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**editorial**

## Concerted Municipal Strategies (CMS) for water and sanitation services

In December, during the Afri-cities Summit held in Dakar and attended by 5,000 participants, particular importance was afforded to the issue of exercising responsibility for services, notably those of water and sanitation.

Two trends have recently defined the water sector in Africa: a more profound decentralization of services, including water and sanitation; and the establishment of ambitious national investment programs.

As a result of this decentralization and this financial "manna" from the states, local authorities now need to consult with their constituents and be able to develop an adapted

service offer that is consistent with local resources. This offer cannot rely on local budgets (known for being low-capacity) and resources from the water tariff alone; substantial resources also need to be sought from external donors and central governments through transfer funds or specific projects (such as the HIPC Initiative in Cameroon or the Special Program of the President of Niger).

It is the construction and facilitation of multi-actor regional dialogue, such as that in Tahoua or Dschang upon which the municipal executive has been able to build, that leads to the sustainable mobilization of new resources at national

and international level. It is this strategy that will provide weight to local efforts to negotiate external support.

To ensure effective service development, we call upon you - local authorities, national or regional water and sanitation managers, water and sanitation service operators or development partners - to develop and implement municipal strategies in a concerted manner.

In this newsletter, I hope you will find the impetus, analyses, testimonies and documents required to enable you to take the initial steps in this direction.

*Pierre-Marie Grondin,  
Director, pS-Eau*

## AFRICITIES 6 in Dakar, December 2012

# pS-Eau supporting the highly involved African local authorities

The 6th edition of the Africities Summit was held in Dakar in December 2012. Organized by United Cities and Local Governments of Africa (UCLGA), this summit was attended by over 5,000 participants, including 2,500 elected officials from Africa and 500 elected representatives from other parts of the world.

Being aware of their responsibilities for implementing these services, African local authorities took care to ensure that water supply and sanitation (WSS) services were not overlooked.

pS-Eau was involved in the majority of sessions related to this sector:

- The 'Contract agreements and local authority involvement in water and sanitation services' session organized by the African Water Association (AFWA). pS-Eau's contribution to the session focused on the involvement of local operators.
- The launch of the Africa Water and Sanitation Local Authorities (AWASLA) Network, an initiative led by ICLEI, UCLGA and IWA. pS-Eau was representing IWA.
- The 'Water operators' partnership for African Cities' session organized by GWOPA/UN-Habitat and WOP-Africa. pS-Eau spoke on behalf of SIAAP both during the session and in the roundtable discussion.
- The 'Decentralized Solidarity Mechanisms' session organized by Global Water Solidarity. pS-Eau presented the national solidarity mechanisms that have been implemented in France.

Local planning in consultation with all stakeholders was at the heart of a number of debates; notably during a session organized by Cités Unies France and GRET at which Amadou Ousmane represented pS-Eau and explained how the CMS process had been implemented in the town of Tahoua in Niger.

Consistent with its long-standing commitment with the Municipal Development Partnership to the 'Concerted Municipal Strategies' process, pS-Eau and MDP organized a session to share the lessons learned from implementing this approach and to discuss its implementation in new towns and cities in Africa. This session was chaired by the president of the urban community of Tahoua (who is also president of the Association of Municipalities of Niger), with the active involvement of the mayor of Rosso, Mauritania.

**For more information, please visit:**

[www.africities.org/an](http://www.africities.org/an)

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## Background and definition

# What is the Concerted Municipal Strategies program?

**Between the end of the 1990s and the beginning of the years 2000, pS-Eau and the Municipal Development Partnership (MDP) conducted action-research programs on water and sanitation service management. This work clearly highlighted the key role played by local authorities in the development of water and sanitation services and the need to involve all actors when formulating a municipal strategy to improve these services.**

In accordance with national policies and strategies, the responsibility for implementing water and sanitation services most often falls to local authorities. It was thus necessary to build the capacities of these municipalities to enable them to undertake both their contracting authority role (particularly with regard to planning) and the technical supervision of local actors.

To this end, in 2007, following a preliminary phase financed by the French Ministry of Foreign Affairs, pS-Eau and MDP initiated a tri-annual program funded by the ACPEU Water Facility and French Development Agency: the 'Concerted Municipal Strategies – Water and Sanitation For All' (CMS) program.

The CMS program has thus both supplemented and put into practice the results of the two previous programs; the aim being to significantly increase access to drinking water and sanitation in

towns in ACP countries, specifically focusing on local contracting authority skills and capacity-building. The CMS program consisted of four components:

**1. Concerted municipal strategies and action plans for large towns in Africa.** This component focused on developing a methodology to support large towns in Africa (of between 50,000 and 300,000 inhabitants) to establish overall intervention strategies for water and sanitation services. This methodology was then streamlined during the implementation of pilot strategies in 15 large towns in Central, West and East Africa.

**2. Regional strategies to support small towns.** In this component, an approach was piloted at regional level in three countries specifically aimed at meeting the needs of small towns of between 3,000 and 30,000 inhabitants by exploring synergies and the effects of scale.





Three angles of approach were selected: the reinforcement of financial capacities to improve water and sanitation services; the reinforcement of back-up support to actors in small towns; the reinforcement of local service management and contracting authority capacities.

The first two of these share similar methodological principles:

- a consultation approach that centers around the local authority;
- a sector diagnostic that focuses on both the equipment and the actors and determines their expectations;

- a consultation process aimed at defining shared objectives;

- an action plan, aimed at galvanizing local and external efforts and that defines the priorities for action.

### 3. The production and dissemination of methodological guides.

A series of six methodological guides were developed to meet the needs and expectations of municipal-level decision-makers and practitioners in Africa.

### 4. Training needs assessment of the new water and sanitation professions.

As part of this component, work was undertaken to precisely assess the training needs of around 20 strategic water and sanitation sector professions. By cross-checking the information obtained against the training available, recommendations were also put forward for improving the current training offer.

The methodologies were further developed and streamlined through the piloting of this approach in selected towns and regions in

Africa. It is now necessary to ensure that these practices and guides are extensively shared with all those to whom they may be of use. ●

Christophe Le Jallé, pS-Eau

Félix Adégnika, MDP

Claude Baehrel, consultant for MDP

● [www.pseau.org/en/cms](http://www.pseau.org/en/cms)

## Consultation between all actors

# A matter of local democracy for towns in Africa

**Every day, local authorities in Africa demonstrate their commitment to fulfilling their new responsibilities for improving water and sanitation services. Nevertheless, to enable them to mobilize finance, attract the requisite skills, access the relevant information and build a strategic vision of water and sanitation service development within their area, their capacities need to be further reinforced. The concerted municipal strategy development process aims to assist them with addressing these challenges.**

**W**ater and sanitation are local public services around which it is possible to develop local capacity and good governance practices. Thus, local authority ownership of its role in providing these public services is hugely important for local democracy.

In order to achieve the targets set by the international community for increasing coverage of water and sanitation services, local authorities need to involve all relevant partners - not only civil society organizations, but also local private operators - in implementing appropriate actions.

The proposed approach for addressing these challenges is the development of concerted municipal strategies, an approach which has been piloted in 15 towns in West Africa (Abomey in Benin, Koudougou in Burkina Faso, Rosso in Mauritania, Tahoua in Niger, Ziguinchor and Louga in Senegal),

Central Africa (Dschang and Ebolowa in Cameroon, Dolisie in Republic of the Congo and Bandundu in the Democratic Republic of Congo) and in East Africa (Debre Birhan in Ethiopia, Nyeri in Kenya, Masaka in Uganda and Moshi in Tanzania).

The term CMS refers to a:

- **concerted:** it results from listening to all stakeholders and involving them in every step of the process to ensure their participation in implementing the strategy;

- **municipal:** it applies to the entire local authority area;

- **intervention:** it results in immediately feasible actions that visibly and rapidly improve both practices and the outlook for future medium and long-term actions;

- **strategy:** a guidance document that sets out a vision tailored to a demand and to financial and management capacities.

Development of a concerted municipal strategy is a process that needs to be locally led and promoted by the mayor and his municipal team. The commitment of the municipal council is required to ensure the process is fully incorporated into local planning; this thus provides elected officials with an ideal opportunity to discuss water and sanitation services with all stakeholders and to develop real legitimacy.

## The need for a facilitator

To successfully implement this discussion process, it is recommended that an external facilitator be used; one who has proven skills and experience 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 actors' 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 role required of the facilitator is to be particularly attentive to the views of the local actors during the diagnostic phase. During the consultation phase for developing the strategy, whilst remaining attentive, he also needs to be creative, actively seek new solutions and provide expertise. →

## The consultation exercise

### A collective learning and ownership process

Using consultation as a tool for developing a municipal strategy for water and sanitation results in the production of a concrete, shared and galvanizing strategy.

This consultation makes it possible to:

- take account of the perceptions, issues and opportunities of each actor with regard to existing services;
- provide information and stimulate collective discussion;
- bring together all local skills;
- support sustainable behavior change;
- ensure support for implementation of the strategy.

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

By 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 the strategy and participate in its implementation, each at their respective level.



### → The three steps of the process

The process of developing a CMS involves three main steps:

- **Step one:** conducting a concerted and detailed diagnostic that includes both a socio-economic and technical component. The aim of this diagnostic is to provide a clear overview of the water and sanitation infrastructure situation at town level. It takes into account all the various water and sanitation-related practices employed by the population, particularly focusing both on initiatives already in place for seeking local, adapted solutions and on issues specific to different neighborhoods or different segments of the population. It is also essential to analyze the actors of both supply and demand and remain attentive to their expectations and perception of the service.

- **Step two:** sharing and discussing the diagnostic findings with all stakeholders. Both the various actors involved in providing water and sanitation services and the users (the population) will have been identified during the diagnostic phase.

In most towns, there is no single system for water and sanitation, but rather many different systems and thus many different actors. Therefore, in order to define and implement actions tailored to the people's needs and capacities, it is important for local authorities to involve all the relevant partners: civil society organizations, the people (in the form of neighborhood organizations), as well as local private operators. Once the diagnostic has been completed, it must be publicly debated and collectively approved. This shared diagnostic serves as a reference for each actor, enabling him to identify the main challenges to be addressed.

- **Step three:** defining the intervention strategy. This provides a clear vision, shared by all local actors, of the water and sanitation situation within the municipal area. It sets out the agreed desired improvements and defines each actor's contribution to implementing these. In order to make the strategy workable, it includes a localized, realistic and time-bound action plan. The aim of this jointly developed and agreed action plan is to facilitate the synergy between local and external efforts, particularly those relating to finance.

### A flexible innovation framework

A water supply and sanitation municipal strategy is not a fixed, overly-detailed framework, as this would inhibit innovation and initiative. Instead, the result of a consensus reached through consultation with the different actors, it is a framework that provides guidance and clarification and that guarantees sufficient sustainability to enable initiative and innovation to thrive. Initiative and innovation are both key to responding to changes in water and sanitation service levels and consumption methods. A strategy is a tool that makes it possible to better anticipate the future.

Christophe Le Jallé, pS-Eau

Félix Adégnika, MDP

Claude Baehrel, consultant for MDP

• [www.pseau.org/en/cms/lt](http://www.pseau.org/en/cms/lt)

## Perspectives for and monitoring of the approach

# Continue lesson-sharing and dissemination efforts

**The final evaluation of the project and the result-sharing workshops revealed high demand for support to implement the new action plans, widely disseminate the CMS methodology, urge other towns to adopt the approach and encourage local authorities' partners to incorporate concerted planning in their partnership projects.**

**A**lthough the towns involved in piloting the CMS approach may have experienced mixed fortunes, all of them have one thing in common: the municipal managers and technicians have become more aware of the challenges facing the sector and have initiated actions to improve people's access to water and sanitation.

In those towns in which it has been implemented, the CMS approach has resulted in a shared vision of the challenges to be addressed, defined service levels and quality requirements, and an assessment of available resources. Multi-purpose sector planning documents have been developed and approved by all stakeholders. Driven by a proactive and available group of actors, in many towns the defined objectives have also been achieved.

To implement the action plans developed following consultation to increase coverage of water and sanitation services within the local authority areas, municipal, inter-

municipal, national or international financial resources are required.

In order to achieve target 7c of the Millennium Development Goals (reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitation), many partners have targeted their resources at local level, as this is the level deemed most appropriate.

### Poor local resources

However, the local resources available for water and sanitation consist of the local budget, the capacity of which is known to be low, and the water tariff, which can only be introduced once the facilities are up and running.

Substantial resources thus need to be sought at national level, from central government, through transfer funds or specific projects such as the HIPC (Highly Indebted Poor Countries) Initiative in Cameroon or the Special Program of the President of Niger.

At international level, financial resources for water and sanitation can be obtained for and by local authorities. The best-known of these funding opportunities include the decentralized cooperation advocated by the Oudin-Santini law and the European Commission's sector-specific calls for proposals (ACP-EU Water Facility, Call for Proposals for Non-State Actors, etc.).

However, local authorities in Africa are not sufficiently well-informed about these opportunities, nor do they always have the technical and financial capacities required to apply for these funds. As a result, the type of assistance most commonly requested pertains to help with information monitoring to identify sector funding opportunities, contacting local, national, African and European partners, and completing funding applications. MDP and pS-Eau (who provides information and contact details of available experts both on their website and on request) also provide support and advice to local authorities.

Since the end of the CMS project, a number of municipal action plans have been either partially or almost entirely financed and implemented using these different resources.

The CMS program brought about the most meaningful change in those towns in which the chief magistrate made water and sanitation a priority and was financially committed, as was the case in Tahoua in Niger and Rosso in Mauritania, for example. However, local resources, although small, were also mobilized in Grand-Bassam (Cote d'Ivoire) and in Ebolowa (Cameroon) or as part of the special President's Program in Tahoua.

Certain governments have granted specific loans to implement the action plans and, in partnership with MDP and pS-Eau, the mayors of Abomey (Benin), Bandundu (DRC) and Rosso (Mauritania) have obtained funding from the European Union.

# Proven positive impacts

**Concerted municipal strategies for water and sanitation were developed in 15 towns in Africa; however, the extent to which these strategies have been implemented varies from town to town. This article reports on the impact of this process in two towns in West and Central Africa: Dschang in Cameroon (CMS in 2006) and Tahoua in Niger (CMS 2007-2008).**

In each of the two towns mentioned here, the municipal executive was able to use the strategy and action plan developed to mobilize resources at both national and international level in order to improve access to water and sanitation within the municipal area.

**In Tahoua**, following development of the strategy, the municipality and local actors adopted three priority areas:

- *Municipal institutional capacity-building* to set up a municipal hygiene and sanitation service, train local authority staff, elected officials and water and sanitation service operators, as well as inform other mayors within Niger of the benefits of implementing a concerted municipal strategy approach (with €37,500 of funding from Alianza por el Agua, via pS-Eau, and the town of Tahoua).

- *Improving water supply infrastructure*: network extensions (29km), 400 social connections, 27 standpipes and 6 modern wells constructed in satellite villages provided drinking water to around 25,000 people, as well as 3,500 schoolchildren from the 12 schools connected to the network. These improvements, which exceeded the short-term objectives, were achieved through means of a partnership between the town of Tahoua and the asset-holding company for water utilities in Niger,

Société de patrimoine des eaux du Niger (SPEN) and with the support of the NGO World Vision and the French department, Saône-et-Loire. Budget: over €650,000.

- *Improving sanitation infrastructure*: the installation of public toilets at a cost of over €110,000. Funding for this budget was provided by the international association of French-speaking mayors (AIMF), Alianza por el Agua (via pS-Eau), the NGO World Vision and the town of Tahoua. As a result, the living conditions of the entire population, both urban and rural, have been steadily improved. More does still need to be done, particularly to improve household sanitation; however, it is hoped that the municipal hygiene and sanitation service will continue to ensure the development and improvement of the service.

**In Dschang**, upon completion of the CMS process, the main priorities adopted by the municipality and local actors were as follows:

- *Establish a means of local organization* for both water resources management and the management of water and sanitation services;

- *Rehabilitate and construct new community WSS facilities* in certain densely-populated outlying areas of the town;

- *Provide the town with the resources required* to ensure the

safe management of excreta and of the sludge from septic tanks.

The town utilized the strategy and action plan to prepare projects seeking external funding: 6 boreholes, 8 wells (including one with a handpump), 13 latrines in schools, health centers and markets and 4 small-piped water schemes in outlying areas were thus constructed. In addition, 9 small-piped water schemes were rehabilitated. These activities benefited 30,000 inhabitants (one quarter of the population), 5,000 schoolchildren, as well as market traders and visitors. Costing a total of €825,000, these facilities were constructed using funds from the town of Dschang itself, along with support from AIMF, the town of Nantes (France), the region of Viterbo and municipality of Vasanello in Italy, the African Development Bank (via FEICOM), the commune of Aubenas in France and a fund transfer from the government of Cameroon.

Furthermore, the development cooperation program set up between the urban community of Nantes, Nantes Métropole, and the town of Dschang for the period 2011-2015 is focusing on municipal capacity-building for operating water and sanitation infrastructure. As a result, in 2011, a municipal water and energy agency was set up within Dschang municipality, responsible for monitoring and maintaining WSS facilities; creating

20 water point management committees in those areas outside the Camwater concession perimeter; creating hygiene committees in 10 schools; introducing a budget heading for "water points' maintenance" into the municipal budget; and setting up a monthly monitoring and evaluation meeting to review the activities undertaken by the management and hygiene committees.

It is also interesting to note that, following a change in political leadership within the municipality, the guidelines set out in the concerted municipal strategy have been adopted by the new team.

The CMS approach is a tool that helps raise awareness, among both mayors and other local actors, of the wide range of needs and forms of service that have to be considered when developing a local public policy. It also provides leverage for local development as it fosters decentralization and helps position the municipality as contracting authority. Through consultation, this approach creates and consolidates both partnerships and the willingness of all actors concerned (users, local authority, water companies, local operators) to work together. This CMS tool also enables the municipality to acquire the capacities it needs to negotiate successfully at local, national and international levels.

## Contacts

- **Emmanuel Ngnikam, Coordinator, ERA-Cameroon**
- **Amadou Ousmane, BERIA consultancy, Niger**





## Disseminating the lessons learned

The CMS approach focuses on participation, consultation and the continuous search for consensus on the strategies and resources required. In order to build on and share the main lessons learned, documents have been produced in the form of six guides (see page 15) to be used not only by municipal leaders and technical staff, but also by their partners and other actors working in the sector.

These guides, disseminated by MDP and pS-Eau through their networks and at major water and sanitation-related events, are available in both English and French and in hard and soft copies. National associations of local authorities should ensure they have sufficient quantities of these guides in stock

to issue them to all municipalities. It is important that the mayors and their partners have all the information they need to foster their interest in the methodology.

Awareness-raising activities have been organized for these stakeholders to encourage them to get involved in the program. The presentation of findings piloted in Niger in 2012, for instance, was immensely successful due to all the testimonies of the positive changes introduced.

It would, therefore, be a good idea to arrange workshops to present the findings and share the lessons learned from the CMS program in all towns in which the approach has been piloted, as well as in other countries. Ideally, these workshops would be organized under the responsibility of the national association of local

authorities and, in addition to municipal managers, would bring together the representatives of all categories of actor involved in local development at national, regional and local levels. In some instances, meetings could be held at the same time as the national association of local authorities' statutory sessions.

In addition, to ensure there are enough subject matter experts in place to support those mayors who decide to embark on the CMS approach, training sessions need to be organized for local partners on the CMS methodological process and on how to use the guides, in particular. Similarly, it is important to carry out information monitoring to identify funding opportunities for those towns wanting to use the CMS approach and to provide a back-up support team to assist with CMS implementation.

Lastly, as the CMS approach is managed by the local authorities and provides a concerted vision of both issues and solutions, it is recommended that this approach be integrated into sector development projects.

Félix Adégnika, MDP  
Christophe Le Jallé, pS-Eau

## The regional level

# An appropriate, yet often overlooked strategic level

**The CMS program has taken a particular interest in the issue of small towns, which constitute something of a 'grey area' and experience several issues with regard to finance, training and back-up support for which there are no sufficiently precise solutions. The region appears to constitute an appropriate level of intervention as, not only does it enable the pooling of tools and services that would otherwise struggle to remain sustainable were each small town required to manage these separately, but also, at regional level, stakeholders are able to develop a viable level of cooperation and coordination.**

In small towns, community-based management of water and sanitation services often finds it difficult to manage complex facilities and offer users more 'urban' services (24hr service, private connections, etc.).

At the same time, small towns are not large enough either to enable contracting authorities and operators to easily access financial and human resources, or to attract the interest of those operators active in urban areas.

In most African countries, two trends have shaped the institutional landscape of the water and sanitation sector over the course of the last ten years: increased decentralization, including that of water and sanitation services; and the establishment of ambitious national-level investment programs. Today, therefore, the emphasis of public strategies and policies is placed firmly on the national and the local level, with no real consideration being

given to developing any link between the two or to the advantage of having an intermediate level.

However, when analyzing the typical geographic positioning of water and sanitation stakeholders within a given country, a 'regional level' can clearly be seen to emerge out of the stakeholder landscape; a level in which local authorities, decentralized technical services, the private sector and civil society all play a leading role. This is an intermediate level: between the central level where the policies and strategies are developed and the local level where the main aim is to provide services to users.

This regional level, largely overlooked by public policies, offers clear added value with regard to four main aspects: the region constitutes a manageable scale (of around one million inhabitants); it is a suitable size for achieving

economies of scale, particularly for the management of small-piped water schemes; it acts as a bridge between the local (notably the community) and the national; it is an appropriate scale for coordinating non-governmental actors.

## Access to finance, back-up support, training: high expectations

From the work undertaken as part of the CMS program in three regions of West Africa (Mopti in Mali, Brong Ahafo in Ghana and Centre-Est in Burkina Faso), it was determined that the issues identified at regional level can be grouped together into three main categories.

The first issue identified was access to finance. Local authorities invest very little in water and sanitation as they have low self-financing capacity. As the decentralized ser-

vices are provided with very few operating resources, this prevents them from carrying out any tasks that fall outside the scope of projects. Banks are not at all involved in financing the sector, despite the fact that a number of operators are in good financial health. Lastly, operating costs vary widely from one small town to the next and, apart from the rare exception, there is no financial solidarity organized on a regional scale.

Back-up support is also generally a significant issue. There is a major requirement to provide support to local operators to accelerate their professional development, ensure a minimum level of regulation and develop benchmarking across all small towns. Local authorities too need similar levels of support with water, sanitation and hygiene services and this need is heightened by the regular rotation of municipal teams. Furthermore, technical services also require



**TABLE 2**

ISSUE	KEY IDEAS
<b>Access to Finance</b>	<ul style="list-style-type: none"> <li>. establish a mutual solidarity fund between operators to deal with major setbacks and to take account of the existence of small-sized communities;</li> <li>. make financial tools (flexible funds) available to local authorities to enable them to manage investment;</li> <li>. improve the allocation of funds at regional level (notably the funds from decentralized cooperation) and ensure no commune is overlooked</li> </ul>
<b>Back-Up Support to Operators and Contracting Authorities</b>	<ul style="list-style-type: none"> <li>. put back-up support mechanisms in place, drawing inspiration from what is already available in the sub-region (STEFI in Mali, BCC in Niger, etc.);</li> <li>. bring the decentralized technical services closer to communes, in a sustainable manner, by including back-up support in their operating budget;</li> <li>. adapt the profiles of decentralized technical service staff and provide them with tools appropriate to their new roles working with local authorities.</li> </ul>
<b>Training</b>	<ul style="list-style-type: none"> <li>. invest in the existing (regional level) supervisory frameworks to focus the training offer towards those communes currently being overlooked;</li> <li>. harmonize the training modules and define coordinated and coherent training paths for elected officials, operators and technical services;</li> <li>. pool training resources (projects) and improve organization of the training offer at regional level.</li> </ul>

**TABLE 1**

<b>Local Authorities</b>	To be able to undertake the roles recently transferred to them by the state and for which they generally consider themselves ill-prepared due to lack of human resources.
<b>Operators</b>	To benefit from on-going support to help with all aspects of their operation: technical, but also financial (operating accounts) and administrative.
<b>Decentralized Technical Services</b>	To manage their new assignments (through tools and human resources), particularly that of providing support to local authorities.
<b>Regional Stakeholders</b>	To improve the effective coordination of activities conducted at regional level, whether these are investment activities or cross-cutting aspects.
<b>NGOs</b>	To obtain better recognition of the linkage required between state and NGO interventions.

support to develop new tools and align their human resources to the demands of their new role.

The third key issue identified is training. Although there is a training offer available, this is not comprehensive. The offer is not aligned to needs (especially those of the local

authorities and operators); there is little regional coordination (too many courses covering too few topics); the offer is poorly distributed over time (as it is too closely linked to projects and programs) and poorly distributed geographically (certain areas are overlooked).

This situation, illustrated in Table 1, creates high expectations among the main categories of regional stakeholder.

### Options for action tested with success

CMS guide no.2, *How to create a regional dynamic to improve local water supply and sanitation services in small towns in Africa*, provides two tools with which to further explore the potential of the regional level:

- a methodology for undertaking a diagnostic of water and sanitation services at regional level that includes all stakeholders and culminates in the development of a regional strategy. This methodology was successfully piloted in the three regions involved in this component of the CMS program;
- examples of specific actions that can be carried out at regional

level, some of which have already been piloted in a number of countries (such as the federations of users' associations in Senegal and Burkina Faso, or the technical and financial monitoring systems in Mali and Niger, etc.).

It would take too long to list here all the diagnostic tools and action sheets contained in the guide, thus instead we invite you to refer to the guide itself for more information. We have simply included here (see Table 2) a summary of the basic options from which proposed actions were developed for each of the three categories whose issues and expectations are described above.

**Bruno Valfrey, Hydroconseil**

• [www.pseau.org/en/cms/st](http://www.pseau.org/en/cms/st)

## The sanitation chain

# A key sector that is too often overlooked

**In developing countries, the lack of sanitation and hygiene, often related to poor quality water supply, significantly impacts on public health. Although the numerous advantages of proper sanitation are well-known, awareness of the importance of this issue has been developing very slowly. During implementation of the CMS approach, local decision-makers did not initially consider sanitation a priority; it was only upon completion of the diagnostic that they realized the true scale of the challenge ahead.**

Sanitation, as understood within the CMS program, relates specifically to the management of excreta and wastewater produced by households, in public or commercial places and by trade or industrial activities. In the areas targeted by the CMS program (large and small towns), even though more and more large towns are now starting to develop sewerage systems as they are faced with rapid urban growth, the most common form of sanitation remains the on-site latrine.

Although they have a sound understanding of their role with regard to sewerage systems, public authorities are slow to recognize their responsibilities for on-site sanitation. However, their role is to meet the needs of all local inhabitants; thus they need to regard the various sanitation systems located within their area as being complementary to each other in order to ensure the diverse range of contexts and needs are taken into

account. Regardless of the options used, sanitation is much more than simply sewers and latrines. It is a chain of actions and actors that can be broken down into three segments, each with its own particular challenges that require adapted solutions:

- *the access segment* aims to increase the population's access to sanitation facilities;
- *the evacuation segment* corresponds to the collection and evacuation of wastewater and excreta from residential and commercial areas;
- *the treatment segment* covers the disposal, treatment and possible utilization of effluent (both the treated liquid waste for irrigation and the treated solid waste - and the nutrients this contains - as crop fertilizer).

At the start of the years 2000, the 20 research teams taking part in the Sustainable Waste Management and Urban Sanitation

Program, coordinated by pS-Eau, notably reached these same conclusions: social demand for sanitation exists, but is latent and needs to be stimulated; sanitation is a chain that must be addressed in an integrated manner; there is a dynamic economic market for sanitation goods and services involving local entrepreneurs; lastly, the sanitation service has to be developed using strategies designed at municipal level and with the involvement of all stakeholders.

## Specific tools for sanitation

Drawing on these conclusions, MDP and pS-Eau took care to ensure that sanitation was properly taken into account in each of the CMS program components.

In large towns, sanitation, initially not a priority for the municipal leaders of the towns concerned, was covered during the diagnostic and in as much detail as water

supply. All of the diagnostics undertaken highlighted the seriousness of and the need to focus on the sanitation situation. Thus all of the strategies developed fully took this sector into account. Even the small towns component, where the focus was on water supply, was designed to ensure that sanitation was not overlooked.

In addition, three of the six guides developed (see page 15) deal specifically with sanitation.

- *Guide No.4, How to select appropriate technical solutions for sanitation* has been designed to assist local contracting authorities and their partners to identify those sanitation technologies best suited to the different contexts that exist within their town.

- *Guide No.5, How to manage public toilets and showers* sets out the different management models available for shared toilets and showers in schools, commercial public places, health centers and deprived neighborhoods.



• **Guide No.6, How to finance sanitation in sub-Saharan Africa** aims to provide those actors who are not (sanitation or finance) specialists with a better understanding of the means available for financing the sanitation chain.

Lastly, as part of the 'training' component of the CMS program, 9 of the 19 job descriptions correspond to sanitation-related professions (mason, toilet block manager, head of a municipal technical service, Environmental Health Officer, coordinator, sewer system operator, small-bore sewer system management committee member, mechanical pit emptier, manual pit emptier). An analysis of the training offer and capacity-building requirements was carried out for these professions (see the following page). This work on professions notably formed the basis for the Sani Tsapta project on sanitation professions implemented by Rail

and the Projection network, with support from SIAAP and the Seine-Normandie Water Basin Agency.

### Awareness-raising and planning

The lessons learned from the sanitation component of the CMS program have primarily been incorporated into the back-up support provided by pS-Eau to its members: sanitation service development actors in the South and their decentralized cooperation and non-governmental partners. In 2012, sanitation workshops were held in both Paris and Lyon. A number of further workshops are planned for 2013, along with various training-related activities.

The document entitled "*Intervenir pour l'assainissement dans les pays en développement: les questions essentielles pour des services*

*durables*" is based on the lessons learned from the CMS program and provides an excellent summary.

The lessons learned with regard to sanitation as a result of the CMS program have been widely disseminated, notably at the World Water Forum in Marseille, where pS-Eau, who coordinated the sanitation 'priority for action' in conjunction with the International Water Association (IWA), facilitated a discussion on sanitation planning.

Sessions on sanitation planning were also held at the Africities and AfricaSan forums and during the African Water Association Congress. pS-Eau continues to monitor the sanitation planning approaches implemented by various actors around the world through regular discussions and field visits undertaken as part of the IWA Urban Sanitation Initiative. pS-Eau is also supporting the IWA and Swiss research institute,

EAWAG-SANDEC's development of the sanitation planning guidelines entitled "Sanitation 21".

Lastly, the research and lesson-sharing program, launched by pS-Eau in 2012 and entitled "Where and how to implement small-bore sewers?", is continuing to build on the lessons learned from the CMS program.

Jean-Marie Ily,  
Christophe Le Jallé,  
Denis Désille, pS-Eau

## Water and sanitation, a wide variety of professions

# What training is required to meet which needs?

**There is an extremely wide range of professions working in the water and sanitation sector, whether planning or constructing infrastructure or managing services. Some professions have emerged only recently in response to changes within the sector. Others are vital to the proper development of the sector and the provision of access to water and sanitation. It is these professions, both new and “traditional”, that were analyzed by the CMS program to identify both their capacity-building requirements and the training offers available.**

The component entitled “Adapting the training available to urban water supply and sanitation professions to newly identified requirements” of the CMS program was implemented in three main phases. Firstly, following work to identify all existing water and sanitation sector professions and responsibilities, a selected list of 19 strategic professions was established. These professions were then defined in detail through field studies undertaken in nine of the countries involved in the CMS program. The commonly recurring difficulties encountered by each profession in the course of their work were subsequently assessed in order to draw up a list of capacity-building requirements. Finally, the training offer available in Africa was analyzed to assess the extent to which it is able to meet all these identified needs.

The professions included in the study can be grouped together into two professional categories. The first category contains the supervisory professions (of which there are 3); these positions are held by highly-qualified and often highly experienced professionals. The second category contains those professionals with specific expertise,

directly linked to the construction of infrastructure or the provision of target services, namely construction, production, operation, coordination and pit emptying professionals, as well as those involved in the so-called “local” professions.

## Training for service organization and provision: gaps to be addressed

Each of the 19 professions was defined in detail and a “job description” was created listing the main responsibilities associated with the post, the qualifications required, the activities carried out and the most frequently encountered issues. This was then used to create a profession-specific training plan to address the most common skills gaps.

A sample of 27 training organizations from across Africa was assessed. This sample included institutes of higher education, technical training establishments, water companies’ in-house training provision and the training provided by NGOs. The study looked at initial and on-going training in both Francophone and Anglophone countries.

Overall, the study reveals that the training offer in Africa is very good when it comes to developing technical skills. However, training on organizational, economic and social aspects is weak. For the supervisory professions, in particular, the training offer fails to cover aspects such as planning, financial arrangements and user relations in sufficient depth. Similarly for the technical professions, the training available does not fully satisfy capacity-building requirements for financial management, health and environmental risk management and customer relations skills.

It is to be noted that training programs have been adapted and updated over the last few years in order to accommodate recent developments in the water and sanitation sector. Nevertheless, work to align training content to the actual tasks performed by sector professionals needs to be continued. Addressing this challenge requires both greater consultation at local level with all stakeholders to enable a refined diagnostic of the professionals’ expectations and needs to be carried out and removal of the disconnect between the providers of initial and on-going training.

Furthermore, training is unevenly distributed across the continent. Although this is being partially addressed by distance learning – particularly for managers and technicians – there is still an issue of funding. Thus, new approaches and formats need to be developed that bring together trainers, professionals, local authorities and public technical services.

This study was undertaken to provide practical and detailed information for those people and institutions eager to keep pace with developments in the sector. The findings of this study are intended for all those wanting to optimize their training offer and support water and sanitation professionals in Africa. ●

Denis Désille, Claude Baehrel,  
Emmanuel Ngnikam, Emile Temgoua,  
Jean-Marie Ily

● [www.pseau.org/en/cms/training](http://www.pseau.org/en/cms/training)

**GUIDE N° 1**

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

Large towns in Africa, which generally consist of between 30,000 and 300,000 inhabitants, are increasingly faced with the challenge of developing and sustainably managing water and sanitation services. Fulfilling such a responsibility requires specific knowledge of the sector's local needs and issues, as well as a pragmatic vision for defining means of intervention and prioritizing actions. Intended for elected and municipal officials, this guide provides a step-by-step methodology, from conducting the diagnostic through to formulating the strategy, which focuses on consultation with all stakeholders.

*This guide is the result of a pilot undertaken within 15 large towns in Africa: Dschang, Ziguinchor, Koudougou, Abomey, Tahoua, Ebolowa, Rosso, Louga, Dolisie, Bandundu, Grand Bassam, Masaka, Moshi, Nyeri, Debre Birhan.*



**GUIDE N°4**

*How to select appropriate technical solutions for sanitation*

Developed to supplement guides 1 and 2, the purpose of guide no.4 is to assist local contracting authorities and their partners in identifying those sanitation technologies best suited to the different contexts that exist within their town. The first part of the guide contains a planning process and a set of criteria to be completed; these help you to characterize each area of intervention so that you are then in a position to identify the most appropriate technical solutions. The second part of the guide consists of technical fact-sheets which give a practical overview of the technical and economic characteristics, the operating principle and the pros and cons of the 29 sanitation technology options most commonly used in sub-Saharan Africa.

*This guide was developed in conjunction with GRET.*

**GUIDE N° 2**

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

Small towns in Africa, the size of which can vary from between 3,000 and 30,000 inhabitants, have specific characteristics as they tend to be situated midway between rural and urban. Too small to benefit from those opportunities available to large urban centers, particularly in terms of competencies for developing and managing services, they are also too large to be able to accommodate those community-based approaches prevalent in rural areas. This guide contains a methodology for developing a regional strategy for water and sanitation, as well as the courses of action to be followed to facilitate access to finance and mobilize the expertise required to provide back-up support and training to local authorities and service operators.

*Developed by Hydroconseil, Guide No2 is the result of fieldwork undertaken in the regions of Brong Ahafo in Ghana, Centre-Est in Burkina Faso and Mopti in Mali.*



**GUIDE N°3**

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

Developed with a view to optimizing the allocation of financial resources and to promoting equity between users of water and sanitation public services, this guide provides decision-makers and development stakeholders with the key concepts and tools of intervention required to carry out robust and usable demand analyses.

*This publication was written by Gilles Roger.*



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 → **These guides are available in both English and French on:**  
[www.pseau.org/smc/guides](http://www.pseau.org/smc/guides)

## GUIDE N° 5

## How to manage public toilets and showers

Although the construction of toilet blocks does not pose any major technical difficulty, the management of these blocks remains problematic. This explains why toilet blocks are frequently found to be in poor working order, dirty and not properly utilized by users. As a result, the blocks are gradually neglected and the practice of open defecation develops – with all the public health, environmental and social risks that this entails.

Thus, this publication sets out the different management models available for shared toilets and showers in schools, commercial public places, health centers and deprived neighborhoods. The guide reviews the principles that need to be respected and the possible options available to ensure proper and sustainable management of public toilet blocks. Whilst it does not claim to deal with or respond to all questions, this guide does provide those elements essential for ensuring local decision-makers are able to take appropriate decisions in order to provide access to hygiene and sanitation services in public places.

This guide is the result of a collaboration between pS-Eau and Urbaconsulting.



## GUIDE N° 6

## How to finance sanitation in sub-Saharan Africa

The purpose of this guide is to increase awareness and understanding of the means of financing available for the sanitation chain. The first part of this publication provides a detailed list of all costs to be recovered: investment, operation, maintenance, studies and accompanying measures, for each segment of the sanitation chain (access, evacuation and treatment). In the second part, for each segment and in accordance with the type of facility and expenditure required, the potential sources of finance are compared, as are the relevant means of mobilizing and allocating finance for the benefit of users.

This guide was written by pS-Eau and Hydroconseil.



→ These guides are available in both English and French on:  
[www.pseau.org/en/cms/guides](http://www.pseau.org/en/cms/guides)



## Programme Solidarité Eau

32, rue le Peletier  
 75009 Paris  
 tel.: 33 (0)1 53 34 91 20  
 email: [pseau@pseau.org](mailto:pseau@pseau.org)  
 website: [www.pseau.org](http://www.pseau.org)

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Head of Publications:  
 Pierre-Marie Grondin

Editors:  
 Christophe Le Jallé  
 Céline Noblot

## Authors of this issue:

- . Christophe Le Jallé ([le-jalle@pseau.org](mailto:le-jalle@pseau.org))
- . Denis Désille ([desille@pseau.org](mailto:desille@pseau.org))
- . Jean-Marie Ily ([ily@pseau.org](mailto:ily@pseau.org))
- . Félix Adégnika, PDM ([adegnikaf@yahoo.fr](mailto:adegnikaf@yahoo.fr))
- . Claude Baehrel ([claud@ciebaehrel.com](mailto:claud@ciebaehrel.com))
- . Emmanuel Ngnikam, ERA-Cameroon ([emma\\_ngnikam@yahoo.fr](mailto:emma_ngnikam@yahoo.fr))
- . Amadou Ousmane, BERIA, Niger ([amadouousmane80@yahoo.fr](mailto:amadouousmane80@yahoo.fr))
- . Bruno Valfrey, Hydroconseil ([valfrey@hydroconseil.com](mailto:valfrey@hydroconseil.com))
- . Emile Temgoua, CMV, Cameroon

Graphic design, page layout:  
 Solange Münzer

Translation: Nicola Brodrick