nutrition, clean environment, and so on, and in addition, the empowerment of women, which is an important element of poverty alleviation. Indian urban poverty alleviation programmes are implemented on the basis of "seven innovative principles". It has been observed that thanks to this approach there has been a 10% reduction in urban poverty in India in the last decade. These are:

- **C**hild and mother focus
- **C**ommunity participation
- **C**onvergence planning
- **C**ost-effective local projects
- **C**overage of the programme
- **C**ontinuity (sustainability of the programme)
- **C**ommitment

1. Child and mother focus

68% of the slum population are women and children, hence, the majority of programmes are focused on them. For Urban Self-Employment Programmes (USEP), 30% of beneficiaries must be women. Women and children are given priority in any health, education and environmental programme. Single women's and other women's groups are offered soft loans for self-employment with 15% to 20% subsidies.

2. Community participation

Under this innovative approach, community structures are established and promoted to provide supporting and facilitating mechanisms for local (slum) development. This strategy has been evolved over the past 10 years. It provides a system of community mobilisation and organisation of women in urban poor communities, through a network of neighbourhood groups and neighbourhood committees, which are ultimately represented in Community Development Societies at ward or city level. These are registered societies at community level, recognised by municipal and district state authorities as partners in development. There are several types of community structures. Neighbourhood Groups (NHG) are an informal association of ten to forty, and sometimes more, poor women living close together. One or more women volunteers are chosen by the NHG as their representative(s). These Resident Community Volunteers (RCV):

- Serve as two-way "channels" of information and communication
- Mobilise and motivate neighbourhood families for community improvement
- Support planning, implementation and monitoring of activities at neighbourhood level

Neighbourhood Committees (NHC) are formal associations of all the women from various Neighbourhood Groups, with the RCVs as their representatives. *Community Development*

Society (CDS) is a coalition of the NHCs sharing common goals and objectives and the NHC or CDS leaders represent the community's needs at the ward or city level. NHCs or CDSs are usually registered and hence recognised and eligible to receive funds for community activities. They represent the NHCs or CDSs on the City Urban Poverty Alleviation Cell/Committee/Task Force, which includes all relevant city-level administrators of programmes and services. The community system of "CDS" provides a single window system of community organisation, which can support the efforts of all poverty eradication programmes, social sector schemes and physical improvement schemes through a process of community assessment, analysis and action.

3. Convergence planning

The programme is based on the principle of convergence. Wherever resources are available under schemes of other Government departments, these are to be converged and pooled with resources available under this programme, with a view to providing an integrated package of physical and social services to the urban poor. The approach does not intend to duplicate services to be provided by other agencies and programmes but to ensure that the sectoral agencies target and effectively reach all those eligible and interested.

4. Cost-effective local projects

This innovative principle envisages cost-effective, simple interventions and appropriate technologies. These should be low-cost, affordable and generally maintainable by user families and communities. Sophisticated, high-cost interventions, which are difficult and often expensive to implement and maintain, are to be discouraged.

5. Coverage

The entire slum population in a city is covered under this one umbrella programme. The population below the poverty line is given priority in all the programme's coverage.

6. Continuity (sustainability of the programme)

The programme in slum communities should be continued even when government support or agency support is withdrawn. This can be done if the two innovative principles of community participation and convergence are adhered to. The innovation is that urban poverty alleviation is guided by community fund raising systems. If the community saves Rs.1 (Indian Rupees) then Rs.5 will be added by the special government allocation and thus a community Corpus Fund is raised for community development programmes.

7. Commitment

For any urban poverty alleviation initiative, municipal staff implementing the programme and community workers at grassroots level must be committed, loyal and dedicated to it. They must have a flair for social binding and responsibility towards the urban poor.

Due to these seven successful innovative approaches, urban poverty alleviation is gradually but slowly working in a successful direction.

Urban poverty alleviation programmes

Urban poverty is a multi-dimensional phenomenon, which needs to be tackled through various means and approaches. Urban poverty and its alleviation are directly linked with the responses, functioning and quality of services of local authorities, while local authorities are subject to national and state control in many ways, but at the same time,

are responsible for tasks within their remit and for which they are best suited. The scheme contains different sub-schemes:

1. Urban Self-Employment Programme (USEP)

This programme will have three distinct parts, namely:

- Assistance to individual urban poor beneficiaries for setting up gainful self-employment ventures. 15% of the project is subsidised, 80% is a soft bank loan and 5% is a contribution by individual beneficiaries.
- Assistance to groups of urban poor women for setting up group job-creation schemes. This sub-scheme may be called "The Scheme for Development of Women and Children in the Urban Areas (DWCUA)". The government provides a 50% subsidy to women's groups, 45% is a soft bank loan and 5% is seed capital from groups themselves.
- Training of beneficiaries, potential beneficiaries and others associated with urban employment programmes for upgrading and acquisition of vocational and entrepreneurial skills. Costs are covered by government grants.

2. Urban Wage Employment Programme (UWEP)

This programme seeks to provide paid work for beneficiaries living below the poverty line within the jurisdiction of local authorities by utilising their labour for public works projects. Wages are as laid down by the Minimum Wages Act. Government grants are given to local authorities.

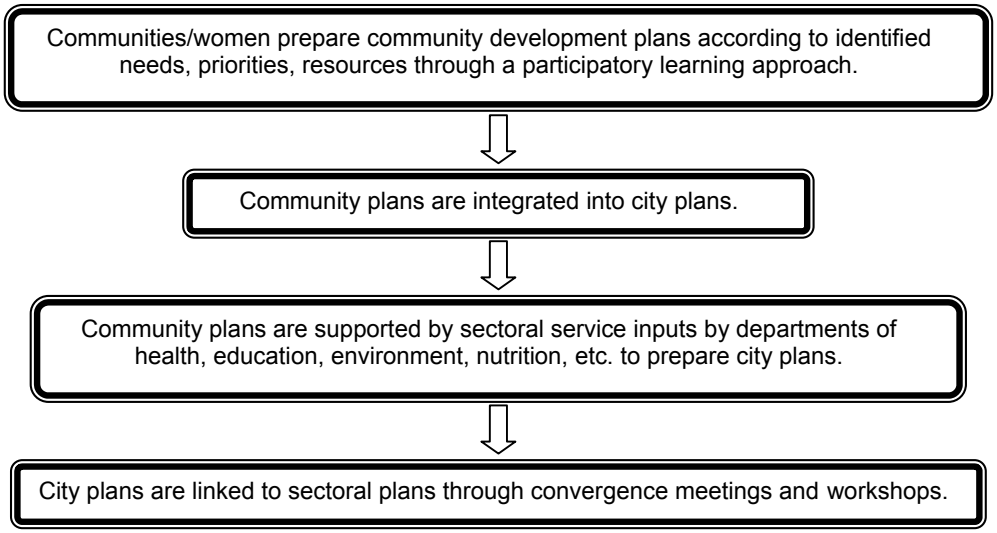
3. National Slum Development Programme (NSDP)

This programme was introduced in January 1998, with the objective of providing physical amenities like water supply, public toilets and baths, street lighting, and road widening or paving. There is provision for the construction of community centres; these can be used for pre-school education, adult education, and informal education, or any other community activities. There are government grants for providing communities with health and education facilities. There are loans and subsidies for slum dwellers to upgrade and rebuild housing. In addition, adequately funded systems have been set up to streamline different sectional and departmental health, nutrition, education, environmental improvement and other schemes. All the Urban Poverty Alleviation Programmes are implemented through the community-based Community Development Societies (CDSs). At the city-level, CDS representatives and leaders represent community needs and issues with the City Urban Poverty Alleviation Cell.

How CDs Work

Community Assessment, Analysis and Action	Identification of community needs problems, resources, strategies, constraints and solutions by NHGs and NHCs, together with officials from education, health, etc. departments to develop micro community development plans.
Community Partnerships	With government, NGOs, private agencies and others, for resource mobilisation to meet the requirements of community development plans, including fostering investment in cash or in kind by the community itself.
Community Monitoring	Monitoring the progress of community development plans through local systems of management and accountability.
Community Empowerment	Through individual and collective actions of residents, especially women; development of skills.
Choices to Women	Thrift and credit opportunities; linking women with skill training and opportunities to increase income through self enterprise and wage employment; development of leadership skills through training and community planning; creation of systems for information flow to household level and back to service agencies; all ensure that women have the knowledge and skills to make informed choices.
Community Transformation	Through the integration of community plans, sectoral plans and city plans with a pro-poor orientation for the achievement of social goals.

Bottom-Up-Planning Approach of the SJSRY



Role of Community Structures

- Assess and prioritise needs and identifying viable projects in the area
- Prepare micro-plans, proposals and applications
- Mobilise savings
- Build partnerships
- Develop skills through training
- Serve as a channel through which schemes are implemented
- Offer feedback and monitoring

Focus Group Discussions (NHC Meetings)

Focus group is an informal yet structured discussion in which a small number (usually 10-12) of respondents, under the guidance of a moderator, talk about topics of special importance to community needs. Participants are selected from a specific target population whose opinions and ideas are relevant to prioritise the needs. Usually more than one group session is conducted to ensure adequate coverage. The discussion is observed and recorded and provides the basis from which information and recommendations are obtained. Focus groups do not evaluate. They can indicate a range of knowledge and attitudes, but not the extent to which they prevail in the general population. Under the SJSRY scheme NHC meetings can have focus group discussions related to their basic services or other problems, aspirations, etc. NHC members can decide the theme.

Methods

- Prepare clear themes and questions
- Decide the target audience, and invite them. Start the session and make introductions
- Explain the purpose of the discussion and what is expected in terms of participation
- Establish the theme of discussion so that participants are focused on this and discussion can be streamlined

Innovative Approach to Slum Area Environmental Improvement in India

Shaila Virmani, Foundation for Organisational Research and Education (FORE), India

Delhi experiment

The Foundation for Organisational Research and Education (FORE) has developed a model of self-management of slums by women residents at the Janta Jeevan Camp, of 7,000 *jhuggis* and an approximate population of 40,000 in Tigri, near Khanpur Village of Delhi. With the support of FORE, about 4,000 women have organised themselves into an association called VICAS, which works towards improving the environmental and other living conditions of the camp. The association takes a nominal sum of Rs.1 per month from each *jhuggis,* which is used towards funding some of their activities. In this way, the community contributes both labour and funds.

The movement, spearheaded by women, arose out of the disillusionment of the poor with the services provided by the government. Government projects were often left incomplete, as occurred with the drainage system that was constructed in the camp. When the rains came there was immediate flooding in the middle of Tigri. A local resident said, as the drain water started flowing into his house - "Even when they were paving the drains, I told them that the slope was wrong. After all, we have also done construction work, so we know". To deal with such callousness, the residents decided to take upon themselves responsibility for improving the area. The massive Safai Abhiyan undertaken by VICAS reflects this amply, where all the residents joined to remove silt and mud, collecting garbage and incinerating it. A central location was identified where garbage was collected and burnt instead of everyone dumping it outside their homes.

Given the problem of cost recovery for installation of services, there have been some initiatives that work towards providing services such as community toilets, on payment of a small charge for maintenance. It has been found that women are more willing to make such payments. Attempts at networking NGOs working in slums with slum communities are being made through the Delhi-based Centre for NGOs, which serves as a link between NGOs and government agencies. It assists NGOs in obtaining funds, identifying resource people and getting access to other resources.

In ongoing Urban Poverty Alleviation Programmes, government bodies are stressing community participation through Neighbourhood Committees (NHC) and Community Development Societies (CDS). The success of such participation is reflected at grassroots level in many towns and cities where local communities and women are consulted prior to the adoption of a programme or new technology. Their needs and priorities are listed and accordingly community plans are forwarded to local bodies. While providing toilet facilities in slums, the location should be practical for women and children to use, especially at night.

The reasons for the limited involvement and impact of NGOs in the provision of shelter and basic services lies in (a) their strategy of addressing these issues, and (b) the limited powers that are vested in NGOs vis-à-vis the government. Even this strategy could be effective, despite the general insensitivity of government staff to local needs, if sufficient responsibility was delegated to NGOs. Secondly, given the necessary degree of

involvement of the government in most matters, whether it be the provision/purchase of land for shelter or water supply, voluntary groups are limited in what they can achieve, because of their limited powers.

Conclusion

For the future, the Government of India in its Ninth Five Year Plan (1997-2002) calls for eradicating income poverty by the year 2005. The Planning Commission of India interprets this goal as reducing income poverty to around 5% over the next 10 years. Is this realistic? There are reasons for optimism. First, official policies for alleviating poverty focus on human development priorities - including basic health and environment, basic education, safe drinking water and special attention for women and children's groups. Democratic participation is increasing, not just through local government, but also through community-based organisations (Community Development Societies) of women, which are organised around income-generating and thrift/credit activities.

As discussed, there are many innovative approaches planned for urban poverty alleviation. What India needs is sustained public action and community participation if it is to eliminate the worst forms of human poverty and promote an equitable expansion of social, economic and political opportunities. India did not see a consistent drop in urban poverty during the decades 1971-81 or 1981-91, and the reason may be that the focus was on heavy industry and public enterprises rather than on micro-enterprises that employ/self employ most of the urban poor. The better performance in the decade 1991-2001 is largely a result of pro-poor policies and programmes. As part of a strategy to alleviate poverty, the government introduced new programmes for self-employment and waged employment and instructed banks to direct 40% of lending to priority sectors.

To ensure integrated development, current programmes include basic services (physical and social amenities) projects. To achieve the objective, poor communities are empowered in identifying needs and encouraging participatory management at grassroots level. Poverty is reversible but only with the active participation of the poor themselves. It is recognised that when people set their own goals, develop their own approaches and take their own decisions in solving local problems, the result is development.

Helping to Build a Lasting Community: Considerations on the Concepts and Policies for a Sustainable Model of Community and Society from the City of Hue, Vietnam

Nguyen Nhiem, Director, Hue Bureau of Foreign Affairs, Vietnam and Bruno Amoroso, Professor, Roskilde University, Denmark

Problems of sustainable development

Sustainable development has become a key issue for most Asia Urbs projects. There is a wide range of problems that projects seek to deal with: environmental degradation, social exclusion, employment, education, poverty, infrastructure, and urban development. These problems are more clearly integrated into some projects than others. However, the Asia Urbs Programme has chosen to put sustainable development at the centre of discussion and common concerns. This was also a conclusion of the Conference on Sustainable Development at Malmö in Sweden[*] last month, and our discussion below is based on that conclusion.

The Hue project

Our project in Hue covers a number of the issues mentioned above: urban planning, housing, employment and education, city renewal and the protection of heritage, physical and social infrastructure, public administration and public participation. Besides the project's importance in various ways, it is the overall approach to city and community awareness and redevelopment that provides a number of challenges.

Lessons from Malmö

What did we learn and agree about Sustainable Development in Malmö? We learned that sustainability factors for development have a lot to do with water, sanitation, employment, transport and energy. Of course, there were other references also, particularly to culture and education. But, in our opinion, they were secondary to the problem of environmental preservation and efficient exploitation. That these two might be in conflict with each other was not seriously considered. Nor were the relations between the present form of the exploitation of nature and production/consumption systems. This is in line with a number of other observations made in western countries, in Rifkin's terms, the "ecocide" produced by western-style modernisation. The recent report on the world environment made by the Wuppertal Institute in Germany has gone much further, stating that current western living standards are not sustainable on a global scale. A 90% decline in production and consumption from the present level is required within 50 years in order to avoid environmental collapse. At the same time, new economies should reinvent a model of economic growth which is different from the western one, if the situation is not to deteriorate rapidly.

Western and Eastern sustainability

[*] 'Sustainable Development Forum for Partnership', Malmö, Sweden, 27-29 June 2001. Representatives from a number of relevant Asia Urbs projects were invited to attend this event and to discuss the issue of decentralised co-operation during a workshop.

What is the problem of unsustainability produced by western countries and affecting the worldwide system? In which sense does the problem exist also in less industrialised countries in Asia, and what are the differences? The paradox is that Asian countries have a lower use of water, energy and transportation than western ones, but nevertheless the same problems occurs in smaller territorial units, particularly at local level. They do not threaten, of course, the future sustainability of our planet, as is the case with western countries. However, Asian countries' major challenge is how to overcome the present level of poverty without allowing large numbers of people to live in misery and see their environment degenerated, and at the same time contribute to the preservation of our planet's health. The lesson to be learned from Asian countries is how to make possible the re-dynamisation of communities and help them to overcome poverty. This means introducing a sustainable model of economic growth that would inspire and could be shared by western countries.

A possible positive interaction in the Asia Urbs Project

Vietnam (and China) are among the few countries that, according to the UNDP Human Development Index, have been able to combine economic growth with greater social equity during the 1990s. This trend should be continued, but it requires a great deal of initiative to ensure the growth of national markets and their insertion into the world economy without copying the disastrous experience of western countries in terms of the sustainability of the overall system. The participation of western communities, key local communities, universities and NGOs in society-building in Asian countries could help them to avoid the negative consequences and disasters experienced by western countries. At the same time, they might be able to incorporate some western achievements (at least in terms of sound administrative systems and some technical advance). European communities may experience new possible modes of economic growth based on different criteria of community organisation and participation, and new forms of regulation and participation of the economy and the market based on national values and ethical norms.

From sustainable development to community sustainability

What are, in our view, the aspects of Asian communities' experience, embodied in the Hue Asia Urbs project, that we wish to emphasise?

First, we believe that sustainability conditions should not refer only to economic development but to the community and society as a whole. Sustainability factors cannot only be instrumental to nature (environment) or to the dominant economic system (mode of production). It is composed of at least two factors: the above-mentioned sustainable development (environment/economy) and human development (social and institutional). This new interpretation of sustainability conditions requires a system that is able to combine modernisation and awareness of internal constraints and possibilities. These include available natural resources and the institutional networks of real civil society institutions (family, villages, traditions, religions, identities, and historical heritage). Paradoxically, western modernisation was established by destroying these civil society institutions and re-establishing them in an artificial form, divided from local communities. This is a problem that we are facing in our project. The establishment of a new community base thanks to more modern structure and infrastructure should go hand in hand with the establishment of new links of solidarity and co-operation among families, among generations, among genders in full respect of local traditions.

Culture and production systems

There is a key notion we use as a guideline for sustainability in our community-based project in Hue: to create a harmonious relation between "culture and production systems". This implies that the efforts we make to provide young people with educational and vocational training should be aimed towards the economic targets and ambitions of the community, and aim to create a sound and socially-oriented market system. Western countries started their economic growth on a culture based on a division between ethics and economics and the result has been a very dynamic but unequal and un-sustainable economic system. We believe that our project can contribute to the Vietnamese experience by demonstrating that sustainability can be achieved by reuniting these two factors.

Toward a polycentric community model of sustainability

A sustainable model of local community and society as whole should be based on what has been termed "a polycentric community model". There are four elements involved in this "diamond":

- **People,** means education and cultural creativity and participation, to which the Asia Urbs Project can contribute by enlarging the facilities at our disposal for education and vocational training
- **Territory,** means knowledge and care for the creation of a good physical environment, to which the Asia Urbs Project can contribute by supporting the necessary infrastructure (health and parks).
- **Institutions,** means to find a good division of functions between families, public authority and the market to achieve community-relevant goals such as improved education, culture and health. The public/market care of these functions should not produce division and exclusion in the family's life, nor should they substitute family influence on children's activities. The opposite should be the case, through the participation and integration of civil society institutions into the goals. This is very much in line with the Asian tradition and can provide Europeans with solid grounds for rethinking the goals they have pursued, which have run in the opposite direction.
- **Production systems,** of concern is their integration into the "diamond" so that their relation with the environment, culture, and the attitude of the people is respected and maintained. Within the diamond, there is no place for passive transfer of "foreign" systems of production and labour organisation, and surely no place for the cloning of production systems irrespective of local resources, attitudes and traditions.

These four elements should not only provide balance for the overall system but also interact.

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Responding to Urban Poverty Challenges: the Case of Naga City, Philippines

Jesse Manalastas Robredo, Mayor, City of Naga, Philippines

Introduction

This presentation focuses on how Naga, a small city in central Philippines, crafted a number of effective responses to poverty and environmental degradation that helped to uplift the quality of urban life. Specifically, it centres on the *Kaantabay sa Kauswagan* programme and how it helped evolve the city's other poverty-reduction initiatives.

Background

A river-line city in southern Luzon, Naga City is located in the province of Camarines Sur, the biggest province in the Bicol peninsula. It is about 450 km south of Manila and about 100 km north of Legazpi City.

As a city, Naga is one of the country's oldest. Originally called Ciudad de Nueva Caceres, it was one of the five cities created by royal Spanish decree in the late 16th century. The "Heart of Bicol," Naga City has established itself as the religious, educational and business centre of Bicol, one of the country's 15 administrative regions. It might be an old city but its population is a young one. Half of the 140,000 residents are under 20, indicating a productive future generation.

Spatial development

The old Central Business District (CBD), comprising a contiguous area of around 300,000 m^2 near the mouth of Naga River, has been the focal point of city life. Over the last 50 years, particularly during the 1960s when population grew at 3.7% annually, housing settlements grew around this urban core in a radiating fashion. In the 1980s and 1990s, development drifted eastward, influenced largely by the national highway, leading to the establishment of two major suburban settlements in the Conception Grande-Del Rosario area. Today, 88% of the population lives in built-up areas on the western side of the city that account for only around 18% of its total land area. As a consequence of the city's spatial development, pockets of informal settlements also encircle the CBD. Together, they make up for 11% of the total population.

Urban infrastructure

During the last decade, the percentage of households with access to piped water being provided by the Metro Naga Water District has been largely unchanged at 74%. Around a quarter continue to rely on individual and community wells, half of them living within the city's urban area. Providing access to this segment of the population is a key step in attaining universality of connection. Total electrification is a relatively more attainable objective, as 94% of Naga's households had been energised by the Camarines Sur II Electric Cooperative by end of 1999. This is a marked improvement from a decade ago when only around three-quarters of the household population had access to electricity.

Urban poverty

Similar headway was also made in uplifting the condition of the urban poor. As mentioned above, *Kaantabay sa Kauswagan*, an aggressive normalisation programme of the city government, has helped in bringing down the rate of poverty to 29% in 1998 from more than 35% at the start of the decade. In 1999, the programme covered 81% of the

7,400 low-income squatter households, enabling them to acquire tenure over their home lots. In some instances, a number of households also obtained affordable core housing units.

A complementary programme specialising on micro-credit, manpower training and enterprise development is now addressing the livelihood needs to further the socio-economic improvement of Naga City's urban poor.

Development challenges

In the late 1980s, when my administration took over, the situation was much worse.

Economic situation

Economically, Naga was in bad shape.

- Its distinction as Bicol's premier city was quickly eroded. A former first-class city, Naga had been reduced to a third-class city by the Department of Finance. Its coffers were empty, strained by overspending that left almost a 1-million Peseta deficit
- Its three-story public market – in 1969, considered Southeast Asia's biggest, was a shambles and later hit by a fire that ate up a third of the floor area.
- The CBD, its size unchanged for more than four decades, was already overcrowded, driving potential investors away. Traffic volume, swollen by countless buses and *jeepneys*, which made their terminal right inside the CBD, was already unmanageable
- The local economy was sluggish and employment was scarce. There was widespread indifference and very few stakeholders among the various sectors of society. The business sector's confidence was low. The narrow tax base remained limited to the 2,000 businesses registered with the city government. As a result, tax collection was poor.

Social situation

The government's tight financial position spawned a vicious cycle that had a very negative impact on service delivery.

- Basic services, particularly for health and education, had been deteriorating
- Resources that were required to address the problems were not forthcoming
- Crime was on the rise
- Pornographic films and sex shows proliferated
- Illegal gambling, a menace for the previous five decades, was rampant, unchecked by the police and military and tolerated by the leadership
- The homeless urban poor population was swelling, doubling to more than 20% of the city's household population from just over 10% in a single decade.

Combined, these socio-economic problems led to a loss of public faith and confidence in local government. An anaemic bureaucracy exacerbated the situation. City hall workers were not only poorly paid; most were demoralised by a system of patronage where promotion was based on political connections, not merit or competence. As a result, productivity was low, corruption rampant and wastage of government resources the norm. This situation made it clear that

- in the short-term, there was a need to rebuild people's trust in government;
- in the medium-term, there was a need to turn the city around; and
- in the long-term, there was a need to sustain the gains achieved in the turnaround phase.

Overcoming the challenges

Our response to these challenges was basically four-fold:

Confidence-building initiatives at the outset

Sidestepping the city's bad finances at that time, the new administration capitalised on strong political will to implement a series of confidence-building measures. First, we reorganised City Hall on the basis of aptitude and competence, aided by bureaucracy-wide skills testing reinforced with better compensation and a transparent system of merit-based hiring and promotion.

Then, the city government went after illegal gambling and sex shows even if it meant angering and alienating the powerful political interests that protected them, making Naga City the only smut-free city in the Philippines. All these helped endear the new leadership to the people of Naga, in the process restoring their trust in the government.

Sustained creativity and innovations

In many instances, the new administration also showed that creative responses and innovations mobilising community resources can more than make up for a city's limited finances. To address the city's traffic gridlock, it relocated the bus and *jeepney* terminals outside the original CBD, notwithstanding a string of court cases filed by affected terminal operators (which they all eventually lost). This has helped to accelerate city's growth area at the periphery, where terminals were transferred.

To spur economic growth and job creation, the city undertook the redevelopment of a blighted area along the PNR rail tracks into a new commercial corridor, using private capital at virtually no cost to the city government. Satellite markets rose in key urban districts to complement the city's public market. Development of a new CBD was begun in earnest. And for the long term, it initiated the establishment of the Metro Naga Development Council in partnership with the city's 13 neighbouring towns. The Metro Naga programme seeks to promote equitable development in the programme areas and avoid them suffering a fate similar to Metro Manila's infamous gridlock.

To provide quality health services, Naga City built its own city hospital, which continues to provide accessible and affordable health services to residents. It also serves as headquarters of Emergency Rescue Naga, an award-winning emergency response service inspired by Rescue 911.

To improve the quality of education, the city began investing on the future through the establishment and institutionalisation of a Montessori-based day-care system in all of Naga city's 27 *barangays* (sub-districts). By targeting preschool children, the programme, called Naga Early Education and Development, ensures that local youngsters are now well prepared before entering grade school.

Strong commitment to excellence

Another key strategy was to imbue the local bureaucracy with a "culture of excellence" so that it became a commitment shared by both leadership and rank-and-file. Capitalising on the gains of merit-driven City Hall (municipal) reorganisation, the city launched the Productivity Improvement Programme (PIP), a unique intervention focused on employee empowerment (people change) and improvements in systems and procedures (systems change) to improve the quality and quantity of frontline service delivery.

On the whole, the PIP has helped to establish City Hall as a "centre of excellence". Propelled by the implementation and institutionalisation of private sector HRM techniques (like the 5-S and Productivity Improvement Circles, productivity seminars and semi-annual surveys) to set benchmarks and measure performance; an incentive system rewarding employee innovation; and a "Contract of Deliverables" specifying services, the person responsible, and response time for each service of every department of the city government. Since 1990 when the Dangal ng Bayan award for outstanding public service was launched by the Civil Service Commission, Naga city staff members have won five Dangal ng Bayan awards - one every two years.

To support PIP in maximising revenue generation, the city pursued a home-grown computerisation programme that helped dramatically improve collection. As a result, Naga city was restored to 1st class status by the Department of Finance on the strength of sustained gains in generation and collection, capped by a 1,020% increase in total income and 573% increase in locally generated revenues over the last 10 years.

Building partnerships and institutions

The final strategy focused on the building and institutionalisation of partnerships and participatory processes in governance. This is best exemplified by the "Empowerment Ordinance of Naga City," a landmark piece of legislation that mandated the implementation of a revolutionary concept of participation built around a system of partnership between the city government and the people of Naga. This was made operational by establishing a "people's council" consisting of duly accredited NGOs and POs in the city.

Among others, the Naga City People's Council was empowered to appoint NGO representatives to special local bodies of the city government to observe, vote and participate in the discussion, conceptualisation, implementation and evaluation of projects, activities and programmes of the city government. Also, to propose legislation, participate and vote at the committee level of the Sangguniang Panlungsod, and act as public representatives in the exercise of their constitutional rights to information on matters of public concern and of access to official records and documents.

This novel partnership became the main engine of the Naga City Participatory Planning and Development Initiatives. In 1998, this programme was adjudged one of the 10 best practices worldwide by UN-Habitat and awarded the Dubai International Award. The following year, Naga City was recognised by Asia Week magazine, as one of Asia's Most Improved Cities.

Kaantabay sa Kauswagan: a poverty-reduction strategy

One programme of the city that mirrors all these qualities - confidence building, sustained creativity and innovation, commitment to excellence, and building institutions and partnerships - is the *Kaantabay sa Kauswagan*, or Partners in Development, programme.

Kaantabay sa Kauswagan demonstrates that with strong political will and a changed, more enlightened perception of the poor, a local government can make a difference in reducing poverty, managing urbanisation and uplifting the quality of life in urban areas.

Background

The *Kaantabay sa Kauswagan* (Partners in Development) programme begun in May 15, 1989 when the city organised its Urban Poor Affairs Office (UPAO), an agency

dedicated to squarely addressing the needs of the growing urban poor population of Naga, then a small city of 114,000.

The UPAO was created after nine urban poor organisations brought their plight to the national government's attention during a visit to Naga city by the then President Corazon Aquino in late 1987. By organising the Naga UPAO, the city also became one of the first local governments in the Philippines to establish a dedicated office for the concerns of the urban poor.

In this undertaking, a non-government organisation called Community Organisation of the Philippines Enterprise (COPE) Foundation helped the city government to operate efficiently its UPAO. It helped the city as a partner in organising community affairs, which it continues to do up to the present.

Objectives

Kaantabay sa Kauswagan has these central objectives:

Normalisation

It addresses tenure issues for home lots for the urban poor through a functional tripartite mechanism for settling disputes. The programme seeks to give urban poor communities a sense of permanence and legitimacy over their occupied landholding, either on-site or off-site.

Poverty reduction

It helps the urban poor of Naga to build capital, mainly by transferring land title of their home lots over time, the programme seeks to promote the socio-economic empowerment of the urban poor, who comprise around 25% of the population.

Urban upgrading

*T*o complement the tenure aspect, the programme also seeks to facilitate upgrading of blighted communities by providing them basic infrastructure and facilities, thereby bringing decency, ease and comfort to daily life.

Key features

Anchored in the belief that the urban poor is a vital sector in Naga's quest for total human development, the *Kaantabay sa Kauswagan* programme addresses the sector's principal problems

- Absence of security of land tenure
- Lack of basic infrastructure and facilities in communities

It does so primarily by adopting a "partner-beneficiary" perspective in dealing with clients. This approach sees the urban poor both as a programme partner and beneficiary, and as such compelled to actively participate in every step of problem resolution.

In response to these major problems, the programme focuses on two main components:

- Land acquisition, which provides a sense of permanence to the urban poor's occupancy of a property, and
- Urban upgrading, which brings back dignity to daily life in blighted areas.

The programme stands out for the following reasons:

Effective coverage

According to a recent ADB study of 20 Asia-Pacific cities that included Naga, "the [*Kaantabay sa Kauswagan*] programme has covered 81% of the 7,400 low-income squatter households who live below poverty line in 1999, enabling them to acquire tenure over their home lots."

The figure already factors in household growth over the last 10 years, which brought Naga's population to around 140,000. If coverage were to be limited to the original urban poor families surveyed at project inception, the level would be 100%.

Tripartite approach

The programme's effectiveness springs from pooled resources and capabilities made possible through a tripartite approach to urban poor problem resolution, involving the city government and other national government agencies; urban poor associations, aided by NGOs and private landowners.

By adopting a pro-poor bias, the city government gives the programme the necessary strength and credibility. This bias was particularly manifested in its treatment of urban poor associations as "partner-beneficiaries", which enables them to actively participate in every step of the process. Meanwhile, national government agencies—particularly the Department of Environment and Natural Resources (DENR), the National Home Mortgage Finance Corporation (NHMFC) and the Government Service Insurance System (GSIS) - extend operational and financial support to the Programme's land acquisition thrust.

Urban poor associations, on the other hand, strengthen their support and commitment to the programme by their willingness to negotiate, get organised and raise equity if necessary, including money for land acquisition and labour for urban upgrading projects.

Finally, landowners show their co-operation through willingness to explore more peaceful means of settling tenure disputes as an alternative to ejection of squatters and slum dwellers and demolition of their makeshift shelters.

Creative approaches to tenure issues and resettlement

Built around the concept of tripartite approach, Naga successfully implemented

- Various modes of land-sharing solutions, where a landowner obtains the right to use the most productive portion of his property (usually the frontage) in exchange for allowing urban poor tenants to move back to the rear part and acquire it from him on reasonable terms
- Land swapping, where a landowner accepts a vacant city-owned property in exchange for his landholding that is occupied by urban poor families. The latter would then amortise their respective home lots to the city government on a long-term basis, yielding highly affordable monthly rates
- Proactive land banking, which enabled the city authority to acquire at low cost a sizable stock of landholdings which it uses as leverage for negotiations with private landowners for urban poor settlement projects.

Currently, it is finalising the implementation of a pilot self-contained bio-intensive farming village at a former four-hectare city nursery that is envisioned to accommodate 220 more families. On top of a one-hectare communal farm, each family will be allocated a 120-sq. meter home lot that should be enough for shelter and a garden-cum-livestock plot for livelihood.

All these strategies are being completed through other traditional land acquisition and distribution modes like direct purchase, community mortgage and resettlement. Together, they constitute Naga's menu of strategies to facilitate the normalisation process.

Impact

All three parties involved benefit immensely from the project:

Urban poor

Through the land acquisition component, the programme makes possible the transfer of ownership of private properties to their current occupants. As a result, social and economic dislocation of poor families is avoided; affording them more time for work and to refocus their energies to more productive activities. Instead of attending to recurring problems like threats of eviction and demolition, the programme enables people in the community to improve their houses, even on a self-help basis, as their proprietary right is already vested in them.

Thus, the programme contributes to a more secure future for the urban poor in Naga. By helping to regain their dignity, it provides them a stake in, and motivates them to become more responsible members of society. By helping them build capital, it empowers them to become more productive agents of the local economy.

Landowners

Cooperating landowners also benefit in two ways. One, the functional tripartite mechanism for dispute resolution ensures a mutually acceptable solution, even to long-standing tenure problems involving their properties. A classic example is the 5.5-hectare prime property of the Roman Catholic Church in Barangay Peñafrancia, which dates back to the 1930's.

Two, property values rise, especially where land-sharing, land-swapping or community mortgages are implemented to settle disputes, and the city builds infrastructure and facilities to upgrade the area. For instance, the South Riverfront area in Barangay Sabang and Abella benefited greatly from the establishment of the LCC Central Mall, the Metroville Housing Project and the construction of the Sabang-Tabuco bridge, which improved access to the area.

City at large

Thanks to the programme, Naga is becoming a more liveable, equitable and sustainable city for its people, including both the urban poor and landowners. The wide national and international recognition for its efforts toward this end has deepened civic pride, strengthened the sense of community and increased the will to continue efforts to make Naga a better city.

At a more visible level, the programme has boosted urban upgrading. Its area-upgrading component helps to restore a measure of dignity and decency to urban poor communities. Improved drainage systems minimise perennial overflow of wastewater and sewage, thereby improving sanitation. Public faucets and shallow tube-wells ensure access to potable water; streetlights help make the community a safer place to live. By providing better basic infrastructure, the programme contributes significantly to improved health and sanitary conditions in the relocation sites as well as direct long-term benefits in terms of enhanced living conditions of residents.

By including all squatters living along the drainage lines and waterways of the city - particularly along the Naga River, which is a critical segment of the Bicol river system - as a priority programme for resettlement, the programme significantly contributes to environmental protection.

Funding

Funding for *Kaantabay sa Kauswagan* is met mainly from the city government budget, augmented by equity contributions by urban poor association members and one-time counterpart investments by the private sector, involved on a project basis.

Current

For 2001, the Urban Poor Affairs Office was allocated an operating budget of around PhP1.9 million or US$35, 850*. The amount covers both personal services (salaries and wages of UPAO personnel) and maintenance and other operating expenses of the office.

Also, there is at disposal of the programme another PhP1.0 million (US$18,868) representing the *Kaantabay sa Kauswagan* Trust Fund, which comes from equity contribution and other fees remitted by beneficiaries. At its peak, the Trust Fund balance reached as much as Ph. P 5.0 million (US$94,340).

From time to time, the programme also receives donations and counterpart funding from various programme partners on a project basis. In 1994, it received a US$1,000 donation from the ACHR. In 1998, the LCC Group of Companies spent an estimated PhP4.5 million (US$84,906) for land acquisition of what is now the Metroville Housing Project. According to the aforementioned ADB study, the city already spent a total of Ph.P114.1 million (US$2.2 million) for the programme over the last 10 years, the bulk of which has been spent on land acquisition and area upgrading.

Future

By virtue of City Ordinance No. 98-033, otherwise known as the *Kaantabay sa Kauswagan* Ordinance of 1998, the city is mandated to allocate 10% of its annual budget, net of personal services, for the programme and its various activities. This legislation is a concrete step taken by the present City Administration headed by the Mayor, J. M. Robredo to ensure its long-term sustainability.

In addition, the city is also looking at official development assistance (ODA) to supplement the programme's area upgrading component for medium and long term. An option being considered is the ADB's Japan Fund for Poverty Reduction, which was established in May 2000 to provide grants for poverty reduction activities that add substantive value to projects financed by ADB.

Community involvement

Strong community participation is very much evident in the *Kaantabay sa Kauswagan* programme, consistent with the commitment to partnerships that has been a hallmark of governance in Naga. The special feature of partnerships is that they allow involved parties to attain mutually beneficial objectives even with minimum individual resources. Thus, partnerships multiply the local government's internal capability, opening doors to opportunities that are otherwise beyond our own resources to pursue and to implement the programme.

Community organisations

In implementing the programme, the non-government sector has played a critical role in social preparation and community organisation. Admittedly, these areas lie outside the city government's core competence. The partnership between the city administration and the Community Organisations of the Philippines Enterprise (COPE) Foundation therefore made sense in that specific instance. As a result, from the original nine urban poor organisations in the city in 1989 when *Kaantabay* begun, there are now close to 80, grouped at city level into two federations.

Equity build-up

As an indicator of strong stakeholder participation on the programme, members of urban poor associations in Naga city continue to remit their amortisation and equity shares in the *Kaantabay* Trust Fund, which enables the city to meet commitments with landowners. The best example is the Peñafrancia Service Cooperative whose 428-strong member households have put up one-third of the PhP12-million (US$226,415) selling price for the 5.5-hectare Mitra property. Today, only a handful of these families have yet to fully amortise their respective home lots; the rest have already done so on schedule and have received titles to their respective properties.

Strong community support for local tax collection

Notwithstanding the negative impact of the Asian currency crisis in 1997, the ensuing economic downturn under the administration of former President Joseph Estrada, as well as the diminishing share in national allotments from the central government, the city continues to cope very well because of high efficiency in tax collection.

Over the last decade, receipts from property and business taxes have been increasing steadily, enabling the city to achieve a collection efficiency ranging from 87 to 115% and a very satisfactory rating from the Bureau of Local Government Finance of the national government. The willingness of local residents to remit tax money dutifully to the local treasury is an indication of strong support for the direction of the city's policy, including the *Kaantabay* programme.

Future directions

The project will target economic priorities: livelihood development and greater capital investment in community mortgage and area upgrading to further strengthen the programme.

Integrated Livelihood Development Master Plan

The former will be achieved through a stronger linkup between *Kaantabay* and implementation of the city's Integrated Livelihood Masterplan (ILM). While the city is helping the poor to acquire capital (land) over time under *Kaantabay*, it is also helping them vigorously to develop economic capability and build capital (livelihood development) through the ILM that the city crafted through extensive consultation with stakeholders, aided by technical assistance from the Ateneo de Manila University Centre for Social Policy and Public Affairs (ACSPPA).

The ILM seeks to augment the incomes of its target clients - the low-income population from all sectors of the community - during the next five years. (These clients are operationally defined as households with average monthly incomes of PhP15,000 [US$283] and under, and *Kaantabay* beneficiaries would therefore be well included within its scope). This will be attained by initiating new enterprises that are viable for improving existing livelihood pursuits and to turn them into viable and sustainable businesses; ensuring the provision of quality livelihood programmes with synergy and complementarity among existing livelihood providers of the city.

Intensified community mortgage and area upgrading

If the city succeeds in tapping external assistance for the programme, priority will be given to the provision of financing off-site land purchases under a citywide community mortgage programme.

It will also finance the expansion of its area upgrading component to provide basic services - such as water supply, sanitation and roads and revolving funds for housing

construction, livelihood and micro-enterprise development to the rest of Naga's urban poor communities.

Replicability

The *Kaantabay sa Kauswagan* programme enjoys a measure of respect and recognition both in and out of the Philippines.

- In 1995, it was adjudged one of the 20 most outstanding local government programmes in the Philippines under the *Galing Pook* Award Programme of the Asian Institute of Management, Ford Foundation, CIDA and the Local Government Academy.
- The following year, it made the list of the top 40 best practices considered for the Dubai International Award during the Habitat II gathering in Istanbul, Turkey.

As a result, it has been studied and visited by a number of national and international delegations from countries including India, Indonesia, China and Taiwan. It has also been presented as a case study in both national and international conferences, including the Cities Sharing Workshops of the League of Cities of the Philippines.

Finally, the programme contributed heavily to the project design of the ADB-funded Integrated Urban Development Project in Muntinlupa City that sought to pilot a community-based, self-help approach for the resettlement of informal settlers. ADB sought the assistance of Naga's incumbent mayor to join the project team on the basis of his pioneering work with the *Kaantabay* programme.

Conclusion

From the foregoing statements, the following are the innovative elements of the *Kaantabay sa Kauswagan* programme. Together, they helped Naga city to develop an effective intervention that addresses urban poverty at its core.

A changed, more enlightened perception of the poor

In this respect, the experience of Naga City was way ahead of the rest of the Philippines, which was jolted only recently by so-called Poor People Power in May 2001. Ten years earlier, *Kaantabay* already affirmed that the urban poor have basic human rights - including the right to shelter and a decent life in an urban settlement. When sufficiently empowered, they can contribute positively to community development.

A dedicated urban poor agency

By putting into action the UPAO, the city government showed that it is committed to match pro-poor rhetoric by politicians with concrete investments and results for the long term. Ten years later, UPAO's accomplishments through the programme speak volumes.

Tripartisan

A fair, credible and effective mechanism where government, private landowners and urban poor associations work together in finding mutually acceptable solutions, even to long-standing tenure disputes, worked wonders and enabled the subsequent development of functional partnerships.

Functional partnerships

By staying closely to the principles of role definition, role complementarity and specialisation, the programme unleashed the power of pooled community resources. The end result is a local government that was able to do more with fewer resources.

Creative approaches to land tenure issues

Through the various modes of land sharing, land swapping, proactive land banking and community mortgages, the city overcame many financial constraints that could have

hampered the project. In the process, these new approaches enriched the city's menu of interventions to push the programme forward.

At a conceptual level, these elements are also manifestations of Naga city's governance strategy - confidence building, sustained creativity and innovation, commitment to excellence, and building institutions and partnerships.

This conference can consider these as Naga city's experimental inputs in attaining its aim of acquiring deep understanding of the critical linkages between urban development issues and poverty, employment, shelter and environment degradation - and identifying successful approaches to address these urgent issues today.

Promoting Public and Private Participation in Bettering the Life and Environment of the Urban Poor: the Case of Bangkok, Thailand

Nathanon Thavisin, Deputy Permanent Secretary for BMA, Bangkok, Thailand

Background

Bangkok is the capital city of Thailand with an area of 1,568 km^2. Though the registered population is about 5.68 million, the estimated total population is about 8 to 10 million, as two to three million people are not officially registered.

Due to rapid population growth and changes in socio-economic situation in Thailand, many people migrate to Bangkok for various reasons, especially for better jobs and standard of living. They live in whatever available space they can find in the city and its suburbs.

Bangkok, like other large cities, is a centre for modernisation and urban concentration and consequently the source of various problems affecting living conditions. This situation has often led to failures of city government. The problems are complex in nature and hard to solve easily. To address this situation, a multi-disciplinary and holistic approach is necessary.

Environmental problems are an important factor for community development and maintaining the quality of life. Thanks to the Governor's policy for community development, which has contributed significantly to upgrading health and living conditions, especially those of the urban poor living in overcrowded communities, by providing adequate housing and creating a healthy environment with improved living areas. Public facilities including parks, children's playgrounds, recreational areas, community centres and other public utilities have been made or built where the community can have easy access.

To achieve the target of community development and improve quality of life, particularly of the urban poor, a participatory approach is required, with mobilisation of the public and private sectors. During its third session in Bangkok on 19-25 December 2000, the Committee On Socio-Economic Measures For Alleviating Poverty In Rural And Urban Areas highlighted the importance of a community- based approach for urban and rural poverty alleviation. Such an approach needs the involvement of all stakeholders and concerned groups in implementing poverty alleviation programmes.

United Nations policy for sustainable development in the 21st century

The UN stated its vision of a future Asia-Pacific region with continuously improving environmental quality, sustained by dynamic and vibrant economies and supported by empowered people for creating a solid foundation of national unity, regional solidarity and global partnerships necessary for sustainable development.

In this programme, the governments and peoples of the region must be committed to become partners of a sustainable future, building upon three areas:

Environment

Providing adequate life-giving services to all, including water, clean air, fertile land, bountiful forests and marine ecosystems and overall ecological stability.

Economy

Undoing the vicious circle of poverty; building the equitable sharing of resources and their benefits at national, regional and global levels; and transforming markets into instruments of environmental management.

Empowerment

Including all people and stakeholders in the decision-making process, strengthening local authorities, civil society and the private sector and creating effective political will for national, regional and global action for sustainable development.

These principles are included in the BMA's approach for poverty alleviation and of environmental improvement for the urban poor.

BMA: encouraging public-private participation in social and environmental development programmes

Major policies and action plans of the BMA require the introduction of participatory actions in various fields of BMA's functions and responsibilities, especially in developing programmes concerned with people's life and the environment.

Capacity-building: of BMA staff through education, skill and vision development and raising the understanding of participatory action amongst them.

Promoting public consciousness of community development. Many BMA programmes have arranged discussion sessions and participation in the implementation process from start to finish through civic societies, community committees and taskforces.

Building up the necessary network of participation with local leaders for organising participatory actions and expanding experience and knowledge in order to coordinate and share information for finding rational solutions for local people.

Introducing various methods and tools to promote active participation and people's co-operation. Participating actions should be conducted through democratic means. Everybody has the social right to vote and to make decisions on matters concerning them.

Promoting and reinforcing the functions of BMA officers in order to increase participatory actions and simplify the public access to information affecting people's lives, in order to create public interest in the effectiveness of active participation. It is also necessary to enhance public relations and information provision and the administration's capacity for listening to local citizens' suggestions and recommendations. Two-way communication is an important means for winning more public interest.

Why does the BMA encourage private sector and community participation as a tool for developing sustainable programmes?

All local governments and municipalities are responsible for providing adequate and affordable access to infrastructure and services to all residents within their jurisdiction on a sustainable basis. These responsibilities incur on these authorities, not only an obligation for assuring these services, but also that they form part of their statutory

regulations. Local governments and municipalities should ensure that these objectives are met within their management system.

The BMA, like other cities in this respect, supplies all services through its administration. In general, autonomous units accountable for the achievement of the outcome or the objectives have not personalised this service. This one-way action of services to citizens lacks accountability. Participation of several potential suppliers and private enterprises in sharing the tasks of assuring such services can achieve a better accountability for the achievement of objectives. There are various options, covering a range of possibilities for improving the overall environmental conditions of the urban poor living within congested communities and squatter areas. The options vary, depending upon the allocation of ownership, types of financing, operational and maintenance responsibilities. They are as follows:

- Public ownership and public operation.
- Public ownership and private operation.
- Private ownership and private operation.
- Community, public and private ownership and operation.
- Participation between public authorities, private sector and civic communities in BMA's Developing Programmes on Poverty Alleviation and Environmental Improvement.

The BMA, as a local authority, is directly responsible for developing and elaborating programmes for improving living conditions. Environmental enhancement is part of its development approach, and it will assist and facilitate action programmes for the urban poor to achieve these targeted outcomes. People and their environment must be considered together. If the urban environment is polluted, unclean and unsafe to live in, it will seriously affect social, economic and living conditions as well.

There exist many BMA programmes focusing on sustainable environmental development, which aim to provide the urban poor with better access to basic social services by adopting a multi sectoral approach, with community participation from start to finish.

The following three examples of programmes, initiated by the BMA, in co-operation with different groups - stakeholders, public and private sectors, particularly for sensitive areas where the risk of environmental deterioration and damage to cultural assets will be acute if no actions are undertaken. Environmental improvement programmes have been initiated to help people live in acceptable and healthy surroundings and also to create adequate job opportunities for the poor.

Case I: Rattanakosin Area Sustainable Development Project

Rattanakosin is an historical area of Bangkok, established in 1782. It is a centre of culture, architecture and the arts. Many commercial activities, historic buildings, old canals and temples are located in this area. Moreover, the area holds special significance for Thais, as the people of this area live in a peaceful and vibrant setting, following a traditional way of life.

Two years before the start of the project, the community gathered and discussed the causes of local problems through the participation of residents and others with a stake in the area, including BMA staff, outside experts, technicians, NGOs and private sector interests. They identified the following problems:

- Low public participation in identifying the needs of local residents.

- Lack of public awareness and low standards of public behaviour. People, especially youth, are more attracted to Western culture than their own Thai culture. There are areas with problems of alcohol and drug abuse and excessive noise.
- Lack of facilities and lack of understanding of the special needs of children, elderly people, disabled people and homeless people. For example, there are not enough ramps for wheelchair users at kerbsides, street vendors occupy sidewalks and obstruct pedestrians, homeless people and street children live around Sanam Luang, the public parks of Wat Baworn Temple and around the Grand Palace.
- Increased environmental problems, absence of parks and trees and a generally unsightly roadside environment in the area. Household garbage and litter are thrown into the Chao Phraya River, and there are no spaces along the riverbank where the people can sit and relax.

An integrated approach has been adopted. All stakeholders have together formulated the following future vision for Rattanakosin:

- Rattanakosin will be a place of cultural vitality both for Bangkok residents and visitors.
- It will be a place for working, learning, leisure, running small businesses and other activities; all performed in a safe and secure environment.
- It will be a place with a green and clean environment; all urban services will be provided efficiently.
- It will be an area shaped by people committed to the area and prepared to work together to make it a liveable and enjoyable place.

Santichai Prakarn Park and the Chao Phraya Riverfront

This area is around Phra-Athit and Phra-Sumen Roads near the Chao Phraya Riverfront. This was formerly abandoned land and has been has been covered by slums. The old Prasumen Fort is located in this area and a private company uses the old pier.

Local residents, in association with the central government and the BMA, initiated a project with the following objectives:

- To renovate and improve the area and the Prasumen Fort as a multi - purpose public park.
- To reduce pollution and to provide more recreational areas for everyone, but in particular for the underprivileged, disabled and elderly people who have no other places for relaxation and leisure. Besides this, the BMA, will organise regular commercial activities for the informal sector in the park to support the urban poor.

The renovation scheme for this area has been participatory in the following ways:

- The project committee and Banglumpoo Civic Society organised a meeting for formulating the future vision of this area.
- Work responsibilities and budget resources were approved.
- The implementation process was based on the participation of local residents, public authorities and private organisations.
- The Fine Arts Department was given responsibility for the improvement of the Royal Pavilion, pier, the area around the Ancient Lumpoo tree, and for decorating the area around the park.
- The BMA, including the Civic Works Department, the Cleaning and Drainage Department, the Public Parks Division of the Social Welfare Department and Pranakorn District Office have planned the creation of the park and the provision of

amenities such as sidewalks with disabled access along Chao Phraya River Front; special areas for exercise and other recreational activities; and security services.

- Construction of free skills and vocational training centres, as well as English language classes, and activities for elderly people, among others.
- Banglumpoo Civic Society, local residents and the private sector in the area, worked with the BMA to increase public awareness of the project, and appealed to them to contribute construction materials. The park is jointly owned by the BMA and civic societies.

Benefits and successes of the project

The park and the area in general has not only become a popular leuisure area for residents, but also a tourist attraction. This also helps local residents to improve their income by selling local specialities and Thai crafts to visitors.

Case II: Slum clearance and slum relocation project under bridges

There are a total of around 1,350 communities within the 50 districts of Bangkok. They fall into five categories.

- Communities living in slums and congested areas
- Communities living in suburban areas
- Communities living in apartments
- Communities in their own houses in housing development schemes
- Communities living predominantly in urban areas

These communities are legally recognised and registered by the BMA and form committees elected by local residents.

However, due to the economic situation and in-migration from rural areas, as well as the high price of land plots and housing, some groups of poor people who earn their living mostly from garbage recycling and home-working have no place to live in, or do not earn enough to pay for shelter. As a result, the best place they can find to stay is squatting under the city's various bridges. Their living conditions are appalling, surrounded by dust, garbage and pollution; furthermore, they lack a clean water supply. Moreover, they leave litter around the bridges, and their makeshift huts and their dilapidated belongings are an eyesore. They exacerbate pollution by throwing their garbage into canals, and then have to use canal water canal for cleaning and washing. The areas where these squatters live constitute a health hazard, for themselves in particular, and for city residents in general.

A Cabinet Consensus in 1993 approved the relocation of all squatters living under bridges to new areas with adequate infrastructure and services. The core operating agencies are:

- BMA Community Development Department (CDD)
- BMA district offices
- National Housing Authority (NHA)
- Housing Development Foundation (HDF)

Appropriate measures for slum clearance and control are required to meet the challenge. The project is envisaged in three phases:

Preparatory phase

The CDD, in co-operation with district offices, had responsibility for surveying squatter households, while the NHA was responsible for relocating affected households to areas where they would be able to find work.

The BMA created a Preparatory Committee for slum clearance, made up of representatives from the BMA, NHA, and Urban Community Development Office (UCDO). Squatters formed an association to represent them, the "Group of developing communities living under the bridges."

A Preparatory Committee organised many meetings to raise issues and share out responsibilities for slum clearance and the relocation of slum dwellers. A final meeting agreed that:

- The CDD was responsible for slum clearance and provision of all facilities for squatters during relocation, and provided necessary staff and transportation to help them to move from the bridge areas to new sites. In addition, the BMA was responsible for allocating about 10,000 Baht (about US$222) for each family for building materials and other necessities.
- BMA district offices surveyed squatter households. The survey included an interview and recorded their needs and what part of the process squatters themselves would be able to share in doing. The survey found that about 635 squatter families lived under a total of about 74 bridges in 25 districts.
- The NHA was responsible for allocating resettlement areas for squatters and providing utilities and job opportunities. There were four resettlement areas, designated according to job opportunities available locally.
- BMA district offices took measures to prevent reoccupation of the bridge areas by further groups of squatters, and to clean up the areas after the squatters left. District offices had responsibility for properly informing squatter groups and convincing them of the value of the project, and public planning and discussion meetings were generally organised in each district.

The resettlement areas were planned and designed by the Preparatory Committee. The scheme provides for squatters to build their own houses through collective participation in housing construction to a maximum of 100,000 Baht or 2,222 US dollars each. The BMA and NHA provide public infrastructure, utilities, parks and open spaces, schools, youth centres, children's playgrounds and infant day centres.

While housing is under construction, district offices are responsible for providing all temporary housing, schools, water and electricity supply and temporary toilets in the sites.

- The HDF, an NGO, assists the community by advising on regulations, offering the services of architects and engineers and arranging interest-free loans for families needing them.

Implementation phase

This phase began in March 2001. The Preparatory Committee set schedules for slum clearance and relocation. District offices mobilised the relevant bodies from each district to provide the necessary facilities for the squatters to move to the new areas. These included staff, transportation, food and drink, as well as advice services. In particular, advice on construction was needed during this phase.

Measures to prevent reoccupation of formerly squatted sites

The BMA allocated funds to 25 district offices for operations in their district, and assigned responsibilities to respective departments at district levels. These included:

- Civil Works– to fence around the bridges
- Cleaning and Public Parks - to clear away garbage and clean canals, as well as tidying up areas and planting trees.
- Law Enforcement– charged with taking a more pro-active approach to preventing new squatters moving in, by using existing regulations more effectively.
- Community Development and Social Welfare–responsible for upgrading the new areas and organising residents' groups and community committees to run and manage the new communities according to principles of community development, as well as coordinating with other departments involved.

In addition, other measures included preventive approaches such as stopping people causing pollution, educating them through formal and informal meetings on the need to share responsibility for public safety, form community committees and other representative groups and creating jobs for unemployed women.

Conclusion and evaluation

The BMA, in co-operation with the NHA, developed this project to address multiple challenges of urban poverty reduction together with environmental development, with the aim of making city life better, with a clean and healthy environment for all. The fundamental objective of the project was to use a participatory approach and a bottom-up strategy to meet the requirements of people living below the poverty line.

Furthermore, such a project really requires high levels of participation if it is to provide basic services that meet the needs of the urban poor at the same time as achieving environmental improvement. It needs to create public awareness of the necessity for public and community co-operation to enhance the health and quality of life.

Case III: Floating Market in Talingchun District

A group of residents in Talingchun District initiated this project in co-operation with the district office. The aim of the project was to improve the environmental quality of the area adjacent to the canal and support the local activity of Talingchun people who buy and sell food and other local goods from boats. The activities initiated are:

Environmental improvement

- Repairing and building new bamboo rafts used for selling food and goods to visitors
- Repairing the main roads leading to the market and planting both sides of the road
- Building visitor parking lots

Social development and management

- Setting up civic societies and local committees of vendors in the area, as the Talingchun Floating Market Community.
- Inviting vendors' representatives to join and manage the market, by organising meetings and discussions to participate in planning and designing the market, and deciding its management criteria, including types of activities and regulatory framework.
- Organising special weekend events to entertain visitors, such as classical Thai music shows performed by local students, other local Thai music shows played by elderly

people. These will help local residents to earn some money from the performances. Also, helping local women's groups to sell Thai crafts.

Development targets

- To develop Talingchun Floating Market as a tourist attraction.
- To distribute the income generated by these activities to local people.
- To protect the traditional way of living of the people of Talingchun and to protect the natural environment along the canal banks.

Strategy

- To allow local people to play an important role in developing and managing the project.
- To set governmental bodies a role as provider of appropriate resources and knowledge.
- To strengthen local community networks.

Development process

- To establish Talingchun Floating Market Committee by inviting 38 vendors to become members.
- To build up a network of community groups for coordination and mutual interest, and maximise their involvement.
- To collect the necessary data within and outside the area and prepare a feasibility study and market analysis of the project, with special emphasis on tourist demand for such a product. Identification of other locations of interest to tourists and comparative analysis with similar areas by field visits to other nearby markets. This involves understanding the attitudes of tourists and obtaining specific knowledge of their perceived service needs and preparing an appropriate plan in response.
- To prepare the necessary budget to achieve the target. The district office will supply the budget for building rafts of a high standard and providing parking lots, as well as for landscaping roadsides.
- To build up support for the changes among affected groups.
- To improve public relations by inviting various media representatives to visit the project and appreciate project concepts. Participate in the private sector exhibition.
- To campaign for positive attitudes towards tourists and improved standards of service, to keep the area clean and stop the use of polystyrene containers, foster costume shows and other promotional activities.
- Management of the floating market is the responsibility of the committee. Duties include the issue of member ID cards, keeping records of members, collecting fees, monitoring prices, and overseeing waterway tourism.

Problems and obstacles

- Lack of understanding of the meaning of community on the part of many members and officials.
- Attitudes and behaviour of members varies widely.
- Changing to providing tourist and hospitality services is very hard for many involved; they lack the skills, experience and understanding necessary. This has affected the quality of services offered. However, after training and appropriate campaigns, the outcome has been positive and services have improved markedly. Due to the success

of the floating market, large companies are trying to move in and take them out of the hands of the community, although their attempts have not as yet been successful.

At present, Talingchun Floating Market it is very popular with tourists; with approximately 144,000 visitors annually. This generates a direct income of 15 million baht per year to members and further indirect income generation for allotment holders in the Talingchun District. More over, this will help to preserve the natural environment of the canal, as well as people's traditional way of living.

Conclusion

The application of participatory principles in creating a better quality of life for the urban poor through BMA projects is successful in the following ways:

1. Empowerment/economic and environmental approach

People are well aware of their problems and their basic needs. The BMA formed a committee which includes representatives from communities and NGOs to discuss and guide the project's orientation and to empower citizens through active participation at all levels, giving them scope to decide policy for themselves.

The programmes not only help bring about environmental improvement in areas where the urban poor live, but also give them access to appropriate services for improving health, job prospects and other social benefits, as well as improving their living conditions.

2. Group dynamics and group establishment

The BMA has worked to enhance group participation in order to improve people's standard of living. For instance, the establishment of savings groups and civic societies to make decisions on the design of their own new houses and vision of the areas they are going to live in. Committee members come from different walks of life. They represent different sectors with the aim of understanding and helping people obtain the benefits they need through a participatory process. The committee is also the core organiser for public hearings and the coordinator between public authorities and local people.

3. Education

The BMA tries to encourage participation among its staff and reinforcing a staff spirit of commitment to public involvement in urban development and improvement. Public authorities must utilise the capacities of the urban poor as an emerging force and social catalyst for poverty reduction. For example, it is an encouraging sign that most former bridge squatters are convinced that the process of development and relocation will be successful and that most of the targeted results are indeed for the benefit of themselves and their families.

4. Communication

Arranging the activities of development programmes involves two-way communication among public authorities, the private sector and citizens; exchanges should be direct and require feedback from citizens.

All related parties should be served by an appropriate mechanism to establish effective communication between public and private sectors, between members of the committee and policymakers.

5. Partnerships

Even though the various project committees have different backgrounds, attitudes, site specific objectives, stakeholders and regulators, they should at some point be able to

work together, to be aware of the conditions they face and address the needs of the urban poor for social development and improvement and reduce environmental pollution.

6. United Nations Economic and Social Commission for Asia and the Pacific.

The Thai Prime Minister has said that the region needs new approaches or strategies for generating sustainable development that can reduce poverty. The new strategies should have the potential to respond to the needs of every income sector of the population, both urban and rural, if they are to overcome indifference and inequity.

What we need are new approaches to reinforce sustainable economic development but that take account of the limited resources and conditions of an underdeveloped country. National policy should harmonise with local government policy. As in other countries in Asia, both levels of government should find their own ways to develop their area's economy and to reduce poverty.

The development of small and medium-size enterprises is one approach to remedy poverty and encourage rapid development, with results that can be seen at local level. The BMA is one of the local administrations that are following this national policy. Meanwhile, in pursuance of the policy, the BMA encourages the development of small and medium industries at community level, as well as incorporating training into school curricula. Hopefully, it will be successful, through effective participation of both the public and private sectors, in collaboration with communities.

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