

How to develop a concerted municipal strategy for water and sanitation





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How to develop a concerted municipal strategy for water and sanitation in large towns in Africa

Concerted Municipal Strategies (CMS), a program coordinated by the Municipal Development Partnership (MDP) and programme Solidarité Eau (pS-Eau)

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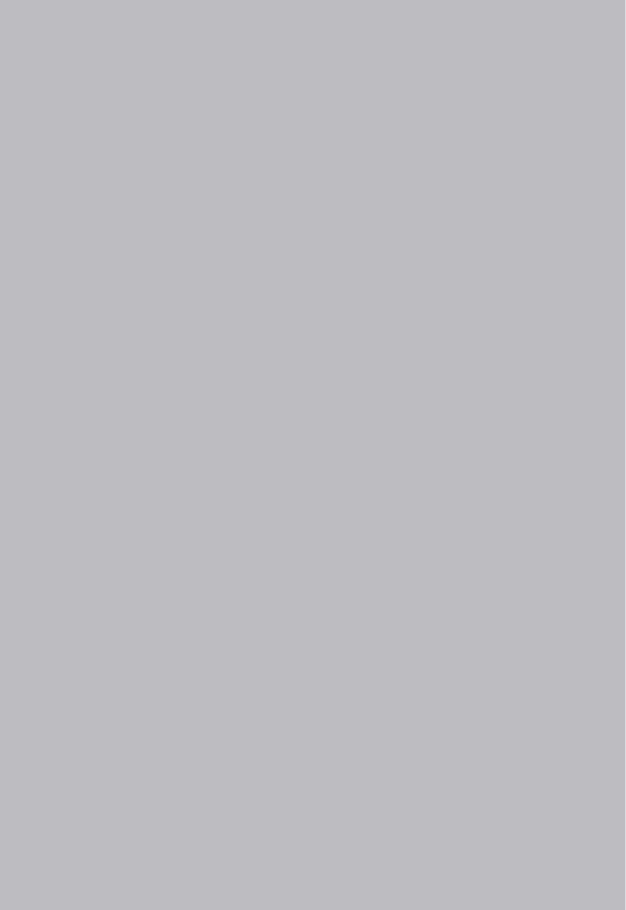
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Introduction

Developing solutions to provide access to water and sanitation in large towns: a major challenge

At international level, water, sanitation and hyaiene have been considered essential services for several decades now, with access to these services more recently having been recognized as a human right. In 2000, given the scale of the challenges still to be met, the international community demonstrated its willingness to address these issues by including a drinking water and sanitation target in the Millennium Development Goals, namely to reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitation. These commitments have since been reaffirmed by the countries and local authorities of Africa. They form part of a shared ambition to improve the provision of basic services to the population.

As a result of urban development, a relatively recent phenomenon in Africa compared to other parts of the world, the urban population and urbanized areas of Africa double in size every ten to fifteen years. This development leads to the uncontrolled growth of spontaneous settlements

on the outskirts of large cities and to the emeraence of 'small towns'. Over the last few years. however, there has been a tendency to under-invest in infrastructure, meaning that a large proportion of the people living in these areas are denied access to water and sanitation. The decision-makers have thus far been unable to provide a solution, particularly given the limited willingness to pay for these services were they to be extended, and the fact that policies rarely take poor users into account.

At the same time, several countries have introduced decentralization policies, handing over management of water supply and sanitation services to local authorities. Although these local authorities have shown they are committed to taking on these responsibilities, they are still in need of capacity-building, notably to enable them to:

- form a strategic vision of water supply and sanitation service development within their area (short, medium and long-term action plans);

- obtain finance (given that local fiscal resources are very limited and financing tools have not been decentralized):
- assemble the required skills;
- access information adapted to their needs;
- become more closely involved in the development of national policies and strategies.

The issue is also important in terms of local democracy: water supply and sanitation are public services around which it is possible to develop local authority capacities and good governance practices.

Achievement of the targets set by the international community for increasing water supply and sanitation coverage therefore requires local authorities to involve all the partners concerned, not only civil society organizations, but also local private operators, in order to implement tailored solutions

The aim of this publication is thus to assist local decision-makers in developing a local water and sanitation strategy through the involvement of all stakeholders.

What is a concerted municipal strategy?

- A 'strategy': a guidance document and not a detailed master plan. The strategy is where the strategic principles are set out and defined. It is a vision tailored to a demand and to financial and management capacities. The strategy is the expression of a vision, of an objective (attaining a certain service level, for instance) and includes everything that needs to be undertaken to achieve this objective;
- 'concerted': it results from listening to all sta-

keholders and involving them in every step of the process to ensure their participation in implementing the strategy;

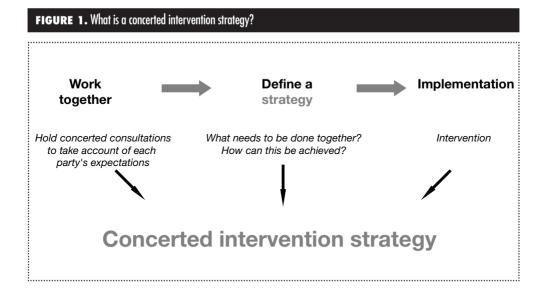
- 'intervention': it results in immediately feasible actions (investment, organization, stakeholder contract agreement activities, etc.) that visibly and rapidly improve both practices and the outlook for future medium and long-term actions;
- 'municipal': it applies to the entire local authority area.

The municipal strategy approach is not ...

... an intervention framework that is fixed for the next few years

A water supply and sanitation municipal strategy is not a fixed, overly-detailed framework, as this

would inhibit innovation and initiative. Instead, it is a framework that provides guidance and clarification; that guarantees sufficient sustainability to enable initiative and innovation to thrive. Ini-



tiative and innovation are key to responding to the evolution of water supply and sanitation service levels and methods. A strategy is a tool that enables better anticipation of the future.

... or a regulatory system

The aim of a water supply and sanitation muni-

cipal strategy is not to set rules. Drawing up a strategy does not involve defining what must or must not be done. Instead, the stakeholders define the underlying ways of working from the lessons learned from their successes and failures. The purpose of the strategy is, therefore, to set out 'what to do'.

What are the aims of a concerted municipal strategy for water and sanitation?

The expected aims of a concerted municipal strategy for water supply and sanitation are to:

- rapidly improve service coverage for those currently without proper access (it is important here to have a common understanding of what is meant by proper access to water supply and sanitation services):
- improve the (multi-faceted) service quality for those who already have access;
- improve the working conditions of the supply actors;
- improve local governance of water supply and sanitation services.

In what type of town was the concerted municipal strategy approach piloted?

In large towns in Africa, those with a population of between around 30,000 and 300,000 inhabitants, addressing the challenges related to the development and sustainable management of water supply and sanitation services requires detailed knowledge of local needs and issues within the sector, as well as a pragmatic vision for defining means of intervention and priorities for action.

To assist the local contracting authorities with developing these services, programme Solidarité Eau (pS-Eau) and the Municipal Development Partnership (MDP) have initiated and coordinated the Concerted Municipal Strategies program (CMS – water and sanitation for all), which has enabled pilot municipal strategies for water and sanitation to be developed in twelve large towns in West, Central and East Africa.

Box 1

The themes covered

The proposed methodology specifically targets two aspects:

- water supply, through the public network or any other network or alternative source of supply.
- the management of wastewater and excreta, along the entire sanitation chain, from household facilities through to evacuation and treatment.

The issues of stormwater and of waste are, of course, also key. However, when sanitation is dealt with in its broadest sense, the issue of wastewater and, in particular, that of excreta often tends to be overlooked in favor of that of solid waste

How does the concerted municipal strategy for water and sanitation fit in with the town's other planning documents?

The decentralization process in progress in a large number of countries in Africa is generally supported by local level planning tools. These tools, most often referred to as local authority development plans, set out the local authorities' development frameworks for their areas.

The concerted municipal strategy approach evi-

dently needs to take account of and draw on these local development plans. This CMS approach provides more detailed sector input on water and sanitation issues and involves consulting with and involving all stakeholders, an element that the local planning process can often overlook.

How does a concerted municipal strateay fit in with national sector policies and strategies?

To be effective, a municipal plan needs to take account of and fit in with the guidelines set out in existing national policy and strategy documents. Sound knowledge of the national sector policy framework is therefore vital, as is ensuring that representatives of the state's deconcentrated departments are involved throughout the CMS process.

Similarly, the outcomes of discussions held during the concerted municipal strategy development process could also help inform the drafting or development of national policy and strategy documents. Furthermore, these documents need to place areater emphasis on the need to develop local strategies in conjunction with all stakeholders.

Who is this guide for?

This guide is intended for elected and municipal officials and their development partners (NGOs, decentralized cooperation¹, consultancy firms). The direct result of lessons learned from the CMS program, this guide contains:

an intervention methodology to be used for un-

dertaking a municipal diagnostic on existing services and sector stakeholder expectations:

the steps to be followed when constructing a municipal strategy, in a concerted manner with all local stakeholders, to improve water supply and sanitation services

How to develop a concerted municipal strategy

The CMS approach involves working through a four-step process. These four steps, which are further developed throughout this guide, are as follows:

Conducting a diagnostic

The aim of the socio-economic and technical diagnostic is to provide a clear overview of the water and sanitation infrastructure situation at town level.

It takes into account all the various ways in which the population accesses water and sanitation,

particularly focusing on:

- initiatives already in place locally for seeking adapted solutions;
- issues specific to different neighborhoods or different segments of the population.

It also needs to include a review of those projects that have previously been conducted in the town and the lessons drawn from these by both the people and the administration.

In addition, the socio-economic diagnostic needs to analyze the interactions between the

Decentralized cooperation is a relatively common phenomenon in Francophone West African countries and relates to the exchange of technical and financial support between local authorities of the North and South.

supply and demand actors to enable a clear vision to be formed as to the role each is to play in the proposed improvement process.

Ensuring the participation of the population and those actors involved in water supply and sanitation services

It is not possible for a town's water supply and sanitation to be designed as a single system. The multiplicity of both systems and actors and their synergy in managing the chain are thus vital to the success of a local development plan that encompasses the whole population.

This option is also extremely important for local democracy: water and sanitation are public services around which it is possible to develop local authority capacities and good governance practices.

In order to define and implement actions tailored to the people's needs and capacities, local authorities need to involve all the relevant partners: civil society organizations, the people (in the form of neighborhood organizations), as well as local private operators.

The CMS program follows such a consultationbased approach, ensuring the participation of all local water supply and sanitation service stakeholders, as well as of all the people concerned.

Defining an intervention strategy

This intervention strategy provides a clear vision, shared by all local actors, of the water supply and sanitation situation within the local authority area. It sets out the agreed desired improvements and defines each actor's contribution to implementing these.

Creating a localized, realistic and time bound action plan

The aim of a jointly developed and agreed action plan is to **facilitate the synergy between**

local and external efforts, particularly those relating to finance. Unlike the traditional action plans that usually accompany development strategies, the CMS action plan is created through application of the demand-driven approach. It is the result of consensus reached through consultation with the different actors.

This action plan is:

- practical: its **actions are set within the municipal authority area** and are carried out by the different actors:
- realistic and achievable: **an assessment** is conducted from the feasibility report documents;
- time bound: **the actions are prioritized** by both the direct beneficiaries and the other stake-holders involved

KEY CONSULTATIONS	PROCESS STEPS	MAIN OUTPUTS
Month 1	Preliminary phase - Engagement of the Local Authority - Identifying the process facilitator - Scoping of the process by the Local Authority and facilitator	
Month 3	Phase 1: Diagnostic - Field observation and mapping - Demand analysis + household surveys - Supply analysis	
	- Analysis and interpretation of data - Classifying issues by actor and by neighborhood	Draft diagnostic report
Presenting and discussing the diagnostic	- Final diagnostic report	Report on workshop discussions
Month 6	- Identifying and prioritizing issues	Final diagnostic report + Diagnostic synthesis
Seeking solutions for each objective(2.2)	Phase 2 : Developing a Concerted Municipal Strategy Defining service improvement objectives (Step 2.1)	Service improvement objectives table
Presenting and discussing the solutions (2.3)	Developing the Action Plan (Step 2.4)	Action Plan + Action Sheets
Month 9	Drafting the concerted strategy presentation document (Step 2.5)	Strategy document Synthesis of the strategy
Validating the concerted strategy (2.6)	Consolidating the monitoring body (Step 2.7)	Composition of the monitoring committee and its responsibilities
Month 12	Implementing the strategy Communication / advocacy Mobilizing finance Monitoring the strategy and implementation of the actions	

What does this guide contain?

This guide is intended as a methodological tool for the step-by-step development of a concerted municipal strategy to provide access to water and sanitation for all. It is not a manual, but rather sets out an approach and methodological points of reference to assist with the development of such a strategy.

In addition to this introduction, the guide is divided into a further four parts:

- 1. **part one** covers **the phase in which the local authority confirms it is to engage** in the process and discussions between the facilitator and the municipal team are initiated (preliminary phase);
- 2. **the second part** sets out a methodology for **conducting the detailed and concerted diagnostic** of access to water and sanitation by both the population and economic activities, **then presenting and discussing its findings** (phase 1). This diagnostic serves to identify and prioritize the technical and socio-economic issues associated with developing these services;

- 3. **the third part** provides recommendations for conducting the different steps of the actual **municipal strategy development process** and for ensuring it has **the concerted approval of all actors involved** (phase 2);
- 4. **the last part** describes the mechanisms required to successfully **monitor the strategy** and implementation of the actions that ensue.

At each stage of the process, documents are produced by the facilitator, in conjunction with all of the actors. Once approved, these documents, the diagnostic report or the strategy document, become local authority documents held on behalf of all local stakeholders. It is, therefore, important that they are drafted and presented as such.

Examples of these documents can be downloaded from the CMS program website: www.pseau.org/smc

Box 2

Engaging in consultation

Using consultation as a tool for developing a municipal strategy for water supply and sanitation results in a concrete, shared and stimulating strategy being produced.

To take account of the perceptions, issues and opportunities of each actor with regard to existing services

Consultation makes it possible to:

- -identify and obtain the views of each category of actor, particularly those working in the 'shadows', namely the informal operators who have no recognized legitimacy yet act as the services' pivotal links, such as water resellers or mechanical pit emptiers:
- -develop an improved awareness of the issues encountered by each profession in the discharge of their work;
- -identify the solutions and innovations that have been developed by each category of actor.

Box 2 (cont.)

To provide information and stimulate collective discussion

Before being used as a management tool, concerted strategic planning needs to be designed and conducted as an educational and collective discussion tool. In addition to taking account of opinions, consultation serves to inspire each participant to consolidate their analyses and initiative efforts around addressing the challenges posed by the Millennium Development Goals (MDG) within the specific framework of the town concerned.

To assemble all local skills

The consultation process enables participants to recognize and acknowledge other actors. As such, it can help overcome any reticence and obstacles between stakeholders, enabling them to form a shared medium and long term vision of access to water and sanitation for all. This vision minimizes frustrations and encourages initiatives from all within a secure environment.

To support sustainable behavior change

Drafting a concerted strategy for water and sanitation involves, of course, developing a guidance document to facilitate the implementation of tangible actions in the field; however, given the scale of the MDG targets, it above all involves developing a behavior change strategy.

Through the consultation process, stakeholders develop both their knowledge and skills, enabling them to work on joint projects under the authority and responsibility of the local authority.

To ensure effective planning

Consultation enables all actors to play a part in defining the technical solutions and organizational and legislative measures most appropriate for the sector. These jointly upheld and shared 'principles and values' thus ensure that the master plan produced is both robust and effective.

The consultation process is just as important as the resulting strategy document because of the educational and collective role it plays in stimulating learning, information and discussion, instilling a sense of ownership in all and in the population, in particular.

Bringing together actors of different types and with varying interests to develop the strategy, a well-designed and skillfully conducted consultation can ensure these actors take progressive ownership of this strategy and participate in its implementation, each at their respective level.

Following the exploratory meetings held at each phase, this consultation should notably inform:

- 1. the synthesized diagnostic and the analysis of the opportunities and constraints:
- 2. the choice of the fundamental objectives of the strategy and the priorities for action, notably clarification of those actions identified as urgent.

To this end, it is recommended that the consultation is conducted as follows:

- 1. identify the relevant interest groups:
- 2. hold targeted meetings with each interest group in which participants all have the opportunity to freely express their opinion of the current situation, their ideas for improvement and what they consider to be the source and causes of obstacles and bottlenecks:
- hold smaller meetings with groups of seemingly divergent interests. 3.

INTRODUCTION



The decision to engage in the process



The local authority engages in the process

The development of a concerted municipal strategy is a process that needs to be conducted and driven locally, by the mayor and his municipal team. Validation by the town council is required to ensure the approach becomes firmly embedded

in the local planning process.

This thus provides the elected officials with the ideal opportunity to hold discussions on water supply and sanitation services with all actors and to build legitimacy around the subject.

A process facilitator is identified

As for all types of debate, discussion and exchange, it is recommended that an external facilitator be used; one who has proven skills and expertise, and whose legitimacy stems from national level, placing him above local issues. His neutrality will enable him to both facilitate sometimes heated debates and bring a new and objective perspective to the actors' existing water and sanitation service related issues.

This facilitator needs to have high level mediation and facilitation skills. Sound expert knowledge of the field of water supply and sanitation is also required to enable the facilitator to undertake a detailed examination of the technical issues and most appropriate solutions with each category of actor. The role can thus be summarized in two words: mediator and expert.

The ideal solution is to have a facilitation team that contains all the skills required and which makes regular visits to the field, with a clearly identified leader to act as key contact to the mayor, the municipal team and municipal technical departments.

The role required of the facilitator is as follows:

- during the diagnostic phase: he is particularly attentive to the views of the local actors:
- during the consultation phase for developing the strategy: whilst remaining attentive, he also needs to be creative, actively seek new solutions and provide expertise.

Continuous communication between elected officials and the facilitator is vital to the success of the water and sanitation municipal strategy development process. It is crucial for ensuring consensus is reached on the proposed solutions.

Dialogue is initiated between the municipal team and the facilitator to organize the approach

This preliminary step is essential for preparing actions in the field. It makes it possible not only to initiate dialogue between the facilitator and the municipal team, but also to prepare and train the latter both on issues associated with the approach and on the

importance of taking ownership of the process.

Together, the facilitator and the local authority set the milestones that are to punctuate the process, always bearing in mind that this is a time bound approach.

Box 3

Setting up the three-member team: the mayor, the head of the municipal technical departments², the facilitator

Within the CMS program, each process began with a regional meeting, organized by MDP and pS-Eau, attended by three people from each town: the mayor, the head of the municipal technical departments and the facilitator.

This meeting provided a team-building opportunity for the three attendees and enabled them to develop the shared values crucial to the success of the process.

The first joint activity undertaken by this team was the preparation of three preliminary presentations:

- (1) a presentation by the mayor on the advantages, constraints and opportunities of the target town with regard to access to water and sanitation:
- (2) a presentation by the facilitator giving a brief status report on the access to water and sanitation situation;
- (3) a presentation by the facilitator on the main water and sanitation stakeholders.

Even if there is no meeting held to launch the process, it is recommended that the three (mayor, head of municipal technical departments and facilitator) still conduct this brief exercise at the start of the process.

These three actors will form the Steering Committee for the strategy development process.

² In those towns where the water supply and sanitation service is managed by a municipal operator, then this operator is invited. This particular situation is found in many towns in East Africa.

The points which may need to be clarified during the process

During the consultation, certain misunderstandinas may arise that could considerably hamper the proper implementation of the process: it is up to the facilitator to clarify these points as early as possible.

In several of the towns in which the CMS approach was implemented, in-depth explanations of the following points were required, both at the outset and during the process:

- the scope of the exercise (water supply and the management of wastewater and excreta). whilst remaining attentive to other related aspects (health, education, waste management, stormwater. etc.):
- the definition of the area covered by the approach (identifying the local authority area boundary, defining the areas/neighborhoods by housing type from available maps);
- the importance of the local private sector to the service offer and the lack of information held on this sector:

- the syneral between technical solutions and the types of supply actors:
- the lack of information on demand and the work to be undertaken to remedy this situation. The decision-makers - elected officials, technical departments - may believe they know which solutions are the most appropriate. It will be necessary to convince them of the relevance of the research conducted on supply and demand:
- the various interpretations of the word 'consultation' and the methods advocated in the proaram: multi-faceted and inventive consultations that are tailored to the target audience and to the aims of each phase of the process:
- the barriers between actors and the role the strategy plays in breaking the deadlock;
- the importance of building the actors' trust over the course of progressive consultations;
- the role of the facilitator as both mediator and expert.

THE DECISION TO ENGAGE IN THE PROCESS

PHASE '

The concerted diagnostic for water and sanitation



The aim of this concerted diagnostic for water and sanitation phase is to:

- undertake an in-depth review of the situation by involving all stakeholders (**Step 1.1.: Conducting the diagnostic**);
- obtain validation of the concerted diagnostic by all actors and begin discussions to determine priority issues (Step 1.2.: Presenting and discussing the diagnostic / Identifying and prioritizing issues).

Step 1.1.: Conducting the diagnostic

The diagnostic is an essential phase of the concerted municipal strategy development process. The aim of the diagnostic is to produce an in-depth review of the situation. It is concerted in that the approach used to conduct the diagnostic involves large-scale consultation with, and the participation of, the local stakeholders.

It will provide:

- both a detailed snapshot per neighborhood or sector and a more general overview of:
 - o the inhabitants' water and sanitation practices:
 - o the practices of the economic actors;
 - o the water resources able to provide drinking water (availability and quality);
 - o the water supply network and household water supply facilities;
 - o the situation of public establishments (schools, healthcare centers, administration offices, religious buildings, markets, etc.) as regards access to water supply and sanitation services;
 - o existing programs and, in particular, any

existing seeds of innovation;

• information on the supply and demand actors, their perception of the services and all their suggestions for improvement and contribution.

The main steps involved in conducting the diagnostic are:

- Studying and making use of existing documents / Identifying and characterizing previous or upcoming programs and projects;
- Conducting the 'technical' diagnostic (existing facilities, level of service quality);
- Conducting the 'stakeholder' diagnostic:
 - o Identifying the supply and demand actors
 - o Meeting the demand actors
 - o Meeting the supply actors
- Analyzing and interpreting the data;
- Drafting a presentation of the water supply and sanitation situation;
- Developing the draft diagnostic report.

Studying and making use of existing documents

Regardless of their town's size and history, all urban populations have experiences (sometimes good, occasionally bad, but never insignificant) in accessing water and sanitation. Many local actors will also have experience of undertaking projects or providing services, both formal and informal.

A local concerted strategy aimed at providing access to water and sanitation for all uses the varied experience of all local actors as a basis upon which to develop the approach, along with ideas brought in from elsewhere.

Prior to engaging in any sort of consultation process, all existing documentation (various studies and assessments) and all water and sanitation projects recently implemented within the town (for example within the last ten years) need to be identified and collated into a clear, comprehensive and dated list. So as not to take up too much of the stakeholders' time during consultation, it is advisable to 'let the documents talk' before talking to the people.

All the documents collected will be used to create a preliminary concise and detailed summary to establish the main outlines of:

- the character of the town (diversity of the different neighborhoods, the different economic activities);
- current methods used to access water and sanitation, quantified if possible (known access rate for each method) and broken down into areas (for example, by neighborhood), as well as the various types of stakeholder concerned by water and sanitation issues in the town.

These basic outlines are to be developed in further detail during the subsequent steps.

Conducting the 'technical' diagnostic (identifying existing facilities, the level of service quality)

This step involves field visits and working with the local water supply and/or sanitation company and the town's technical departments, who will assist in locating the public facilities (networks, production facilities, treatment plants, storage tanks, standpipes, public toilets, etc.). If the operator has a map of the network, this can also be used. If, on the other hand, there is no up-to-date map of the local authority area that can be used as a starting point, it may be worth making enquiries at the national cartographic institute. It is also possible to obtain maps for very little cost on the internet. It is then possible to identify the location of these facilities using a combination of field work and GPS coordinates. A short guestionnaire may also prove useful for obtaining additional information on the facilities' technical characteristics

With regard to the facilities identified, it is also necessary to:

- provide some technical information for characterizing the facilities (size, etc.);
- give an expert opinion of the technical maintenance condition of facilities;
- ascertain the operational issues experienced on networks in different sectors of the town, if possible and relevant;
- locate the (often illegal) sludge disposal sites (used for the discharge of sludge from manual and mechanical pit emptying).

Conducting the 'stakeholder' diagnostic

This is the most difficult part of the diagnostic; it

is also the most innovative and the most productive as regards potential input for the intervention strateay. In addition to the information obtained. this step is key to raising stakeholder awareness and ensuring their involvement in the subsequent steps of the concerted strategy process.

Identifying the stakeholders

Demand actors

This step involves drawing up as comprehensive a list as possible of the existing demand actors, then ranking these according to their relative volumes of consumption. These demand actors could include.

- large social consumers (schools and training establishments, healthcare centers, etc.):
- large administrative consumers;
- large commercial consumers (industry, hotels. etc.):
- households

Supply actors

During the consultation process, it is important to ensure that the diversity of these stakeholders is taken into account. Thus, all supply actors need to be identified, including:

- small local operators (artisans, water resellers, pit emptiers, etc.);
- the water company, and sometimes the sanitation company;
- the local authority and its departments;
- other public services (state and regional deconcentrated departments, etc.);
- external support agencies (national or international NGOs, decentralized or bilateral cooperation, etc.).

Collecting information from the different stakeholders

Demand actors: obtain information on their perception of the service and all their suggestions for improvement and contribution

The demand study is an essential step in the development of the diagnostic. The ultimate aim of the study is to produce a model of users' needs and desired service levels

The approach used to determine both the needs and the perception of the quality and level of service will need to be tailored to each stakeholder category. For households, the approach mainly involves group discussions or qualitative or quantitative surveys, whereas for large consumers semi-structured interviews are often used.

In addition to studying the demand of these actors, it can also be useful to ascertain the service improvement conditions, any alternatives that have been developed both at individual and

Box 4

The importance of the 'gender' approach when analyzing demand

It is the women who are responsible for domestic hygiene, who most often use water for various purposes, who dispose of the wastewater that results from washing laundry and performing household tasks, who use and make their children use the toilets. It is therefore important to be attentive to their needs and ensure their demands and views are heard. It is worth bearing in mind that women rarely speak when in the presence of a neighborhood representative, a male leader or in front of elders or the head of the family.

group level and how these can help bring about the desired improvements. This information should then be copied onto the data collection sheets

For more detail on this demand-driven approach, please refer to CMS methodological guide n°3 (How to analyze the demand of current and future users for water and sanitation services in towns and cities in Africa).

Analysis of the study questionnaires or semi-structured interviews and discussion group reports will enable to facilitator and his team to estahlish.

- the actual situation in terms of water and sanitation needs:
- the opinion of users on the level and auality of the service and initial ideas for improvement.

Box 5

Different approaches that can be used for consulting with the supply and demand actors

The approach selected depends on the target stakeholder, the size of the stakeholder group and the objectives to be achieved. Due to the size of the various stakeholder groups, difficulties organizing individual interviews and, sometimes, the need to compare ideas and opinions, the facilitator may opt to conduct aroup interviews.

Targeted individual interviews: for each particular topic covered, the relevant actors are identified for interview. These semistructured interviews are carried out by the expert using pre-developed interview guides. This approach is mainly used for large consumers and certain specific supply actors.

Focus groups in the neighborhoods: for user-related topics, as it is impossible to meet each actor individually and particularly as it is necessary to compare and discuss ideas, group meetings are organized in the neighborhoods. The focus group facilitator needs to be issued with a guide on leading meetings. Public meetings in the neighborhoods and meetings with the heads of public establishments (schools, health facilities, etc.) enable discussions to be held with both the households and these managers. The private and/or social stakeholders (management committees, standpipe managers, well-diggers, manual pit emptiers, etc.) will also be met using this approach, where discussions will help ensure there is synergy between solutions.

Thematic workgroups: these are set up to deal with specific topics that require synergy between actions. Several different groups of actors will be identified then met during this type of meeting.

Pre-approval consultation meetings with key stakeholders: Following consultation with the actors, it will be necessary to hold a pre-approval meeting with key stakeholders, such as the water and sanitation companies, to define the main points to be included in the future strateay.

Detailed technical visits: the facilitator needs to undertake field visits to obtain confirmation of any technical issues highlighted during the consultation. These visits will be conducted by the technical managers of the water and sanitation operational facilities, who will also be on hand to provide any additional information required.

The facilitator needs to develop interview guides based on the categories of stakeholder to be met.

Supply actors: obtain information on their perception of the service and all their suggestions for improvement and contribution

To discern and define the supply actors' perception of the service and collate their sugaestions for improvement and contribution, semi-structured interviews are conducted by the facilitator's experts. Depending on the size of the stakeholder groups, it is also possible to organize discussion aroup meetings for the associations and private actors. Regardless of the method chosen, sampling will be required due to the large number of stakeholders involved

The aim is not solely to ascertain the role and activities each of these actors undertakes in the field of water supply and sanitation, but specifically to concentrate on their actual experiences, which form the basis of each actor's:

- personal perception of issues, his analyses and arguments;
- ideas for possible general improvements;
- ideas for making his own improvements;
- willingness and capacity to increase his contribution and ideas as to the form this contribution should take;
- reluctance to become more closely involved;
- perception of the barriers and their causes hampering the provision of water and sanitation for all

The CMS program has shown that, whilst the municipal teams and facilitators are relatively well aware of who the public stakeholders are, they generally have a poor understanding of the local private sector actors. It is the latter, however, who are often better at meeting the inhabitants' expectations.

Box 6

Expert facilitator role and required competencies for the diagnostic phase

Prior to the interview, the facilitator needs to collect as much information as possible on the actor concerned in order to successfully manage both the interview and the topic under discussion. He will need to develop interview auides and survey sheets, ensure he has the tools and materials required to collect and store information (notebooks and survey sheets, etc.). The facilitation team's socio-economic expert should conduct this phase of the diagnostic. The presence of the local authority needs to remain discreet during this phase to avoid bigsing any discussions or information provided. The local authority could, however. provide the facilitation team with a letter of introduction to facilitate the making of appointments with the actors to be interviewed.

Analyzing and interpreting the data

Characterize the different levels of service by area

Demand actors

Through qualitative and quantitative analysis of the data collected from the 'technical' and 'stakeholder' diagnostics, it is possible to determine the water supply and sanitation access rates for different levels of service. The criteria provided by the United Nations for monitoring achievement of the Millennium Development Goals (MDGs) water and sanitation targets can be used for this (see Box 7 for the United Nations definition of improved service levels for water and sanitation): however, these criteria will often need to be redefined for each particular context studied.

In addition to quantitatively characterizing the facilities, at this step the facilitator needs to provide information on the technical qualities of the infrastructure and conduct a full analysis of the quality of the water supply and sanitation services: frequency of service interruptions, pressure, water quality, quality of the sanitation facilities, distance from the dwelling to the water point, wai-

ting time at standpipes and other public water supply facilities, the cost of water compared to the income of vulnerable households, conditions of accessing the service, etc.

Other criteria can also be included to cover specific local situations, such as the protection of groundwater from contamination by sanitation facilities.

Box 7

MDG definitions of improved and unimproved water supply and sanitation facilities

****	IMPROVED DRINKING WATER SOURCES		
Piped water on premises	Other improved drinking water sources		
Piped household water connection located inside the user's dwelling, plot or yard.	Public taps or standpipes, tube wells or boreholes, protected dug wells, protected springs or rainwater collection.	Unprotected dug well, unprotected spring, cart with small tank/drum, surface water (river, dam, lake, pond, stream, canal, irrigation channels) and bottled water.	

IMPROVED SANITATION		UNIMPROVED SANITATION	
Improved sanitation facilities ensure	SHARED facilities	UNIMPROVED facilities	OPEN DEFECATION
hygienic separation of human excreta from human contact. They are the use of the following facilities: Flush/pour flush to: piped sewer system Septic tank pit latrine Ventilated improved pit (VIP) latrine Pit latrine with slab Composting toilet	Sanitation facilities of an otherwise acceptable type shared between two or more households. Public toilets are included in this category.	Unimproved sanitation facilities do not ensure hygienic separation of human excreta from human contact. This category includes pit latrines without a slab or platform, hanging latrines and bucket latrines.	Open defecation is when human feces are disposed of in fields, forests, bushes, open bodies of water, beaches or other open spaces or disposed of with solid waste.

Clearly identify the interest groups involved, as well as any potential conflict and bottlenecks

The interviews enable areas of similarity and difference between the various types of actor to be established through:

- the issues expressed and analysis of their causes:
- the needs expressed and ideas for improving access to water and sanitation;
- the actual (or merely stated) willingness to contribute:
- the reluctance to become more closely involved in the process;
- the perception of bottlenecks and analysis of their causes

As a result, it is possible to clearly identify the interest groups involved so that particular attention can then be paid to these during the consultation process to overcome or anticipate any bottlenecks.

During the diagnostic, it is vital that the facilitator avoids clouding the issue and instead focuses on listing all the main topics for which the removal of conflict or bottlenecks would, in his opinion, have a tangible effect on the implementation or development of actions on the around.

Assess recent and current programs of action

It is essential that a detailed analysis is conducted of recent local programs implemented in the field of water supply and sanitation by the local authority or other local stakeholders in order to

ascertain why these failed to ensure long-term success or, conversely, why they were successful and which would be useful to replicate.

Identify existing local potential for support

Implementation of a strategy to improve access to water supply and sanitation services is mainly reliant on those actions that the various local actors themselves are able to undertake. It is, therefore, crucial that potential development support is identified from within the local authority area during this step. This support could come from: local or central administrative stakeholders, association-led or private services, decentralized cooperation or government programs.

Synthesizing those elements describing the water supply and sanitation situation

At this stage, the facilitator is now in a position to provide a description of the water supply and sanitation situation, neighborhood by neighborhood and across the entire local authority area. This description needs to be based on the two key tools used during the diagnostic phase: the 'technical' diagnostic and the 'stakeholder' diagnostic.

This analysis will particularly help determine the level of service provided to different neighborhoods, the different types of public facilities and the categories of user.

This synthesis will also highlight the constraints and opportunities present in the town concerned. It is also possible to give a brief overview of the area's medium and long term population, urban and geographic development prospects (in

which directions is the town most likely to grow?), as well as of future water consumption trends.

Mapping is an ideal way to present the results of this step. The map can show the locations of the main water supply and sanitation facilities (public network, standpipes, public wells and boreholes, springs, etc.) and be supplemented by thematic maps highlighting the sanitation situation, accessibility of improved drinking water sources, the service quality (pressure, frequency of service interruptions, opening hours, cut-off penalties), etc.

By superimposing the access to service maps over the maps showing the population of different areas of the town, it is possible to calculate the water supply and sanitation access rate (the proportion of the area covered out of the total local authority area).

Using photographs of the different situations encountered will also help improve overall understanding. Within the CMS program, publicly displayed photos highlighting the town's main issues had a considerable impact on local elected officials and water and sanitation company managers, as well as on the inhabitants themselves.

Developing a draft diagnostic report

This report needs to include:

- A synthesis of all the water supply and sanitation facilities located within the local authority area
- An analysis of the existing stakeholders (supply and demand actors) and the actual role played by each one.
- The issues identified: the constraints and opportunities presented by the situation, as well as the themes that need to be covered in greater detail to address the issues arising from the diagnostic

An indicative outline for this report is provided in the Annex.

Box 8

The benefits of using mapping during the consultation process

Mapping helps answer the following questions:

- (1) What is the town's exact water supply and sanitation facilities situation?
- (2) What proportion of the local authority area is covered by water supply and sanitation facilities?
- (3) In which areas are water supply and sanitation least developed?

Mapping enables the access to water supply and sanitation situation to be visualized, and partially quantified, across the entire local authority area (by neighborhood or by area); this information can then be used to guide decisions and set priorities. Mapping can also be used as a discussion tool, which, when required, can facilitate both discussions between actors and agreement on the priority actions and the areas in which these should be conducted.

Step 1.2.: Presenting and discussing the diagnostic / Identifying and prioritizing issues

Presenting the findings of the diagnostic requires a two-stage validation process:

1° A meeting to present the initial results to the local authority and other key stakeholders, if appropriate

This initial group meeting enables the stakeholders to start building mutual trust and taking ownership of both the issues and the approach. The meeting also makes it possible to identify which issues require better understanding and to further develop ideas for improvement.

If necessary, a further diagnostic may be undertaken prior to holding the validation workshop.

2° The validation workshop

The presentation and validation of the diagnostic should enable.

- an understanding of the situation within the town to be shared and jointly validated.
- the smooth transition from diagnostic to strategy development by:
- highlighting the principle issues and identifying the main messages and key principles of the concerted municipal strategy for water and sanitation:
- discussing the proposed solutions and placing them in order of priority (urgent, shortterm, medium and long-term).

Presentation of the diagnostic is a key phase of the approach, one which determines the actors' ownership of both the results and the remaining

steps in the process. As such, it needs to be carefully planned by reviewing the notes taken in the field and from discussions held during the consultation phase. Certain points may require clarification, trust-building with stakeholders or preliminary meetings with sub-groups to avoid conflict during the actual workshop. It is also particularly important to share the main results of the diagnostic with the local authority (in its role as contracting authority for the process) prior to the validation workshop in order to prepare the debates and properly define the issues and their impacts on the services provided to the population.

Who invites the attendees? The mayor issues the invitations: however, both these and the list of attendees are drawn up by the facilitator. The letter of invitation should be accompanied by the draft agenda and a synthesis of the draft diagnostic report.

Who is invited? All the actors consulted during the process. The list of demand actors will be defined in accordance with how well they are represented within the town.

Workshop venue: The most appropriate venue for the workshop (town hall or neutral location) needs to be selected based on the context of the town and the stakeholders' perception of the local authority. Regardless of the location, the venue needs to be large enough (hall) to enable the attendees to break out into workgroups.

Who facilitates the workshop? The facilitator (team leader) should facilitate the workshop. It is vital that the facilitator and each member of his team involved in conducting the consultation and diagnostic (project manager, socio-economist, water supply and sanitation technical expert) take part.

Which tools should be used? Presentation of the diagnostic will be carried out with the aid of three PowerPoint presentations.

- Presentation 1: Presentation of the methodology / scope of the diagnostic (water supply / management of wastewater and excreta);
- Presentation 2: Water supply diagnostic ('technical' and 'stakeholder'):
- Presentation 3: Sanitation diagnostic ('technical' and 'stakeholder').

The preparatory work to be undertaken in conjunction with the local authority will be vital to the success of this workshop. Care should also be taken to ensure the communication aids used are of high quality.

What logistics are required? Video projector, flipchart and paper (one for each workgroup). It is good practice to cover the participants' travelling expenses, as well as provide coffee during breaks and a group lunch.

Workgroups: It is strongly recommended that a period of time (however short) is allocated to workgroup activities in the second half of the workshop. The aim of these workgroups is to encourage all participants to contribute to the discussion and provide them with an opportunity to have their say, thus enabling them to develop a greater sense of ownership over the process, the ideas discussed and to build trust between partners.

In order to ensure these workgroup sessions are effective, it is important to prepare 'terms of reference' to guide the discussion and to identify a 'coordinator/rapporteur' for each group. The terms of reference

rence will be based on the analysis of the priority issues to be included in the strategy. Thus, from the diagnostic just presented, the workgroups are to discuss those issues that most urgently need to be addressed, establish priorities and come up with ideas for solutions.

The areas that could be covered in these workgroups (and thus included in the terms of reference) are as follows:

- identify the water and sanitation issues that are most important for the achievement of the Millennium Development Goal (MDG) targets;
- rank the major identified issues in order of priority;
- identify the actors and/or communities concerned by each issue;
- discuss and develop the suggestions for solutions and improvements put forward for investigation by the actors met as part of the diagnostic;
- arrange the suggested solutions in order of priority (urgent, short-term, medium and long-term);
- identify the actors concerned for each possible solution:
- identify the constraints and opportunities within the town for addressing the challenge of access to water;
- identify current or upcoming projects (including those initiated at national level likely to have an impact at local level);
- identify the constraints and opportunities within the town for addressing the challenge of access to sanitation

These workgroups can either be organized by theme (one or more groups discussing sanitation / one or more groups discussing water supply), or by technical / stakeholder diagnostic (ensuring that sanitation is also fully covered within each group and they do not solely concentrate on water supply). It is important that each group is made up of a diverse range of both supply and demand actors.

Where discussions focus on possible solutions, it is important that the suggestions put forward by the local actors during the diagnostic are the ones discussed rather than suggestions from the groups themselves

Synthesizing the workshop discussions and consolidating the identification and prioritizing of issues

This transition stage between the diagnostic and the development of the strategy is very important. It involves working from the main conclusions and the priority issues identified and validated during the presentation workshop to determine the strategic issues. From these issues, it is possible to define the type of shared vision that is to be developed: this task should be relatively straightforward given that the diagnostic identified both the priority issues, shared during the validation workshop, and suggested solutions.

The first activity to be carried out following the workshop is the drafting of high quality meeting minutes that are both detailed and comprehensive. These minutes will help determine the outcome of the remainder of the CMS process.

The task of identifying and prioritizing the issues needs to be undertaken immediately after the diagnostic validation workshop has taken place. If possible, appointments should be made with those identified as key stakeholders during the workshop itself in order to drive or support those actions put forward as solutions.

At this stage, the facilitator needs to be technically and organizationally creative, both to guide the stakeholders directly towards realistic and achievable options and to define visions that are aligned to national or local opportunities, strengths and weaknesses. An analysis of current

Box 9

Information to be included in the diagnostic presentation meeting minutes

Meeting minutes must be detailed and concise. The following elements should be highlighted:

- the main solutions that will serve to drive the consultation process to develop the strategy.
- the key issues, the actors/communities where these issues have been identified and, if possible, their causes:
- the stakeholders liable to contribute to implementing solutions to the issues identified.
- the PowerPoint presentations included in the annex.

Box 10

The importance of sharing the results of the CMS process at national level

At this stage, it is important to incorporate into discussions information on national projects currently under development that may potentially have an impact at local level. The concerted municipal strategy can often help the target town secure participation in an upcoming national project. This is why it is important to keep the institutional stakeholders at national level updated from the moment the CMS process is launched.

projects (already conducted during the diagnostic) can be used to assist the stakeholders with forming their own vision for improving service levels. Conducting an analysis by local authority area or by category of user makes it possible to quickly reach consensus on the areas or services

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that are poorly covered by the current systems. In those towns involved in the program, there was often a tendency to want to expand the scope to cover other sanitation-related elements, such as garbage collection or stormwater drainage. It is, therefore, important that the facilitator refocuses the discussion onto wastewater and excreta.

PHASE 2

Developing a Concerted Municipal Strategy



Step 2.1.: Defining the service improvement objectives

This step involves defining a vision that is shared by all actors for improving the conditions of access to water and sanitation.

It is therefore necessary to:

- set the strategic objectives;
- further develop the solutions suggested during the diagnostic;
- define the role of each actor in implementing the strateav:
- set the guiding principles of the future strategy. These elements will be required to assess the level of service attained following implementation of the activities contained in the action plan.

The water supply and sanitation service level and quality improvement objectives can relate to:

- the coverage and access rate to improved water supply and sanitation services³;
- the extension of water supply and sanitation services to areas with poor coverage:
- the quality of water supply and sanitation facilities and infrastructure:
- the organization and quality of the water supply and sanitation service:
- the number of public education, healthcare or commercial establishments with water supply and sanitation facilities:
- the number of households with domestic sanitation facilities:
- hvaiene.

The objectives selected will stem directly from the issues identified by both the stakeholders and the population and defined as priorities during the diagnostic.

Particular reference should be made to classifying issues neighborhood by neighborhood as this makes it possible to identify the areas to be prioritized and to carry out a quantitative assessment for any given objective. The fact that the issues have already been determined should make it easier to arrange and prioritize these objectives.

The Millennium Development Goal (MDG) drin-

For the United Nations definitions of improved water supply and sanitation facilities see Box 7 above

Box 11

Example: The strategic objectives for water and sanitation for the town of Ebolowa (Cameroon)

Water supply:

- Increase the area covered by the town's water supply network (increase access to an improved drinking water source from 41% in 2007 to 71% in 2015).
- Increase the number of water supply facilities in public buildings (schools, health establishments, prison);
- Improve the quality of the water distributed in the town.

Sanitation:

- Set up an IEC (Information, Education, Communication) program on hygiene and sanitation;
- Assist households in improving the quality of household latrines (increase access to improved sanitation facilities from 35% in 2007 to 67.5% in 2015);
- Construct latrines in schools and public places.

Transversal:

- Improve local governance of water supply and sanitation services.

king water and sanitation targets can be used as guideline values for quantitatively assessing the neighborhood coverage and facilities improvement objectives.

During this identification phase, the facilitator needs to both draft a synthesis of the information collected and consult with the municipal team. This is an initial identification that needs to be checked and refined by comparing the objectives with the proposals collated from consultations with the relevant actors. This thereby ensures that the service improvement objectives are defined through consultation and by involving all the different stakeholders concerned.

Step 2.2.: Undertaking consultation to seek solutions for each objective

This step involves exploring and conducting a critical analysis of the different possible options available (technical, institutional, financial, etc.) for improving access to water and sanitation for both people and economic activities, as well as establishing the specific means by which these options are to be implemented and sustained. Dividing the town into different sectors will provide a better understanding of its diversity, as well as of the town as a whole. Consultation with the stakeholders draws on the diagnostic conducted for each distinct area in order to identify the most appropriate solution for each context.

Proper planning in both space and time ensures greater coherence between projects and maximizes their impact in the field. For this, it is necessary to:

- analyze the solutions put forward by each category of actor;
- analyze the strengths and weaknesses of each actor (at least those required to assist with implementing the actions of the strategy);
- determine the possible involvement of each actor in implementing the recommended solutions;

- establish the priorities for action advocated by each actor.

Who needs to be consulted at this step in the process?

Consultation will be limited to the key stakeholders, as this step simply involves translating the more general issues identified in the diagnostic and validated during the workshop into solutions

Priority should be given to consulting with the following stakeholders:

- the main supply actors: the local authority, water and/or sanitation company, those state deconcentrated departments involved in the sector, the private network operator where applicable, etc.;
- the main demand actors: large consumers, community leaders (neighborhood or sector leaders, sector NGOs and association managers);
- the inhabitants of those neighborhoods or areas with poor access to either the network or improved drinking water sources and sanitation facilities.

The list of actors to be consulted and the meeting schedule are to be drawn up in conjunction with the local authority. The local authority also needs to send out letters inviting the stakeholders to attend a consultation meeting.

At the end of the consultation, it will be necessary to develop a synthesis of the solutions and prioritize the actions that are to be implemented, ensuring they are defined within a well-defined period and with clearly identified resources.

Different methods for conducting the consultation can be found in Box 5 in the previous chapter.

What is the approach?

Define the auidina principles of the strateay:

It is necessary here to draw on the main auidina principles formulated by the actors. The following principles are often proposed:

the principle of decentralization, whereby central aovernment hands management for water and sanitation services over to the local authorities. This principle is driven by national laws that set out the local authorities' related responsibilities. It is also important to use elements of the diagnostic to analyze any constraints to applying this principle to the strategy being developed:

- the principle of the organization of water supply and/or sanitation services: do we move towards delegating the service to private operators or should the service be operated in-house by the local authority? What will be the local authority's role at each stage of the management process? What are their responsibilities as reaards major investment? What roles could be undertaken by informal private operators?
- the principle of user contributions to cover water supply and sanitation service operating costs: what are the users prepared to pay? Under which conditions?

Define the strategic focus greas:

The strategic focus areas stem directly from the strategic objectives. Each focus area is accompanied by key results to be achieved. The proposed actions are then grouped together under the various strategic focus areas. The CMS process uses several approaches to facilitate the definition of strategic focus areas (see Table 1).

TABLE 1. Example showing strategic focus area	as derived from the strategic objectives.
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STRATEGIC OBJECTIVES	STRATEGIC FOCUS AREAS		
Improve the access rate	Construction of improved water supply and/or sanitation facilities		
Improve the level and quality of service	Organizational changes to improve and sustain improved water supply and sanitation services		
Improve hygiene, reduce waterborne diseases	Measures to promote hygiene, sanitation and improve the quality of drinking water.		

Subsequently, the proposed actions need to be arranged into these strategic focus areas. The satisfactory implementation of these actions will contribute to the achievement of the objectives set.

The key stakeholders required to implement the actions, as well as the potential technical and financial partners, then need to be identified for each focus area.

Means of presenting the strategic focus areas and actions to be undertaken:

In order to present the results of this activity, a

brief description of each strategic focus area should be provided that includes:

- The exact wording of the strategic focus area;
- The rationale behind it:
- The anticipated results:
- The proposed actions for its implementation;
- The local actors whose involvement is required;
- The external technical and/or financial partners whose involvement is required.

This presentation can be in the form of a table, as in the example below showing the strategic focus areas for sanitation for the town of Ebolowa

TABLE 2. Example presentation of strategic focus areas and anticipated results (Ebolowa CMS)

STRATEGIC FOCUS AREAS	ANTICIPATED RESULTS	PROPOSED ACTIONS	KEY Stakeholders	TECHNICAL OR Financial Partners
1/- Put in place an IEC program on sanitation and hygiene. Rationale: For sanitation, the main issue is the large number of unlined pit latrines found within the town, the vast majority of these being crudely or not all protected. Wastewater is discharged either in front of the yard, into the drains or onto the street. None of the households are equipped to manage wastewater.	- The town's inhabitants have increased awareness of hygiene and sanitation	- Raise households' and schoolchildren's awareness of hygiene and sanitation issues - Introduce an IEC program into schools	Local authorities CUE MINDUH NGOs	Local authorities' investment budget Decentralized cooperation PPTE PDNDP
2/- Assist households in improving the quality of their latrines. Rationale: In Ebolowa, on-site sanitation facilities are used to collect wastewater and sewage. These facilities are basic and often located near the wells used for drinking water. Households need help constructing sustainable latrines that do not come into contact with the groundwater table, protect the user's privacy and provide a minimum of security to children, women and the elderly.	- Reduce the number of unsustainable sanitation facilities in the town - Improve the health conditions of households within the town - Reduce incidences of waterborne diseases	- Provide technical and financial assistance to households for the construction of improved latrines - Train masons within the town to construct sustainable sanitation facilities - Raise households' awareness on the proper use of sanitation facilities	CUE Local authorities CAIPE MINEE (CREPA)	Households' budget Local authorities' budget Decentralized cooperation PPTE

3/- Construct latrines in schools and public places. Rationale: Public education establishments contain 20 modern latrines and 14 traditional latrines for a total of 15,620 school-children, a ratio of approximately 1 latrine per 460 children. In contrast, in private schools, there are 44 modern toilet cubicles and 13 traditional latrines for a total of 4,820 schoolchildren, a ratio of around 1 cubicle per 85 children.	- All school establishments and buildings open to the public are equipped with a sustainable sanitation system - Children and teachers are instructed on the proper use of the sustainable sanitation systems	- Construct latrines in schools, healthcare centers and public places - Raise children's and teachers' awareness on proper use of the latrines - Set up hygiene clubs in schools to oversee maintenance of the latrines	MINEDUB MINESEC MINSANTE	Investment budgets of the ministries concerned (MINEDUB, MINEBASE, MINSANTE) Local authorities CUE Decentralized cooperation
4/- Create a municipal waste dumping site that includes a section specifically adapted for treating pit sludge. Rationale: There are no private, properly-equipped pit emptiers in Ebolowa. Users have to use pit emptying companies based in Yaoundé. The sludge removed from the septic tanks is then disposed of, with no pre-treatment, into the surrounding environment. The construction of a sludge disposal site can be included in the project to develop a municipal dumping site for household waste, to be managed through a concession contract that the town is about to set up. Several sites have already been identified by the local authority.	- Create the conditions required to encourage a private pit emptier to set up operations in the town - Reduce the risk of pollution associated with the illegal discharge of pit sludge	- Conduct an engineering and environmental impact assessment on the potential sites identified by the local authority - Develop the site selected and include a special section for treating pit sludge - Set up a public- private partnership to manage the disposal site	MINDUH CUE Private operators	MINDUH investment budget CUE investment budget

Step 2.3.: Presenting and discussing the solutions

The strategic focus areas identified during the previous step will initially be discussed as part of a partial presentation of findings. This presentation is conducted with the local authority (as the contrac-

ting authority for the CMS process) and the main supply actors. The expected outcomes of this step include the validation of the strategic focus areas, the prioritizing of actions and confirmation of the roles of each key stakeholder.

The role of the facilitator changes at this phase of the process: in contrast to the diagnostic phase, where the facilitator acted predominantly as mediator, he now needs to provide a creative force and serve as technical advisor to the stakeholders to help them select technically feasible, financially viable and socially acceptable solutions.

Step 2.4.: Developing the Action Plan

The municipal water supply action plan stems from the discussions held with the stakeholders and local authority. This action plan is developed from the strategic focus areas and associated identified actions. It includes a timetable for these actions, provides a technical description of each one, evaluates them and thus establishes the conditions for their implementation.

Prioritizing the actions and grouping them according to their implementation timeframe

The consultations undertaken during this step should result in the actions being prioritized. The priorities are to be determined from the needs expressed by the actors and defined in accordance with the required implementation timeframe of the proposed actions: urgent (immediately), short-term (in 2 to 5 years), medium-term (5 to 7 years) and long-term (over 7 years).

It is also a good idea to group them according to type:

- Organizational and institutional actions
- Technical actions
- Financial actions

If possible, the area affected by each proposed action should also be identified to enable definition of the geographical priorities established by the action plan.

Box 12

Putting an integrated sanitation chain in place within the local authority area: three methodological guides to shape the action plan

To assist local contracting authorities and their partners in implementing an integrated sanitation chain for their area, pS-Eau has developed three methodological guides as part of the 'Water and Sanitation' series:

Guide 4: How to select appropriate technical solutions for sanitation

Guide 5: How to manage public toilets and showers

Guide 6: How to finance sanitation

At this stage of strategy development, these guides can help with the selection of sanitation solutions to be implemented as part of the action plan.

These guides are available online at www.pseau.org/smc

Conduct a feasibility study for each action:

This step is carried out by the facilitator, who may need to consult briefly with some of the actors to clarify or obtain further information.

An action can be technical, organizational, institutional or financial

In order to conduct a feasibility study per planned action, it is useful to further complete parts of the diagnostic, particularly those elements relating to the urgent and short-term actions. It is vital that the precise location of the action is identified jointly with the local authority's technical officer or a member of the water company technical team, depending on the project. It is important that these technical staff fully understand which actions are planned and where.

An information sheet can be drawn up for each action

For each action, the following information is reauired:

- the name of the action:
- the objective of the action (with reference to the strategic focus areas);
- the target population;
- the anticipated results:
- the description and location of the action:
- implementation responsibilities and the involvement of local actors;
- potential technical and/or financial partners;
- risks and obstacles to be overcome;
- indicative budget, by major category (categories of: investment, operations);
- the general implementation schedule.

In order to properly define certain actions, it may be necessary to:

- measure the facilities to be constructed or rehabilitated:
- use information from similar work undertaken

within the same context to obtain realistic indicative costs:

- geo-reference the facilities to be constructed using GPS or other tools;
- draw up plans if required (at the very least an outline of the more complex facilities);
- provide an indication of the number of potential beneficiaries

An indicative outline for the strategy document is provided in Annex 3 and an outline implementation plan for each of the actions included in the action plan is provided in Annex 4.

Presentation and validation of the action plan

The action plan needs to be presented to the local authority and main local stakeholders for validation. Presentation of the action plan should focus on:

- the contracting authority role and coordination of the local authority;
- the strategic focus areas and anticipated results as regards improving access to water supply and sanitation within the town;
- the implementation timeframes;
- the implementation methods, funding opportunities and population participation and involvement principles.

Descriptions of the objectives and proposed actions should be provided in the annex for further clarification.

Step 2.5.: Drafting the concerted strategy presentation document

The facilitator needs to draw up a document to present both the approach used to develop the strategy and its content.

This document needs to include all the main points and can be set out as follows:

Chap. 1 – The strategy's key messages (review of the national framework, decentralization, overall vision, objectives, results, planned service level, demand-driven approach, private/public offer, etc.);

Chap. 2 – Brief overview of the process followed (diagnostic methods, type and scale of consultations, thematic studies, etc.);

Chap. 3 – Concise synthesis of the concerted diagnostic (based on the synthesis document presented and validated during the workshop):

Chap. 4 – The main focus areas of the strategy (for each focus area: the overall objective and specific objectives, the rationale in response to the diagnostic and consultations, action program breakdown):

Chap. 5 – The action plan that is time bound and quantified in accordance with the priorities identified during consultation with the actors;

Chap. 6 – Organizational and support principles for implementing the strategy.

The strategy documents produced as part of CMS program implementation in the twelve large towns of West Africa are available online at: www.pseau.org/smc

Step 2.6.: Validating the concerted strategy

The workshop to validate the concerted strategy is organized in the same way as the diagnostic validation workshop. In addition, this workshop could also be opened up to other stakeholders from outside the local authority area. A major communication campaign needs to be organized to ensure local actors' take full ownership of the strategy. In addition to validation of the concerted strategy documents, this workshop should also result in the identification of a core group of actors whose role is to facilitate the mobilization of resources to implement the strategy and, subsequently, undertake monitoring and

evaluation activities.

To this end, the facilitator should identify potential core group members from within the local authority and among other stakeholders during the consultations and discussions (steps 2 and 3) that take place over the course of this phase. The local authority needs to formalize the existence of this strategy implementation monitoring committee and set out its working practices in a municipal by-law, the content of which can be discussed during the workshop.

It is recommended that three workgroups are set up for this final workshop: (1) water supply ser-

Box 13

Role of the local authority during the second phase

For this second phase, the local authority needs to take on a more active role to assume ownership of the strateay document. It therefore needs to designate a focal point (very often the technical officer who took part in the first methodological workshop) to accompany the facilitator on field visits during the consultations conducted at steps 2 and 3, as well as on visits to identify the sites of planned actions.

During the action-research program undertaken by MDP and pS-Eau, in the town of Dschang the only reason the concerted municipal strategy for water and sanitation documents were able to survive the transition between two municipal teams was thanks to the involvement of this focal point: the strategy was developed by the incumbent mayor and then implemented by his successor from a different political party.

vice improvement strategy, (2) sanitation service improvement strategy. (3) organizational set-up required to mobilize resources and carry out monitoring and evaluation of the strategy.

The final documents produced as part of the CMS process are:

- (1) the concerted diagnostic report, supplemented by annexes describing the starting point for the strategy and listing the various contributions:
- (2) the synthesis of this concerted diganostic, which serves as a general communication document:
- (3) the preliminary strategy report:
- (4) the definitive strategy report and all related annexes (consultation reports, field visit reports, etc.):
- (5) the synthesis of the strategy, also a general communication document

Step 2.7.: Consolidating the monitoring body

The different consultation meetings held with stakeholders during both the diagnostic and strategy development phases are ideal for identifying those actors capable of continuing the consultation process, notably together with civil society and local professional bodies.

Each category of actor, whether users, water resellers, water supply network operators, masons constructing latrines or pit emptiers, have the opportunity to meet, work together and, potentially, form organizations. These different interest groups, formed during the consultation process,

will thus be in a position to:

- collectively assert and exert their rights and expectations;
- monitor the implementation of commitments made both by the various parties and during the meetinas;
- participate in the process steering committee or in the strategy implementation monitoring committee created during the previous strategy validation step. Coordinated by the local authority, in addition to the mayor and technical departments, this committee will include representatives

DEVELOPING A CONCERTED MUNICIPAL STRATEGY

from the main water supply and sanitation services operator, all key stakeholders involved in implementing the strategy, as well as at least one users' representative.

The facilitator is to encourage the organization of these different bodies as they play an effective role in ensuring the sustainability of the strategy and in monitoring its implementation.

Implementing the strategy

Communication / advocacy

Communication plays an essential role in obtaining the commitment and resources required to implement the strategy.

The communication tool used is the **synthesis of the strategy report**, drafted by the facilitator of the consultation process.

Who to communicate to

Information on the definitive concerted municipal strategy for water and sanitation can be communicated to the **national authorities** in charge of water and sanitation. It is thus recommended that these national authorities be informed by and receive documents from the mayor, in particular the diagnostic report and the concerted strategy.

As well as on **local authority partners** (decentralized cooperation and other actors), communication can also focus on **support agencies outside the local authority** area, who can thus continue to lobby national government to allocate financing to the proposed actions from public investment budgets or from bilateral or multilateral funding.

Lastly, the strategy needs to be promoted to all supply and demand actors within the local authority area to ensure their on-going participation and involvement in implementing the strategy once the development process has been completed.

How to communicate

Once the strategy has been defined, the communication process needs to be led by the local authority, notably the mayor or the government delegate, contracting authority for the CMS process. It is for this reason that the facilitator needs to ensure the municipal team takes full ownership of the process and related documentation during the development stage. In the event of a change of leadership within the local authority, the role of the technical manager – designated local authority focal point for the CMS process – will be vital for ensuring the process remains at the top of the municipal agenda.

Obtaining finance

CMS document limitations

Although the documents produced during the CMS process provide the mayor with important communication and lobbying tools, they are not detailed enough to be used as project documents. Most of the actions identified in the stra-

tegy documents remain as ideas or project outlines. However, a well-conducted diagnostic could be used to attract a partner to work with the local authority to further develop the technical study into the proposed solutions, with a view to subsequently financing these, if appropriate.

How to use the CMS document to obtain finance

The approach used to seek funding will differ not only for each funding body, but also for each type of financing: grant or loan? National or international fundina? Financina through a request for proposals or not?

For national financina out of the public investment budget, the strategy document with its associated planned action sheets is usually sufficient for ensuring the inclusion of some of these actions in the national budget. This is also the case for international funding obtained by the

state through development programs. Here again, the project outlines should provide sufficient information for inclusion in a national or reaional water supply and sanitation program.

To obtain international grants through requests for proposals, the strategy document can serve as a basis from which to develop the proposal, as this process will involve satisfying specific criteria and completing complex forms. The local authority could potentially contract out the task of completing all the required forms to a specialist consultant. It is vital that local partners are involved in this process.

Monitoring the strategy and implementation of the actions

Monitoring the strategy and implementation of the actions comes under the responsibility of the local authority, which should coordinate this with the support of the strategy implementation monitoring committee (see step 2.7).

IMPLEMENTING THE STRATEGY

Annexes

Annex 1 — Indicative outline for the diagnostic report

Chapter 1 (short, 3 pages): objectives and methods

- Overall process objectives
- Diagnostic objectives
- Method used for the concerted diagnostic

Chapter 2 (short, 3-5 pages): national water supply and sanitation context (general water supply and sanitation situation within the country)

- Level of access to services
- The institutional and regulatory context
- The major issues encountered at national level
- The place of local authorities' in the institutional water supply and sanitation framework

Chapter 3 (short, 3 pages): local context (situation in the town studied)

- Socio-economic situation within the town (the economy and local finances, social and administrative set-up, the local authority's strengths and weaknesses)
- Geographical, physical and water resource situation: water supply potential and risk of pollution
- The place of the water supply and sanitation sector in local planning and the local authority budget
- The existence of special partnerships and decentralized cooperation
- Population growth and the outlook for 2015

Chapter 4: the water supply diagnostic

I —Diagnostic data

- Infrastructure and decentralized facilities
 - o typology (photos), cartography, technical data, working condition, etc.;
- Demand actors: households, institutional and commercial consumers, etc.
- o profile: activities, size, number of households/compound, socio-economic level (education, income), position/place of women (who pays the bill?), level of satisfaction, access and service quality, etc.
 - suggestions for improvement, suggestions for contribution;
 - expected place and role of the local authority and other actors;

- Supply actors: water company, standpipe managers, carters, management, committees, etc.
- profile: activities (qualifying the service provided, means of service provision), size, level of satisfaction, etc.:
 - suggestions for improvement, suggestions for contribution; 0
 - expected place and role of the local authority and other actors.
- Main demand-related issues and solutions put forward by the actors

Table: 'Main issues / possible causes / all solutions put forward by the local actors'

- Main supply-related issues and solutions put forward by the actors Table: 'Main issues / possible causes / all solutions put forward by the local actors'
- Main issues and suggestions from religious and traditional leaders
- Main issues and suggestions from community leaders

II — Synthesis of the situation by type of user

- 1 Households: (Breakdown of) appropriate / inappropriate water supply facilities Situation/issues associated with each type of water supply facility
- 2 Schools
- 3 Healthcare centers
- 4 Commercial public places
- 5 Artisans / Traders
- 6 Industries / Large consumers

Chapter 5: the preliminary sanitation diagnostic

I — Diagnostic data

- Practices and facilities used for the evacuation of excreta, household and industrial wastewater
 - typology (photos), cartography, technical data, working condition, etc.;
- Demand actors: households, institutional and commercial consumers, etc.
- profile: activities, size, number of households/compound, socio-economic level (education, income), position/place of women (who pays the bill?), level of satisfaction, access to sanitation facilities: excreta, wastewater, etc.;
 - suggestions for improvement, suggestions for contribution;
 - expected place and role of the local authority.
- Supply actors (analyzed by segment): artisans constructing facilities, pit emptiers, sewage system and treatment plant operator, etc.
- profile: activities (qualifying the service provided, means of service provision), size, level of satisfaction, etc.;

- o suggestions for improvement, suggestions for contribution;
- o expected place and role of the local authority and other actors.
- Main demand-related issues and solutions put forward by the actors
 Table: 'Main issues / possible causes / all solutions put forward by the local actors'
- Main supply-related issues and solutions put forward by the actors
 Table: 'Main issues / possible causes / all solutions put forward by the local actors'
- Main issues and suggestions from religious and traditional leaders
- Main issues and suggestions from community leaders

II — Synthesis of the situation by type of user

- 1 Households: (Breakdown of) appropriate / inappropriate sanitation facilities

 Situation/issues associated with each type of sanitation facility
- 2 Schools
- 3 Healthcare centers
- 4 Commercial public places
- 5 Artisans / Traders
- 6 Industries / Large consumers

Chapter 6: Possible support for the water and sanitation strategy (resources, activities, recent projects, results)

- The town hall and its departments
- Local management of the national water supply company
- Other local institutional actors.
- Actors from the private sector
- Actors from the non-profit sector
- The people themselves and their organizations (neighborhood groups, etc.)
- Development aid agencies (bi- and multilateral cooperation, international NGOs, decentralized cooperation)

Chapter 7: Water and Sanitation projects

- Recent projects and lessons learned
- Projects in the pipeline and any bottlenecks

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Annex 2 — Indicative outline for the synthesis of the diagnostic

(This synthesis will also constitute Chapter 8 of the diagnostic report)

This synthesis is a 'marketina' document to be distributed to all actors concerned so as to encourage their involvement. It contains a review of the contextual elements and the challenges to be addressed, whilst at the same time highlighting the most salient points and key figures.

This synthesis, the content and the quality of which are both very important, can be produced following the presentation of findings and is to be disseminated to all the actors met. It will act as a starting point for further discussions and help determine potential solutions. The information contained within this synthesis needs to be approved by all stakeholders.

It will include:

- A description of the methodology
- A summary of the diagnostic results
- The general constraints of the country's water supply and sanitation sector
- The specific strengths of the water supply sector in the town concerned
- The specific strenaths of the sanitation sector in the town concerned
- The constraints of the water supply and sanitation sector in the town concerned
- The opportunities within the town for addressing water supply and sanitation challenges

Annex 3 — Indicative outline for the strategy document

Chap. 1 - Strategy context and key messages

- Review of the national framework, decentralization
- Town's strenaths and constraints
- Overall vision of the strategy, objectives, results, planned service level

Chap. 2 – Concise review of the process followed

- Conducting the diagnostic in the field
- Consulting to develop the strategy and action plan
- The type and scale of the consultations

Chap. 3 - Concise synthesis of the concerted diagnostic (see Annex 2)

Chap. 4 – The key focus areas of the concerted municipal strategy for water and sanitation

- Objectives and coverage of needs (overall objective, specific objectives, target access rate)
- Strategy implementation guiding principles (e.g. 'Major investment in water supply and sanitation is to be financed by the state', 'A demand-driven approach is to be adopted by the different stakeholders, etc.).
- The strategic focus areas

Chap. 5 – Action plan

- Review of the target coverage objectives (for water supply, for water and sanitation, for households, for other establishments)
- Summary of the actions
- Short-term action plan
- Medium and lona-term action plan
- Financial assessment of the action plan

Chap. 6 - Organizational and support principles for implementing the strategy

(Financing implementation of the action plan, management and maintenance method, hygiene promotion and the construction of sanitation facilities, local contracting authority support, establishment of a strategy monitoring and coordination committee, etc.).

Annex 4 — Indicative outline for the information sheet for each planned action

- Name of the action
- Objectives of the action
- Anticipated results
- Activities related to the anticipated results
- Entity responsible for implementation
- Potential partners

- Risks and obstacles to be overcome
- Assumptions and opportunities to be exploited
- Detailed budget, by category (feasibility study level)
- Implementation schedule

Annex 5 — Indicative outline for the synthesis of the concerted municipal strategy for water and sanitation

Strategy overview

- 1. Review of the process followed
- 2. Water Supply and Sanitation Sector Diagnostic
 - 2.1. Water supply within the town
 - 2.1.1. Strengths and weaknesses
 - 2.1.2. Issues
 - 2.2. Sanitation within the town
 - 2.2.1. Strengths and weaknesses
 - 2.2.2. Major issues

3. The concerted municipal strategy for water and sanitation

- 3.1. Objectives and coverage of needs
 - 3.1.1. Objectives
 - 3.1.2. Coverage of needs
- 3.2. Guiding principles of strategy development
- 3.3. Strategic focus areas

4. Action plan

- 4.1. Short-term action plan
 - 4.1.1. Decentralized facilities
- 4.2. Medium and long-term action plan
 - 4.2.1. Construction of decentralized facilities
 - 4.2.2. Network extension and construction of storage facilities
 - 4.2.3. Sanitation facilities
- 4.3. Financial assessment of the action plan
- 4.4. Progress towards achievement of MDG targets

5. Conclusion

CMS Methodological Guides on water and sanitation

NUMBER 1

How to develop a concerted municipal strategy for water and sanitation in large towns in Africa

NUMBER 2

How to create a regional dynamic to improve local water supply and sanitation services in small towns in Africa

NUMBER 3

How to analyze the demand of current and future users for water and sanitation services in towns and cities in Africa

Number 4

How to select appropriate technical solutions for sanitation

NUMBER 5

How to manage public toilets and showers

NUMBER 6

Financing sanitation in Sub-Saharan Africa

The aim of the CMS Methodological Guides series is to provide aids and tools that correspond to water and sanitation service-related issues to best meet the needs of sector stakeholders. These guides are designed to evolve over time and be regularly updated. To assist with this process, please send any feedback or suggestions for improving this publication to the following address: **le-jalle@pseau.org**



How to develop a concerted municipal strategy for water and sanitation Methodological Guide n° 1

In many developing countries, particularly in Africa, access to water supply and sanitation comes under the remit of local authorities. To assist the local contracting authorities in developing this service, programme Solidarité Eau (pS-Eau) and the Municipal Development Partnership (MDP) have initiated and coordinated the Concerted Municipal Strategies program (CMS – water and sanitation for all). This program has enabled pilot municipal strategies for water and sanitation to be developed in twelve large towns in West, Central and East Africa and has led to greater consideration being given to the concept of pooling resources on a regional scale so as to improve services in small towns in three countries of West Africa. The six CMS guides are intended for local authorities, local water and sanitation service stakeholders and their development partners (NGOs, consultancy firms, etc.). Methodological tools are provided to assist these local authorities and stakeholders at each stage of the process when developing and implementing a water and sanitation services development strategy.

This guide sets out the methodology that has been implemented in several large towns in Africa. Predominantly intended for elected and municipal officials, as well as for all other stakeholders, particularly water supply and sanitation service managers, this guide provides an intervention methodology to be used for conducting the process: from the diagnostic of existing services and sector stakeholder expectations, through to the development, in a concerted manner with all local stakeholders, of the municipal strategy to improve water and sanitation services for all.

Concerted Municipal Strategies (CMS), a program coordinated by the Municipal Development Partnership (MDP): pdm@pdm-net.org and programme Solidarité Eau (pS-Eau): le-jalle@pseau.org

www.pseau.org/smc

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