FACILITATING LOCAL PARTICIPATORY INITIATIVES

A handbook for Urban Platforms

SINPA - Bangladesh

Institute for Housing and Urban Development Studies, The Netherlands

Rehabilitation and Development Organization for Landless, Dhaka Bangladesh

Edited by: **M. Shariful Alam, M. Shahzad Nafees, Banashree Banarjee,
Hans Teerlink and Marc Jansen**

Correspondence:
RADOL
6/1 B, Sir Syed Road, block A
Mohammadpur
Dhaka-1207, Bangladesh
Phone: 88 02 9112871
Email: radol@bol-online.com

Correspondence:
IHS
P.O. Box 1935
3000 BX Rotterdam
The Netherlands
Phone:: 31 10 4021523
Email: publications@ihs.nl

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        &
National Coordinator, SINPA Bangladesh

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Foreword

This handbook for urban platforms presents the collective experience of the SINPA Bangladesh team, build-up during the implementation of the platform model as a means to facilitate local participatory initiatives in the SINPA pilot city Tangail.

The handbook itself is presented on the right-hand side pages, and incorporates considerations based on the lessons learned in Tangail. Both positive as well as negative. These experiences are presented in boxes on the left-hand side pages.

The team members of the SINPA Bangladesh team were:

SINPA Tangail:
- Tangail Coordinator   M. Shariful Alam   (Sr. Asst. Secretary, GOB & IHS Alumni)
- Assistant Coordinator Md. Ismail H. Salim   (RADOL)
- Info-Com Officer   Akramul Hoque Khan (RADOL)

SINPA National:
- Project Management   M. Shahzad Nafees   (Director, RADOL)
- Info-com Manage.   A.Matin Khan   (RADOL)
- SINPA Advisor   M.A.Gofran   (Consultant)

SINPA International:
- Banashree Banarjee   participatory planning (IHS)
- Marc Jansen   info-com   (IHS)
- Forbes Davidson   SINPA project Dir.   (IHS)

In addition those mentioned above, we also like to acknowledge the Contributions of:
Ajit Banarjee, Dhani Sikder (Runa) and Sharon Welsh.

We all hope that this handbook may prove to be useful for others thinking about facilitating local participatory initiatives through an urban platform model.

Syed H. Loton   Hans Teerlink

Bangladesh National   Team Leader SINPA-
Coordinator SINPA   Bangladesh

Secretary General RADOL   IHS

Contents

List of Boxes

Acronyms and Abbreviation

CBO		Community Based Organization
CCC		Committee Construction Contract
CIC		Citizen information Center
CSO		Civil Society Organization
CUS		Center for Urban Studies
DDCC		District Development and Co-ordination Committee
ESO		External Support Organization
GTZ		German Technical Cooperation
HCP		Healthy City Project
HRD		Human Resource Development
IHS		Institute for Housing and Urban Development Studies
IVO		International Voluntary Organization
KPPC		Kerala People's Planning Campaign
LPUPAP		Local Partnership for Urban Poverty Alleviation Project
MIS		Management Information System
MOU		Memorandum of Understanding
NGO		Non-Government Organization
NSC		National Steering Committee
OHP		Over Head Projector
PAPLI		Participatory Appraisal, Planning Construction and Local Initiative
PRA		Participatory Rapid Appraisal
RADOL		Rehabilitation and Development Organisation for Landless
RUA		Rapid Urban Appraisal
SINPA		Support for Implementation of the National Plans of Action
SNP		Slum Networking Project
TCIC		Tangail Citizen Information Center
TF		Task Force
TOR		Terms of Reference
TUP		Tangail Urban Platform

UBSDP		Urban Basic Services Delivery Project
UDD		Urban Development Directorate
UHSP		Urban Housing Sub-Program
UNCHS		United Nations Center for Human Settlements
UP		Urban Platform
WHO		World Health Organization
ZOPP		Goal Oriented Project Planning

FACILITATING LOCAL PARTICIPATORY INITIATIVES

A handbook for Urban Platforms

Box 1: SINPA project focus and program concept

SINPA Project focus

National Plans
of action

Capabilities of
local partners

Areas of
capability
of
external
support

Capacity
building

Local issues on
which there is support and ongoing
projects/programmes

programme focus
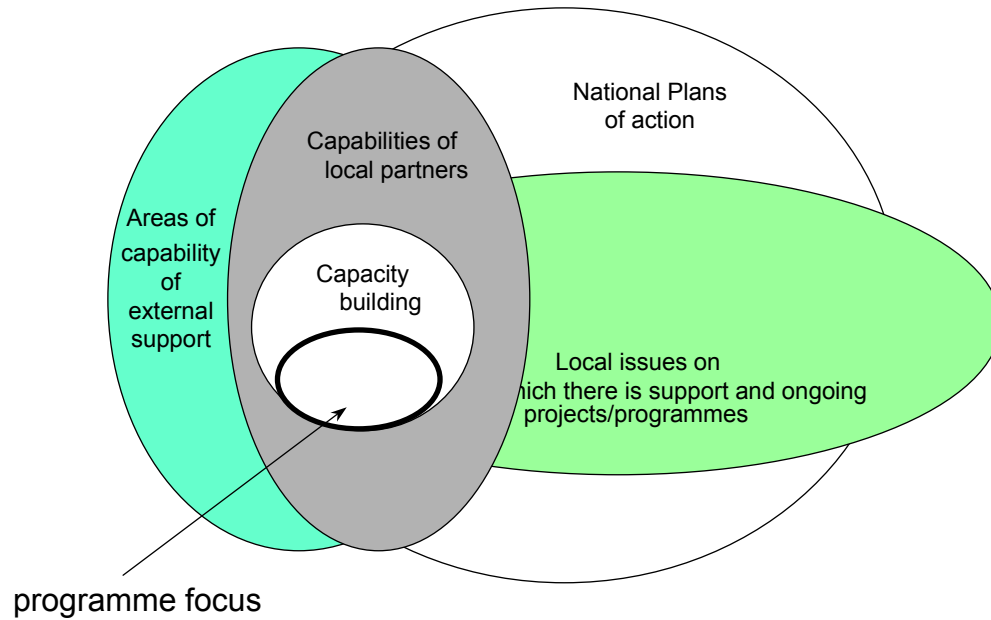
SINPA Programme concept

Local inception Workshops

Support programme

Outputs

Local
Capacity
building
strategy

local development
strategy and
projects

Networking

Implementation

Capacity building and
support programme

International
capacity building
strength enhanced

National capacity
building strength
enhanced

Local capacity
enhanced

Local
implementation
improved

National Capacity
Building
organizations

IHS support

Chapter 1

Background & Introduction to this Handbook

1.1 General Introduction

"Facilitating Local Participatory Initiatives", a handbook for Urban Platforms is prepared on the basis of the experiences gained during the implementation of a pilot project named SINPA (Support for Implementation of National Plans of Action) funded by the Netherlands Government and jointly implemented by the IHS (Institute for Housing and Urban Development Studies), the Netherlands and RADOL (Rehabilitation and Development Organisation for Landless), an NGO working both in rural and urban areas in Bangladesh. SINPA (August 1998-September 2001), is a follow-up project of the Habitat-II conference held in Istanbul in the year 1996 and supports participatory urban development initiatives with the following four major objectives:

Facilitate and build local partnerships and develop a strategy for capacity building.
improve quality and access, for the key stakeholders and the community at large to information on urban development.
improve the linkage between the demand and supply side for capacity building services for urban development.
document the relevant experiences and make them accessible to all concerned.

Apart from fulfilment of these objectives, SINPA builds on its key concept of mobilising local resources and harnessing indigenous potentials by building local partnerships and strengthening the capacities of the partners including the municipality and other local institutions for sustainable urban development initiatives. It has also tried to test a number of innovative strategies to facilitate and build local partnerships for participatory urban development interventions and to improve citizen's access to information on urban development. SINPA program concept and project focus has been presented in **Box 1.**

In order to support the implementation of the National Plans of Action of the Government of Bangladesh presented during the Habitat II conference, IHS and RADOL, in consultation with the Ministry of Housing and Public Works of the Government of Bangladesh, initiated this project. Tangail City was taken for pilot intervention as it was the only secondary City included in the Government National Plans Of Action. In the formulation stage, a series of discussions with the Government representatives and different stakeholders was held and a broad based participatory planning workshop with the representation of Tangail Pourashava, Tangail District administration, business community, NGOs, different Ministries, were organised in March 1997 at Rajendrapur, Gazipur. The major findings of the workshop have been incorporated in **Box 2.**

At the national level, a Steering Committee has been formed by the Government of Bangladesh through its Official Gazette Notification in order to guide the smooth implementation of the project. The Secretary of the Ministry of Housing and Public Works is the chairman of the committee while the Secretary General of RADOL and National Co-ordinator of SINPA is the member-secretary. The representatives from the Ministry of Local Government, Rural Development & Co-operatives, Ministry of Planning, Urban Development Directorate, Local Government and Engineering Department and Centre for Urban Studies are also in the Committee.

Box. 2: Major findings of Rajendrapur workshop on SINPA.

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┌─────────────────────────────────────────┐
│      Inadequate housing and              │
│         unfavorable                      │
│      environmental situation in          │
│           Tangail                        │
└─────────────────────────────────────────┘
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Environmental Hazards	Poor state of physical infrastructure	Insufficient housing facilities of the urban poor

Environmental Hazards

- ♦ Air & Sound Pollution exists
- ♦ High traffic jam in and around Tangail
- ♦ Narrow roads
- ♦ High traffic flow from & to the Jamuna Bridge
- ♦ Improper water and sanitation system
- ♦ Ineffective waste disposal system
- ♦ Scarcity of resources for sanitation
- ♦ People awareness on needs not sufficient
- ♦ People's participation in the program is Nil
- ♦ High Industry Pollution
- ♦ Constraints of environment law
- ♦ Improper enforcement of environment law
- ♦ Poor capacity of the Institution

Poor state of physical infrastructure

- ♦ Insufficient local capacity for Physical Infrastructure. Development
- ♦ Political commitment for the city development is not well expressed
- ♦ Financial constraints of the local Government
- ♦ People are not involved in the city development activities
- ♦ Local leaders do not take initiatives
- ♦ Poor water & sanitation facilities
- ♦ Sources of water are not enough
- ♦ Exiting water distribution system is outdated
- ♦ Poor health education
- ♦ Increasing population creates surplus demand
- ♦ Low income of the majority of the people
- ♦ Poor water quality
- ♦ Increasing population
- ♦ Extremely narrow roads
- ♦ Unplanned house building
- ♦ Improper tenancy of existing roads
- ♦ Right of way not fixed
- ♦ Road alignment given on private land
- ♦ Unplanned/ controlled drainage system
- ♦ Unplanned market in the city area
- ♦ Improper maintenance of the existing drainage system
- ♦ Water logging
- ♦ House builds on small plot leaves hardly any space for drainage system

Insufficient housing facilities of the urban poor

- ♦ Scarcity of land
- ♦ High population growth
- ♦ Unplanned housing
- ♦ Insufficient use of technology
- ♦ Scarcity of housing finance
- ♦ High employment
- ♦ Poor availability of credit
- ♦ Negligence in Municipal tax planning
- ♦ Complication in the implementation of local housing project
- ♦ Insufficient skilled manpower of the authority
- ♦ Bureaucratic in the implementation process

At the local/Tangail level, the Tangail Urban Platform (TUP), a citizen forum, comprising 71 members from the Tangail Municipality, different Government organisations, NGOs, private sector and local social leaders has been formed. The cardinal purpose of this platform is to identify their own problems, needs, and priorities and to suggest adequate measures for resolving problems and concerns. The Chairman/Mayor of the Tangail Municipality has been the Chairperson of the TUP and the SINPA Tangail Co-ordinator is the Member Secretary. Four different Task Forces were established with a view to accomplishing the specific tasks under the overall guidance of the TUP, namely;

     a. Solid Waste Management Task Force
     b. Housing and Slum Improvement Task Force
     c. Traffic Management Task Force
     d. Central Canal Task Force

The list of the members of the Steering Committee and SINPA project management structure have been presented in **Box 3.**

This handbook aims primarily at documenting the important processes for developing an urban platform model and establishing local partnerships among different stakeholders for sustained urban development initiatives. It also documents other cases on urban development initiatives from across the globe. The book also tries to review some issues, which require consideration when planning or supporting programs in the field of strengthening the capacity of municipal/local partnerships and facilitating participatory local initiatives.

1.2. About this Handbook

1.2.1 What is the Purpose of the Handbook?

The overall purpose of this handbook is to provide some practical lessons and experiences in facilitating participatory local initiatives for urban development through an urban platform model.

The specific purposes of this handbook are:

- To provide a guideline for undertaking participatory urban development initiatives by means of an urban platform model.
- To describe the various processes for developing and fostering partnerships among Municipalities, NGOs, CBOs, business communities and professional groups.
- To disseminate the various lessons learnt and wide range of experiences gathered during the implementation of SINPA project in Tangail.

1.2.2 What is the Basis of the Handbook?

This handbook has been prepared mainly on the basis of practical experiences and lessons learnt during the SINPA operation in Tangail. It also takes into account some other import lessons of different successful participatory urban development initiatives across the world.

BOX 3: Lists of the members of the Steering Committee and the SINPA project management structure

National Steering Committee on SINPA:

1.	Secretary, Ministry of Housing and Public Works	Chairman
2.	Joint Secretary (Development), Ministry of Local Government, Rural Development and Co-operatives (LGRD)	Member
3.	Joint Secretary (Development), Ministry of Housing and Public Works	Member
4.	Joint Chief, Planning Commission, Ministry of Planning	Member
5.	Director, Urban Development Directorate (UDD)	Member
6.	The Chairman of the Center for Urban Studies (CUS)	Member
7.	Project Director, Municipal Services Project, LGED	Member
8.	Secretary General, RADOL & National Coordinator, SINPA	Member Secretary

SINPA Project Management Structure

- Bolivia & Zambia
- Government of the Netherlands
- Government of Bangladesh Ministry of Housing & Public Works
- National Steering Committee on SINPA
- National Forum of Capacity Building Institutions
- Institute for Housing and Urban Development Studies (IHS), The Netherlands
- Rehabilitation and Development Organisation for Landless (RADOL)
- Tangail Pourashava (Municipality)
- SINPA Tangail
- Community Committee, NGOs/CBOs, Professional Association etc.
- Tangail Urban Platform (TUP)
- Tangail Citizen Information Center
- Solid Waste Management Task Force
- Traffic Management Task Force
- Slum & Housing Management Task Force
- Central Canal Task Force
- Library & Information
- Art & Heritag
- Environment Brigade
- Solid waste Composting Forum

1.2.3 Who is it for?

This handbook is primarily meant for those, who want to undertake participatory urban development initiatives and foster partnerships among different stakeholders. The specific target group include:

- Change agents
- Facilitating organisations and institutions
- Urban development activists
- Policy makers and planners
- Government and autonomous bodies
- NGOs
- Donors
- Urban researchers
- Anyone else who intends to engage in participatory urban development activities

1.2.4 Contents

Chapter

1	Introduction and Contents
2	Background of participatory local initiatives
3	Introduction - urban platform model
4	Processes and initial steps in setting up an urban platform in Tangail.
5	Structure and functions of an urban platform
6	Discussion of the importance of the establishment and functions of the Citizen Information Center vis-à-vis a citizen action center
7	How to support the participatory process and various strategies for their success
8	Detailed list of the potential partners and stakeholders in the process, their involvement and its nature. This chapter also tries to identify some of the major areas of interventions for the urban platform, its task forces and various partners.
9	Importance of the proper process, change management and stewardship. This chapter also tries to delineate the basic skills of the Change Managers to deal with the changes that take place during the process oriented development initiatives as in the case of SINPA.
10	analyses the various criteria for the sustainability of the urban platform, task forces and partnerships.

1.2.5 How to use the Handbook?

Readers can compare the main text on the right hand page with the examples and references of Tangail SINPA experiences along with other urban development initiatives on the left hand page.

Box 4: The need to clean the Central Canal of Tangail

This case study describes how the local needs demand immediate response and quick intervention that serves better the interests of the local people. The cleaning of the Central Canal of Tangail tells the story in detail. In fact, the issue of cleaning the Central Canal of Tangail was neither referred to or became known as a local need and demand until the third meeting of the Tangail Urban Platform (TUP) held on 28 April 1999. Even the project formulation workshop using Goal Oriented Project Planning (ZOPP)/ Logical Framework Approach (LFA) methodologies held between 18 March 1997 and 20 March 1997 that was widely participated by the different stakeholders from national and local/Tangail level did not identify the Central Canal as major problem requiring immediate intervention. Perhaps, it was not felt it was a problem during that period. However, with the passage of time the condition of the canal got worse and the issue of cleaning the canal became a paramount local need requiring immediate intervention.

The history of the canal was, in deed, appalling for taking urgent actions. It was an earthen canal of length 4.5 km and of average width of 10 meters. The Tangail Khal (Central Canal) was created as a shipping canal to allow short access to the town from the western and the eastern side of Tangail. It is believed that the canal had been dug by the local Zaminder, primarily for their easy passage from the Lohajong river at the western side to the Borail beel (Vast low lying water body) at the eastern side or vice versa. For more than 15 years, the canal has no longer functioned as a waterway and as such has been allowed to be almost fully filled in with solid wastes of various kinds. Thus it became a very messy and smelly affair and a prime environmental eyesore for Tangail city.

Given the awful condition of the canal the TUP raised the issue in its third meeting and identified the dirty canal as a major problem. In order to address this problem the TUP formed a separate Task Force named " Central Canal Cleaning Task Force". Headed by the Mayor of the Tangail Municipality the Task Force held several meetings to plan for the cleaning of the canal and constituted a Technical Sub-committee to make a budget estimate for its cleaning. The engineering experts of different departments including the SINPA representative were the members of the technical sub-committee. Accordingly the sub-committee after holding several meetings and perusing previous documents on the canal prepared a draft estimate to the tune of nearly Taka 500,000.00 (US $ about 10,000.00) and submitted it to the Task Force. Having received the estimate the Task Force held its meeting and requested SINPA to respond to this local need.

Although SINPA did not have the specific budget for implementing this type of investment program, it tried its best to mobilize resources from elsewhere. It channeled funds primarily from the government and other sources. At first the SINPA approached the CPP (Compartmentalization Pilot Project), a Dutch aided project, which cleaned the canal earlier responding to the request of the former Mayor of the municipality. Due to the non-availability of funds and some intricate problems the CPP was unable to help financially. SINPA then made a request to the Local government Engineering Department (LGED) to collaborate in addressing the local needs. Finally, after an arduous process of negotiations with both the Mayor and the LGED authority, a tri-partite agreement was reached among the Municipality, LGED and the SINPA to clean the canal. According to the partnership arrangement the LGED provided Taka 80,000.00 for the cleaning operation, the municipality supported with trucks and waste carrying vans for transporting the waste from the canal site to the dumping ground and the SINPA took the responsibility of undertaking social mobilization programs alongside the central canal and started community solid waste management activities along the area that the canal passes through in order to keep the canal clean in the future. Ultimately the three partners along with other stakeholders took tremendous initiatives and cleaned the canal.

Box 5: Innovative community contracting under the Coachin Urban Poverty Reduction Project

Chapter 2

Background of Participatory Local Initiatives

2.1 Why is there a Need for Participatory local Initiatives?

In recent years local governments, local institutions, Community Based Organisations (CBOs) and community groups have been identified as the key stakeholders in resolving most of the problems that cities are daily confronted with. This is due to the fact that they frequently come in closest contact with the mundane difficulties and concerns of the general citizen. In line with this trend, many governments of developing countries are increasingly opting, in rhetoric and policy, for the concepts of; decentralisation, community participation and local initiatives. Urban local government bodies, are the responsible institutions, by legislation or otherwise, for basic social, environmental and physical infrastructure needs of urban residents. These bodies are unable to operate effectively without the co-operation and involvement of the other stakeholders. Recognising this fact, participatory local initiatives, either promoted by external facilitators or by local institutions, such as, municipalities, NGOs, CBOs and other social bodies, have now been considered invaluable for the effective service delivery and its sustainable operation and maintenance.

Other specific needs for participatory local initiatives, include:

a. people's access to free flow of relevant information
b. to increasing and
c. establishing ownership of the community groups
The direct and indirect benefits of participatory local initiatives and partnerships are as follows:

- Comprehensive information, means better decision making. Making use of locally available knowledge is often more useful than introducing external expertise

- Building supports and reducing oppositions

- Building the capacities of local communities to undertake actions

- Responding better to the needs of the local people and serving better their interests. (see **Box 4**).

- Increasing the willingness of the communities to invest their resources.

- Helping develop/evolve new institutional arrangements for participatory initiatives.

- Building a friendly relationship with different stakeholders based on mutual trust and openness. (see **Box 5 -** case study of innovative community contracting initiatives)

- Making the improvement faster once the participatory process is in motion.

Box 6: Community Financing in Ahmedabad Slum Networking Project (SNP), India.

Ahmedabad Slum Networking Project is considered to be a unique case of community financing in infrastructure development activities under the community / local government / private sector partnership initiative. Partnership was established among the community organization (Neighborhood Group), Ahmedabad Municipal Corporation (AMC) and Arvind Mills. According to partnership criteria communities or the neighborhood groups have to pay 33% of the financial contribution while the two-thirds would be equally borne by the AMC and Arvind Mills. This amounted to a household contribution of approximately Rupee 2000-2500 ($ 60/household) for the construction of the physical works and a contribution of Rupee 100/household ($ 2/household) for the maintenance. The AMC and Arvind Mills devised the roles and responsibilities of the communities for the partnership along with the rules and procedures for the SNP.

The process for infrastructure upgrading works in a specific neighborhood began when the communities expressed their interest entering the SNP declaring their written commitment that they would pay 33% of the infrastructure development costs and abide by the rules and procedures of the project. To keep the process of partnership going they had to prove that 90% of the participating households had saved Rupee 500 (Approximately $ 10) or more each in a Self Employed Women Association (SEWA) bank or other recognized bank.

If these requirements or conditions were fulfilled, the AMC agreed to facilitate the partnership and process for the remaining funding for the project. The partnership also included the following steps to be observed:
• Identification of an NGO to be associated in the partnership.
• Formalization of the community organization (NHG) as a society.
• Opening of a joint bank account (NHG, AMC and Arvind Mills).
• Mobilization of the private sector contribution and facilitation of the community funds.

Box 7: The Urban Housing Sub-Program (UHSP) in Sri Lanka

The UHSP, a component of the 'Million Houses Program' (MHP) in Sri Lanka, was designed to address the housing problems of the slum and shanty dwellers in urban areas with specific focus on demand driven approach and new decentralized institutional framework that facilitated sustained operation and increased the ownership of the initiatives. Its objectives were threefold: reaching large number of households, placing people at the center of the planning process and achieving long-term economic sustainability. Five major program principles were included: acceptance of slums and shanties as a legitimate form of urban housing, granting a 40 year-leasehold rights to shanty dwellers, imposition of appropriate (minimum) building regulations for the low income settlements declared as "Special project Areas", minimum government intervention and recognition to the grassroots community level organizations especially the Community Development Councils (CDCs) as important partners.

The Sri Lanka National Housing Development Authority (NHDA), central government agency responsible for solving housing problems, had its main office in Colombo and district offices in 25 districts. The UHSP in 51 Urban Local Authorities (ULAs) consisting of 12 municipal councils and 39 urban councils had been implemented through NHDA's district offices. The Housing and Community Development Committees (HCDC) of the Urban Local Authorities (ULAs) is a new institutional structure created to facilitate the decentralized implementation of the UHSP and to promote the multi-stakeholders participatory urban development approaches. The HCDC is a committee having a mixture of elected members, government officials, NGO and CBO representatives. The Mayor or Chairperson of the Urban Council is the Chairperson of the HCDC, and the District Manager of the NHDA is the Secretary.

The UHSP introduced a number of innovations. The Community Action Planning (CAP), a mechanism to get the people involved in shelter improvement activities, is one of them. Another is the Community Construction Contract (CCC) system giving low-income communities complete control over the process of infrastructure delivery. The UHSP along with the HCDC and some of the innovative initiatives appears to be sustainable.

- Procuring community financing and deriving tangible benefits for all the stakeholders. (see **Box 6 -** case study of Ahmedabad Slum Networking, describing how the community financing can be procured and tangible benefits can be derived from it.)

- Promoting sustainable participatory processes and establishing ownership. (see **Box 7** - case study of the Urban Housing Sub-Program (UHSP) in Sri Lanka)

- Increasing performance and accountability. (see **Box 8** - case study of Surat)

- Involving people in planning and developing projects.

- Settling disputes and ensuring equity between the poor and the rich. (See **Box 9** - case study of "partners in development" in Naga city, the Philippines, focuses on how disputes are settled and, justness and impartiality is ensured.)

2.2 Different Forms of Participatory Local Initiatives

After more than three decades of debates over the community participation, its different ladders, various forms, typologies, elements, vehicles and its contributing factors still appear to be evolving. In early 1969, Arnstein(1969) developed a simple framework for conceptualising community participation in the following way:

- Non-participation (manipulation and therapy);
- Tokenism (informing, consultation, placation); and
- citizens' power (partnerships, delegated power and citizen control)

Moser (1983,1989) underpinned much on the issue of participation as a means to end and an end in itself and what the two connotations imply between 1983 and 1989. Samuel Paul (1987) reinterpreted Arnstein's ladder of participation and defined it in terms of:
- information sharing
- consultation
- decision making and
- initiating actions.

Abbott (1996) developed five types or forms of community participation which ranges from **manipulation** to **community mobilisation** leading to **community control**. Other three in the ladder are **information participation**, **consultation participation** and **co-operation participation**. Many other theoreticians and researchers have also contributed significantly to this debate.

Since the purpose of this handbook is not to delve into the different theoretical constructs of the community participation, we would rather look into the various practical forms and models of community participation and local initiatives across the region. The following are some of the major participatory local initiatives, which are well documented and appreciated as successful models.

Box 8: Increasing the performance and accountability of Surat Municipal Corporation (SMC), India.

The Surat Municipal Corporation (SMC) led by the Municipal Commissioner, an Indian Administrative Service (IAS) Officer, improved remarkably its performance and accountability that turned the plague-torn municipality in mid nineties into a clean and health municipality of India. The efforts that made it possible lie in the management reforms pursued with a high level of professional skills and motivation. The management reforms that resulted in significant improvement in municipal capacity were mainly two-fold. One was the **delegation of powers and resources** to the Deputy Municipal Commissioners, Zonal Commissioners and Zonal Officers. The other was the establishment and operationalization of a strict **monitoring system** in service delivery and performance. The reforms also brought about a major change in maintenance systems and procedures that again paved the way for redressing public grievances and rectifying environmental problems in the city as quickly as possible.

Empowering the zonal offices to be run independently by the Zonal Commissioners with the authority to sanction works up to Rupees 2 lakhs (approx. $ 5000) without the prior permission from the Municipal Commissioner has brought the service providers much closer to the service problems and the people who are afflicted. It has had definitely a marked impact on the quick provision of services and accountability of the officials. The key coordinating and unifying monitoring mechanism introduced was the daily management meeting and field visits. This system of daily report-back meetings with the management team, participated by all senior officers with delegated powers (Deputy Commissioners, Zonal Commissioners and Zonal Officers), enabled the Commissioner to monitor the performance of each zone and the progress being made across the city. The meeting mainly discussed: problems to be resolved, monitoring and evaluation of decision-making and fieldwork, performance against targets, planning and management of activities, formulation of new policy and feedback and key learning experiences. It provided a forum for joint decision-making, direct instruction and feedback on poly implementation.

Box 9: "Partners in Development" in Naga City, the Philippines

A commitment made by Jesse M. Robredo, a Mayoral candidate for the Naga city, during the electioneering campaign in 1987 in a candidates forum meeting organized by the Urban Poor Federation consequently gave birth to a pro-poor urban development initiatives and implanted the seeds for "Partners in Development" program. The process initially began when Mr. Robredo signed a covenant with the federation that if he got elected, his administration would attend to the urban poor concerns. Having support from the Urban Poor Federation he got elected. As a mayor the very first task he did was to set an Urban Poor Affairs Office (UPAO) and start "Kaantabay sa Kauswagan", a Bicolano phrase meaning "partners in development" program.

The Philippines Enterprise Foundation (COPE), an NGO, facilitated the process of building tripartite partnership among the local government, the urban poor and private landowners. The partnership responded to the situation where the urban poor did not have land tenure right, basic infrastructure facilities and utility services based on the principle of growth and equity. It believed that the equity was not contradictory to the economic growth that adopted a 'partner-beneficiary' approach delineating clear roles and responsibilities for each of the tripartite members. The program started handling on small issues in order to build experiences and create trust among the partners. The program to provide land tenure to the urban incorporated four major approaches. These are: a) on-site development including direct land purchase, land swapping and land sharing, b) off-site development, c) capacity building for communities and d) utilization of auxiliary or support services. The cardinal achievement of the partners in development program is the institutionalization of a fair, credible and effective mechanism to address the pressing problems of the urban poor.

- Urban Development Centres (UDCs) model under the guidance of the Project Implementation Committee (PIC) at city level under Urban Basic Services Delivery Project (UBSDP), Bangladesh (CUS, 1999).
- Local Task Force (LTF), Partnership Task Force (PTF) and Project Steering Committee model of the Healthy City Project of WHO. (See **Box 10**)
- Urban Development Centres (UDCs) model under the guidance of the Project Implementation Committee (PIC) at city level under the Local Partnership for Urban Poverty Alleviation Project (LPUPAP) of UNDP and UNCHS (United Nations center for human settlements).
- The Neighbourhood Committees (NHCs) model of Visakhapatnam Slum Improvement Project in India.
- Slum Development Team (SDT) and Project Steering Committee (PSC) model under the Bangalore Urban Poverty Project in India.
- Swavimana (self-pride) Initiative model, Bangalore, Karnataka in India. (See **Box 11**)
- Tangail Urban Platform (TUP), Task Forces and Tangail Citizen Information Centre model under SINPA in Tangail, Bangladesh.
- Ahmedabad Slum Networking Project, India (see **Box 6**).
- Community Action Planning (CAP), Community Development Committees and Federation of Community Organisations under the guidance of National Housing and Community Development Committee (HCDC) in Urban Housing Sub-Programme (UHSP) of the Million Houses Programme` of Colombo, Sri Lanka.
- Ward Committees and Voluntary Technical Corps (VTCs) model under Kerala People's Planning Campaign (KPPC) in India.
- Community, NGO and Corporation of Cochin Partnership model under the Cochin Urban Poverty Reduction Project in India (see **Box 5**).
- Patgram model of Participatory Appraisal, Planning and Local Initiatives (PAPLI) model for 100% sanitation coverage in Bangladesh, illustrating the processes and partnership approaches. (See **Box 12**)
- Government, Community and NGO Partnerships model in Sukkur, Pakistan.
- Tripartite Partnership of Local Government, the Urban Poor and the Private Landowners model in Naga city, the Philippines. (see **Box 9**)
- Partnership through Community Construction Contract (CCC) model in Kandy, Sri Lanka.

2.3 Key Elements for Successful Implementation of Urban participatory Initiatives

It is a difficult task to identify the key elements for a successful implementation of urban participatory initiatives. However, we attempt to list some of the major elements on the basis of the experiences and case studies that could contribute to the success of participatory local initiatives. The list is not exhaustive; rather it is indicative of the ground realities. The key elements are:

- Realise that the process is long, painstaking, time consuming and sometimes frustrating.
- Since the process is so, one has to create some alternative avenues for achieving small, quick and tangible results that are considered to be highly motivational to the stakeholders to participate and make the initiatives a success.
- It requires a series of formal and informal meetings combined with the meetings with the various stakeholders.

Box 10: the LTF, PTF and Steering Committee under the Healthy City Project of WHO.

Health City concept, a public health approach, builds upon the work of Professor T McKeown. He found that the improvement in health in the UK and other developed countries in the nineteenth and twentieth centuries was achieved not due to advances in medical care and technology, but to certain social, environmental and economic changes. These changes are: limitation of family size, increase in food supply, a healthier physical environment and specific preventive and therapeutic measures. "Health for All", a major public health movement launched by the WHO in 1978 at Alma Ata, was premised on six principles that reflect Mckeown's concerns. The principles are: reduced inequalities in health, emphasis on prevention of diseases, intersectoral cooperation including reducing environmental risks, community participation, emphasis on primary health care in health care systems and international cooperation.

The major aim of the Healthy City Program (HCP) is to improve environment and health conditions by raising awareness and mobilizing community participation through partnerships with local (municipal) agencies and institutions, thereby helping them to deliver effective environment and health services. In fulfilling this aim the HCP prepares action plans having three phases, start-up, organization and implementation. Activities are implemented through Local Task Forces (LTFs), Partnership Task Forces (PTFs) and coordinated by Project Steering Committee (PSC). The LTF is a nucleus of several key individuals in the city with leadership capabilities and commitment to support the project while the PTF provides the leadership and legitimacy needed for health advocacy and mobilization of people and resources for health improvements. It also formulates and implements the Municipal Health Plan (MHP). The PSC, either national or city level body, is an overseeing and a coordinating council having representatives from all the relevant stakeholders.

Box 11: The Swabhimana (Self-pride) Initiative (SI) in Bangalore, India.

Swabhimana (Self-pride) Initiative (SI), a citizen forum based on public-community-private partnership, aims at promoting citizens' participation in management and development of Bangalore to improve the urban quality of life in Bangalore. In the late eighties the public viewed Bangalore as "Pensioners Paradise", "air-conditioned city", "garden city" and so on. However, in later years it underwent tremendous change in terms of congestion, vehicular air pollution, heaps of uncleared garbage, vanishing open space and other problems that contributed to create public concerns and initiatives. In the past Bangalore experienced many seminars, conferences, debates, "Save Bangalore" campaigns and announcement of grandiose schemes and proposals. This period also saw the formation and functioning of a Committee for Clean Bangalore (CCB) that could be termed as a prototype of SI. However, the CCB could not stand in its own facing the test of time and consequently fizzled out within a short span of time.

Apart from these previous initiatives, the origin of SI can best be described as a convergence of other factors and events. The factors and events are: emergence of city level citizen groups, community based initiatives, report card studies of the Public Affairs Center (PAC) of Bangalore reflecting the collective voice of citizens and the level of their satisfaction with a given public service, the concept of Urban Forum pioneered by the UNESCAP in the early nineties, the 74th constitutional amendment act of India, 1992 and media coverage and criticism. Finally the concept gained its ground when the Karnataka Forum for Promotion of Consumer Action organized an open-house meeting for a dialogue between citizens, NGOs and the officials of the Bangalore Development Authority (BDA) in April 1995. Dr. A. Ravindra, Chairman of BDA, led and moderated the dialogue. The open-house forum criticized the BDA for irregularities in site allotments, corruption and poor quality of services. Dr. Ravindra took the opportunity to propose that the time had come for taking collective responsibilities and concerted efforts on the part of the government and citizens given the enormity of the problems and limitations of resources. During the meeting the term "Swabhimana" meaning self-pride was coined and the forum was established. The SI headed by the Chairman has a core group, though not set up but evolved over a period, comprising of representatives from NGOs, the officials of the BDA and Bangalore City Corporation (BCC), some business organizations, resident associations and a representative from a local press. The core group meeting focused mainly on new programs and monthly reviews. PAC acted as a facilitating organization for the Initiatives.

- It has also to be kept in mind that initially all the stakeholders may appear to be suspicious. Therefore, patience, tenacity, proper clarification of the objectives of the initiatives, transparency of the facilitating organisation and the Change Manager prove to be vital to make the stakeholders participate.
- Patient listening to what the stakeholders wish to tell you is eventually strength for the success of the participatory initiatives. The case study of Kitagata, Japan summarises the relevant experiences (see **Box 13**)
- Attitudes of decision makers, development partners, CBOs and community groups and the people towards participatory development may need to be changed.
- Good working environment and legislative support make the task easier.
- Building partnerships with different stakeholders with a clear understanding of roles and responsibilities is a major requirement.
- Leadership and strong commitment can work wonders. The case study of Naga city in the Philippines and Surat in India, narrates how it makes differences. (see **Box 14**)
- Establishing the credibility and good image of the facilitating organisations and the change agents is an essential starting point. The case study of Slum Networking in Ahmedabad and SINPA in Tangail, analyses the issue of credibility and good image of the change agents (see **Box 15**)
- The need for skilled facilitator and capable as well as credible change agent can not be over-emphasised.
- Demonstrating transparent mode of operation helps to build trust and working relationships.

Box 12: Patgram model on local initiatives for 100% sanitation coverage in Bangladesh.

The Patgram Pilot Project, a participatory local initiative for 100% sanitation coverage launched under the Participatory Appraisal, Planning and Local Initiative (PAPLI), formally started functioning in April 1999 on the backdrop of the aftermath of the devastating flood of 1998. All the relevant stakeholders developed a detailed plan of action in a ZOPP workshop. By the year 2000 the initiative successfully reached almost 100% households from the initial coverage of 11.48% installing sanitary latrine sets (one slab and two rings) to about 30,000 families with their own contribution. There was no subsidy. UNICEF provided software support while the Department of Public Health Engineering (DPHE) deputed its manpower and apparatus to procure latrine sets locally and offered technical assistance to ensure quality of the products. The Union Parishad (Union Council), a local government set-up at the lowest level, took the responsibilities of planning, implementing and monitoring the project along with collecting contribution from the beneficiary families for the cost of the latrine sets with the support from the Upazila Parishad, a local government body at the sub district level. All the Union Parishads, two NGOs, BRAC and Prashika, three educational institutions and a number of private entrepreneurs established 20 Village Sanitation centers apart from the DPHE operated 2 centers by their own management to meet the increasing demand.

The project used the existing government structure as an organizational set-up having a four-tier management system, District Development and Coordination Council (DDCC) at the district level, Upazila Parishad at the sub-district level, Union Council at the lowest level of local government structure, Ward Committee at the village or grassroots level. A multi-stakeholder partnership was successfully established defining the roles and responsibilities of the participating stakeholders. Patgram Upazila Parishad, all the Union Councils, the DPHE, the UNICEF, educational institutions, NGOs and CBOs, business associations and professional groups entered into an partnership agreement to implement this local initiatives providing various types of contributions and resources. The key underlying approach was to strengthen the capacity of the Union Councils for continuing such initiatives in future in the areas of further support, maintenance and repair. A special effort was made to create a revolving fund for the Union Council to be reserved in a separate Bank Account named "Union Parishad Sanitation Account" for the promotion of sanitation conditions of the locality.

Box 13:Linking people and inner potentials of patient listening in Kitagata, Japan.

This case study summarizes the experience of the intermediary role of a consulting firm and the necessity of patient listening providing adequate scope to the stakeholders to ventilate their ideas and grievances in the efforts of the municipality towards the settlement improvement schemes. It portrays the learning process of the municipality as to how the 'Burakumin', an historically 'outcast' and socially excluded people, can be included in the planning, development and maintenance of the Baraku settlements. The area where the Barakumin, socially discriminated people, live is referred to as Baraku in Japan. Kitagata, a large Baraku settlement in the city of Kitakyushu, experienced several improvement attempts from the city managers and the residents. These attempts largely were in vain due to financial constraints, the complex composition of local people with different interests making consensus building difficult, and, the local government planners and engineers were not skilled in on-site upgrading schemes.
The city set up an Area Improvement Office in the Kitagata settlement entering into a contract with the Wakatake Planning Research Institute, a private consulting firm, employed to assist in the planning process and formation of a community-based council. The planning team of the Wakatake firm headed by Mr. Hatakenaka, an experienced planner, decided to live in Kitagata to understand the reality of the situation and share the traditional practices, lifestyles, wisdom and the community sagacity with the residents. The team resided there for about six years and established a very good rapport that paved the way for participatory planning and development of the low-income settlements. In the process the team members had to meet the local residents in their common meeting places and to join local Karaoke festivals in order to establish an atmosphere for horizontal relationship between the team and the residents. The team on various occasions had also to clarify their position. They listened to people's desires, anxieties and grievances. This encouraged the residents to participate in community meetings and planning works. The team finally brought the community and the municipality together. As a result the team and the community council successfully prepared a draft improvement plan.

Chapter 3

Introduction to the Urban Platform Model

3.1 Background

The Urban Platform here means and includes a representative body established or to be established at the city level with a view to ensuring participation of the citizens in urban development activities, planning for and overseeing the overall development of the city and promoting partnerships among the different stakeholders in planning and implementation of city development activities. The notion of platform implies a horizontal structure with equal status and opportunities for all members.

The practice of forming and running the urban platform other than the municipal council, statutory organ of urban local government, does not happen very often. However, Sri Lanka has emerged as one of the forerunners by establishing the **Housing and Community Development Committees (HCDC)** for its urban local authority to facilitate the decentralised implementation of Urban Housing Sub-Programmes and to promote the participatory development approaches. Also in India, a neighbouring country of both Sri Lanka and Bangladesh, partnership approaches and initiatives have taken place. Bangalore, one of the biggest cities at the southern part of India, by the active initiative of the Bangalore Development Authority (BDA), Bangalore City Corporation (BCC) and different citizen groups promoted by the NGOs and CBOs, has set an interesting example of **Swavimana (self-pride) Initiative (SI)** at the city level in order to encourage people's involvement in city planning processes and implementation.

At the global scale, the Healthy City Project (HCP) of World Health Organisation has established the **Co-ordination Council** at the city level in Chittagong, Sylhet, Ibadan, Accra, Lahore, Rio de Janeiro and Tehran to formulate policies for the development of a healthy city and to promote political mobilisation and community participation for implementation of a city-wide health plan through its various organs, such as, Local Tasks Forces (LTFs) and Partnership Task Forces (PTFs).

With this orientation SINPA project has facilitated the Tangail Municipality to establish and run the Tangail Urban Platform (TUP) and several subject-based Task Forces. The TUP has been formed with representatives from different stakeholder groups while various Task Forces (TFs) were established on the basis of the felt needs and expressed willingness of the stakeholders with a view to performing specific tasks. SINPA has also helped establish Tangail Citizen Information Centre (TCIC) serving virtually as Citizen Action Centre. Though, the Urban Platform introduced and practised in Tangail city, Bangladesh is not unique, it has certain elements that are innovative in forms and contents, which we will discuss in greater detail in the subsequent pages and chapters.

Box 14: Leadership and strong commitment: Naga city in the Philippines and Surat in India.

Naga City, Philippines

Pursuant to the election commitment during the electioneering campaign Mr. Robredo, the Mayor of Naga City in the Philippines, established an Urban Poor Affairs Office (UPAO) and started the "Partners in Development" program in order to respond to solve the problems of land tenure of the poor and lack of basic infrastructure and services. He set an example of excellent leadership in mobilizing external and internal resources to support the programs he undertook for the betterment of the poor. He also demonstrated a strong sense of commitment to the urban poor by establishing partnership between the local government, urban poor and the private landowners and negotiating with the landowners in favor of the poor. He helped institutionalize a mechanism that would provide permanent solutions to the problems of land tenure of the poor and raise the living standards/ conditions of the squatters and slum dwellers in the city. He also removed the fears of eviction from the minds of the urban poor by direct purchase, land swapping and land sharing through the UPAO.

Surat, India

The Municipal Commissioner of Surat Municipal Corporation (SMC), an IAS Officer deputed from the central government, was actually the champion of the municipal reform processes for his excellent leadership capability and relentless efforts. He built a team of committed officials delegating powers and responsibilities to the secondary and tertiary tiers of the management structure. He also developed a widespread commitment to the municipal reform agenda promoting transparency and accountability of municipal action and performance. Moreover, he pursued vigorously the municipal objectives without being perturbed by the political opposition. The tangible impact of his leadership, commitment to do good to the citizens and inexorable hard work he did was the significant change in the environmental conditions of the city. It made the SMC and its staff transparent and accountable to the people. Another impact was the establishment of the formal system for public participation in monitoring and evaluation of municipal performance.

Box 15: Credibility and good image of the Change Agent: Slum Networking Project (SNP), Ahmedabad in India and SINPA, Tangail in Bangladesh

Ahmedabad, India

Establishing credibility and good image of the change agent viz-a-viz the facilitating organization plays a key role in initiating actions with the stakeholders and building partnerships with them. It also acts as the precursor to the successful implementation of the participatory development programs. The inner dynamics of the beneficiary mobilization at Sanjay Nagar slum in Ahmedabad in India is a good testimony to the fact. When the project people went to the Sanjay Nagar slum and tried to persuade them to start SNP to solve their infrastructure and service delivery problems during the pilot phase of the SNP, the residents of the slum did not trust them. They thought that Sanjay Nagar was reserved for another purpose. As many houses were demolished in the past, they considered the outsiders as vote seekers, and since the land belonged to Arvind Mills, they thought they were saying this to take the land back. Several meetings with the community leaders and a proof of genuine interest of the AMC and other stakeholders gradually improved the situation. It created confidence about the credibility of the change agent among the residents and resulted in establishing tripartite partnership between the AMC, the neighborhood groups and Arvind Mills for improvement of settlement conditions.

Tangail, Bangladesh

SINPA project in Tangail, Bangladesh had a learning experience and faced an acute problem in the middle of the project sometime between the late 1999 and early 2000. The Chairman/Mayor of the Tangail Municipality along with his commissioners/councilors being a prime stakeholder of the project raised the issue of credibility of the local facilitating organization and started obstructing the process. The change management process of the facilitating organization orchestrated by the change manager could not tackle the situation. The municipality lost trust on RADOL, the local facilitating organization for the SINPA. However, the change in project management team and adroit handling of the situation by the IHS, the external facilitating organization, temporarily solved the problem of stalemate. But finally it could not resolve the mistrust fully that hindered the smooth process of partnership.

3.2 Why have an Urban Platform?

Why is a representative urban platform other than the formal city council necessary?

The existing administrative structure of the municipal bodies, city councils, are largely vertical in nature, and as such are limited as to the services they are able to provide. A representative urban platform is run by the Mayor. It is a combination of many bodies, representatives are from the city council and the local communities. Because of the diversity and dynamics of the group, it enables a problem to be discussed from many angles and the decisions acted upon and implemented by the individual bodies then monitored and evaluated within the urban platform.

3.2.1   Other attributes of an Urban Platform

- establish a horizontal structure in the urban development initiatives
- create favourable avenues for providing highest possible services to the citizens
- ensure participation of all stakeholders
- develop a framework for city-wide participatory action
- create a basis for collective interventions
- share the responsibilities of developing the city among the members
- converge the resources of all stakeholders
- harness local resources and indigenous potentials for the development of the living condition of the city
- make a strategic plan for the city collectively, review the development trends and guide accordingly
- co-ordinate the development initiatives and avoid duplication of interventions;
- build partnerships among different stakeholders
- increase access to information on urban development
- strengthen the capacity of the municipal council and other stakeholders in proving services
- increase transparency and accountability of the urban development actors and
- create avenues for good governance

3.3 What are the Guiding Principles and Processes?

Realisation of the objectives of the urban platform and its intended benefits largely depends on its guiding principles and processes. The following are the major guiding principles and processes one should stick to while establishing and operating an urban platform:

- **Apolitical and representative structure**

  It should be non-political and representative in nature. Although the political affiliation is very much common in governance systems in local bodies, the urban platform should uphold the spirit of an apolitical nature. It should also ensure the representation of all the stakeholders.

- **Bye-laws and operational guidelines**

  It should have written, simple and non-bureaucratic bye-laws and operational guidelines to be developed and agreed upon by all the stakeholders.

Box 16: Broad Structure of the Urban Platform
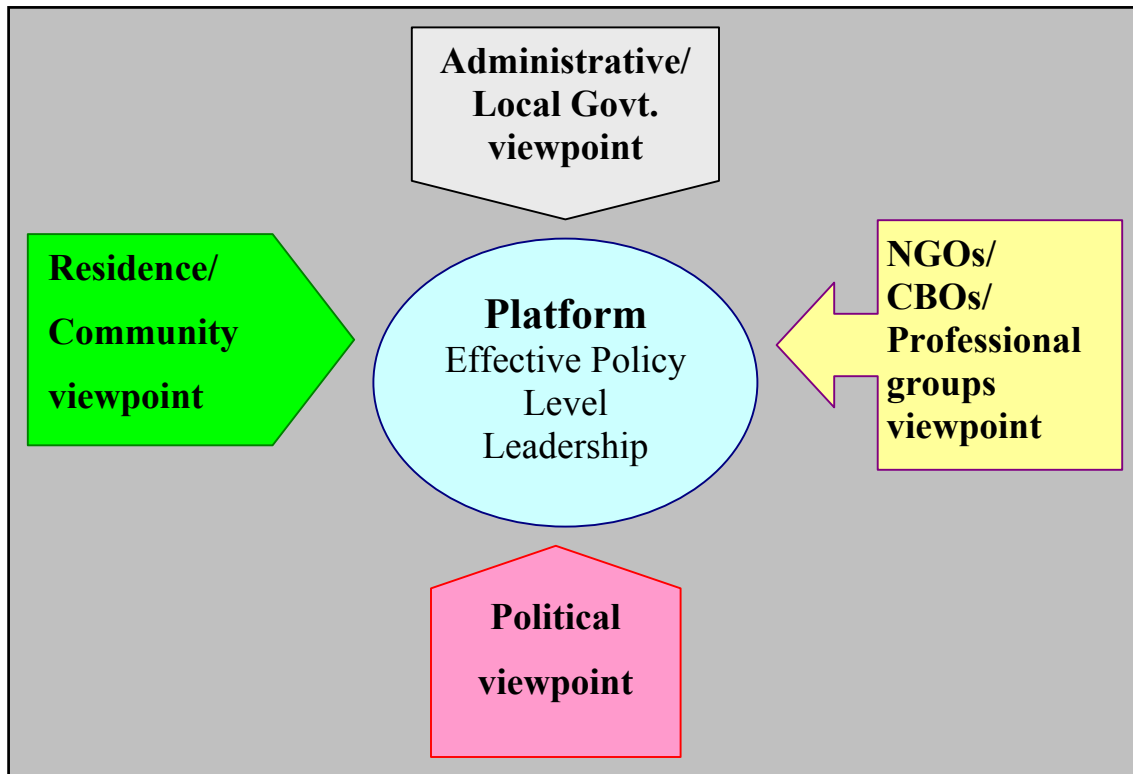
Box 17: The Guiding Principles of the Urban Platform

- **Importance on locally determined priorities and encouragement to local initiatives**

  It should attach importance to locally determined priorities and actions and give encouragement to local initiatives in order to make efforts sustainable.

. **Building partnerships and Building Capacity of its partners**

  It should provide support to build mutually reinforcing partnerships among different stakeholders in planning, implementing, monitoring and evaluating development interventions. Which intern helps strengthen the capacities of the local partners.

- **Transparency and accountability**

  It should ensure transparency of decision making and financial transaction.

- **Local resource mobilisation and self-reliance**

  It should focus on local resource mobilisation and self-reliance. To sustain the initiatives.

3.4 What are the Potential Benefits?

An urban platform can accrue a number of tangible benefits ranging from creating a avenue for open forum for the city dwellers to establishing a mechanism for reducing cost and burden of service delivery of the municipality. It can, as in the case of Tangail Urban Platform (TUP), produce a bundle of benefits, which include the following:

- *It provides an open forum for the citizens to share their views and ventilate their concerns and grievances.* For example, the TUP has provided an opportunity for the citizens to share their views with the municipal council.

- *It helps ensure improved service delivery from the municipal body and other service providing organisations*. As the stakeholders are able to review the performance of the service delivery organisations via the urban platform.

- *It helps operate and maintain the system effectively.* The municipal council along with other service providing organisations come under direct public scrutiny at regular intervals by the formal mechanism of meetings and workshops.

- *It contributes to good governance.* As the system of public/private participation envisioned in these models lays emphasis on improved service delivery, access to information, transparency and accountability, it is expected to create a congenial atmosphere for good governance.

- *It creates social awareness.* The procedures and activities of these models can create mass enthusiasm and greater awareness among the citizens.

- *It mobilises local resources.* The forum or the platform can identify appropriate local resources, and harness them, motivating the partners and stakeholders.

Box 18: Potential Benefit of the Urban Platform
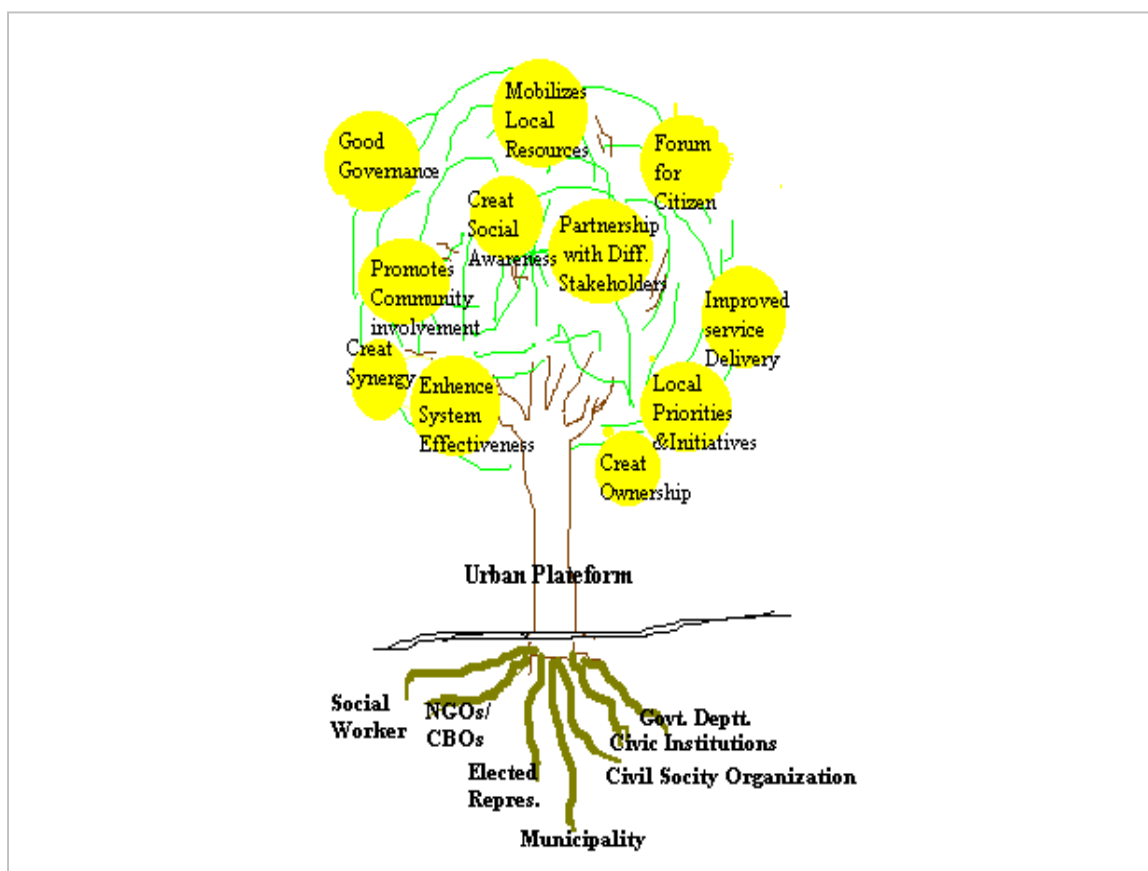
Box. 19: Community Participation on Traffic Management Drive.

- *It increases ownership and a sense of belonging of the citizen.* Since the forum or platform focus's directly on local priorities and initiatives using locally available resources, it has a greater chance to create ownership and sense of belonging.

- *It empowers the local institutions and organisations to initiate actions on their own.* Because the platform model intrinsically tries to strengthen the capacity of the local organisations and trigger local initiatives in order to ensure the continuity of actions and undertakings.

- *It creates synergy to the actions of different stakeholders.* Since the model thrives to converge the resources of partners and stakeholders, a kind of synergy is expected to be created.

- *It promotes community involvement in the provision of service delivery.* As community participation is considered to be the corner-stone of the model.

- *It reduces the municipal bodies cost and burden of service delivery.* Since the community, NGOs and CBOs take the responsibilities for some of the activities, like solid waste collection and disposal, it incurs reduced costs of the municipality and shifts burden of service delivery, partially if not wholly, to the community, NGOs and CBOs.

3.5 Who are the Members?

There is no clear-cut qualifications and disqualification's for the members of the platform, unlike the legislative bodies and local government institutions. However, there should be some basic criteria's to be the a member of the platform. These are:

- Actors in the urban fabrics
- committed to development
- able to make some form of contribution
- capable of making a difference

More specifically, the members could be:

- Elected representatives
- Civic institutions
- Government departments
- NGOs
- CBOs
- Civil Society Organisations, such as, residents' associations, trade organisations, professional associations, educational institutions, etc
- Individuals who are socially accepted and opinion makers

Box 20: How TUP Members were selected?

The TUP member selection process took a long time from September 1998 to December 1998 to make both formal and informal discussions, meetings and negotiations with the Chairman and Councilors of the municipality as well as the other relevant stakeholders. RADOL, the facilitating organization, supported by its project staff and the IHS, the external support organization, representatives conducted these discussions and meetings. Initially it was thought that the members could be 25 or less having six councilors and the Mayor to represent the Tangail municipality. The Mayor would be the Chairperson of the TUP while the commissioners/councilors would be the members. The Municipality would select and nominate six councilors including two female commissioners to be the members. Other 18 members would be nominated from the relevant government departments, civic institutions, NGOs and CBOs, civil society organizations, trade associations, professional groups, educational institutions, opinion makers and socially acceptable individuals.

As the process went on rolling demands started coming from the commissioners of the municipality to include all 24 of them in the list of TUP members. Other stakeholders also expressed the same opinion to increase the number of TUP members and include more representatives from different organizations. Having been received this feedback it was primarily decided through the consultation with the Chairman and other stakeholders that the TUP members would be 52. Until then the process of selecting TUP members was still considered to be in the secondary and draft stage that required a final approval from all the relevant stakeholders in a meeting to be convened for the purpose.

With this urgency in mind the SINPA organized a broad based inaugural workshop in order to launch the official start of the SINPA project and to announce the formation of the TUP selecting finally its members. The primarily selected TUP members, officials of different government departments, NGO and CBO officials, municipal officials, representatives of trade associations, professional groups, educational institutions and civil society organizations, social elite and political leaders were invited in the workshop held on 06 December 1998 at 10.00 am in the auditorium of the Zilla Parishad (District Council). The Honorable Minister, the Ministry of Local Government and Rural development, The State Minister, the Ministry of the Foreign Affairs, His Excellency the Ambassador of the Royal Netherlands Embassy in Dhaka, a local Member of the Parliament (MP), the Deputy Commissioner (DC) of Tangail District and an IHS representative participated in the workshop as guests. The workshop chaired by the DC suggested some more representatives to be included in the list of the TUP. With the suggested representatives a 71 member TUP headed by the Chairman of the Tangail Municipality was finally approved by the workshop.

On the same day at the afternoon a big public meeting was also organized at the local Bindubashini Boys' High School premise with the Chairman of the Tangail Municipality and Chairman of the TUP in the chair. Different political leaders spoke on the public gathering. The formal launching of the SINPA project was again announced and the formation of the TUP was publicly declared. Thus the selection process at the start was completed. However, during the process the TUP co-opted 4 conveners of the four communities organized by the SINPA for conducting community solid waste management initiatives as members of the TUP. Now the number of the members of the TUP stands at 75.

Chapter 4

Process and Initial Steps in Setting up and Running an Urban Platform

4.1 Introduction to Process and Steps in Setting-up and Running an Urban Platform

A variety of activities are to be performed and processes are to be followed in order to set-up and run an Urban Platform. Some activities need to be performed in the **preliminary stage**, some are in the **preparatory stage** and some are required for the smooth **operation of the platform**. Moreover, some tasks may also appear to be necessary to consolidate an Urban platform and its activities. Besides, taking initiatives and leadership along with an adroit facilitation can be considered to be vital in setting up and running an urban platform. These issues are discussed in more detail in the following paragraphs.

4.2 What are the Preliminary Tasks for Setting up an Urban Platform?

The following are the basic initial tasks to be performed for setting up an urban platform. The number of the initial steps, though not claimed to be exclusive, may vary from place to place depending on the preparation of the facilitating organisations and change agents. A list of some indicative tasks is presented below and how this was done in Tangail is described in **Box 21.**

- Making an inventory of the potential stakeholders, their roles and responsibilities
- Assessing the contributions and perceptions of the potential members of the platform
- Conducting a Rapid Urban Appraisal (RUA) with a view to making an inventory of urban problems and development potentials as seen by the different stakeholder groups
- Investigating existing local initiatives in order to find an 'entry point' and strengthen them further
- Establishing an urban data base
- Conducting formal and informal discussions and consultations with the potential members
- Building a good rapport with different stakeholders
- Organising participatory workshops in order to identify the local priorities along with potential stakeholders and prepare a plan of action accordingly

4.3 What are the Preparatory Tasks for Setting up an Urban Platform?

Having finished the preliminary tasks the facilitating organisations or the change agents should perform some preparatory activities that are necessary to create an environment favourable for setting up an urban platform. These activities may logically be of different natures starting from initial discussions with the municipal authorities and other stakeholders to final inauguration of the platform. Some major activities in this stage are listed herein below and how this was accomplished is discussed in **Box 22.**

Box 21: How were the Preliminary Tasks for Setting up an Urban Platform Accomplished?

The project staff of SINPA made an inventory of all of the potential stakeholders, their roles and responsibilities by using rapid appraisal methods and Focussed Group Discussions (FGDs). They also assessed the perceptions of the stakeholders about the project and their possible contribution to the project. An inventory of the city problems and development potentials was made through opinion sharing, informal meetings, discussions and Rapid Urban Appraisal. With these and other basic information collected from secondary sources, municipality, department of statistics etc. an urban database was established using a simple format. The project staff tried to make a good rapport with different stakeholders by increasing inter-personal communication, exchanging views and sharing opinions, mutual participation in each other's program and finally appreciating the contributions of the stakeholders.

At this stage the ultimate challenge was to search for existing local initiatives. The rapid appraisal methods along with discussions and interviews were employed to identify the existing local initiatives in order to find an "entry point" for further actions and to strengthen bonds. The SINPA team made a plan of actions along with identifying the local priorities and potential stakeholders by organizing participatory workshops. The team headed by a moderator facilitated the participatory workshops. When the facilitator within the team was not available, an external facilitator was hired for the facilitation of the planning process. The project staff received a thorough orientation on the rules and procedures of the municipality by studying the relevant secondary documents and joining in the briefing sessions and workshops. The staff collected and prepared different maps and information panels using in some cases their own expertise and in other cases the expertise of others. Finally the facilitating organization at Tangail organized its own office with the aforementioned information and equipment in order to deal with the platform and its activities

Box 22: How were the Preparatory Tasks for Setting up an Urban Platform Performed?

The SINPA project team undertook the preliminary and preparatory tasks simultaneously because the team did not conceive these two tasks as separate categories at that period. However, it is a matter to be better determined by the change agent as to whether the tasks of two stages could be performed one after another or simultaneously in accordance with the convenience, priority and urgency. The change agent at Tangail in consultation with the Mayor/Chairman of the municipality and other stakeholders decided on what to do, when to do it and how to do it judging on the importance of the activity. At this stage the facilitating organization started both formal and informal discussions with the Mayor/Chairman of the municipality, councilors/commissioners, representatives of different government departments, NGOs, CBOs, business associations, professional bodies, committed social activists and other stakeholders about the formation of urban platform. The discussions focused on membership criteria of the platform, numbers of the members, who will be a member and how to form the platform.

Apart from the these issues, the change agent tried to convince the Mayor of the Tangail Municipality to have the office space for SINPA within the municipal building as a mark of partnership contribution from the municipality because the SINPA budget did not have a separate provision for office accommodation. It anticipated that the Tangail Municipality would provide the office room. However, due to the lack of adequate space the municipality could not provide the office room for SINPA.

After having primary discussions on these issues the facilitating organization built a consensus on the formation, objectives, activities and membership criteria, number of the members, their roles, responsibilities and modus operandi of the platform through an arduous process of several discussions with different stakeholders particularly the Mayor of the municipality and the commissioners. The facilitating organization also made several discussions separately with the potential individuals and committed social leaders capable of being TUP members.

Having finalized the draft list of the TUP members, the facilitating organization started preparation for the formal declaration of the platform and announcement of the list of the platform members in public. It took about two months talking and discussing with the Mayor and other stakeholders to set the way to formally inaugurate the platform model. Finally it was decided that formal inauguration of the platform would be made in a broad-based workshop to be participated by high dignitaries both from the national and local level, all the proposed members of the TUP and other stakeholders. It was also decided that after the in-house workshop in the first half of the day, a public meeting would be organized to make the general members of the public aware of the Tangail Urban Platform (TUP) and its activities. Accordingly an inaugural workshop was held on 06 December, 1998 at the District Council auditorium from 10 a.m. to 1.00 p.m. and a public meeting was held at a local school ground from 3.00 p.m. to 5.00 p.m. on the same day.

- Holding a series of both formal and informal discussions with the Mayor/Chairman of the municipality, councillors/commissioners, representatives of different government departments, NGOs, CBOs, business associations, professional bodies, committed social activists and other stakeholders about the formation of urban platform
- Sharing ideas with different stakeholders in informal discussions
- Organising participatory workshops in order to share ideas and concerns
- Building consensus on the formation, objectives, activities, memberships, their roles, responsibilities and modus operandi of the platform
- Formal declaration of the platform

4.4 What are the Tasks Required for Smooth Operation of the Platform?

A variety of tasks evolve out of the participatory processes that have to be accomplished for the smooth functioning of the platform. Having finished the tasks as suggested in the preliminary and preparatory stage the facilitating organisation should perform the following indicative tasks, not necessarily in the following order, for running an Urban Platform:

- Have discussions and agreed on activities that members want to take up.
- Discuss and agree on norms, roles and responsibilities of the platform.
- Formalise these in the form of Terms of Reference (TOR) or bye-laws for an urban platform when the sufficient group dynamics is established and the ways of working together is agreed. These will include the roles and responsibilities of different stakeholders, ways of conducting activities and so on. The bye-laws need to be discussed and adopted by the Urban platform. An example of bye-laws is given in **Box 23.** Without agreed norms, roles and responsibilities, it is very difficult to ensure smooth operation and avoid misgivings and misunderstandings.
- Organise meetings of the platform at regular intervals to review the previous activities and plan for the future
- Discuss on how activities will be implemented and who will be responsible.
- Delineate and agree on the roles and responsibilities of each of the task forces/committees within the urban platform.
- Organise task force meetings as and when necessary
- Maintain close liaison and contact with the individual members of the platform and task forces
- Keep the potential stakeholders and partners informed of all activities
- Keep on facilitating the implementation of the plan of actions made in the meetings of the urban platform and task forces.
- Document the activities, processes, important lessons and experiences gathered in order to substantiate what actually has been achieved and disseminates the important lessons.
- Make formal reports of all activities along with a detailed financial statement to the platform and task forces. This helps, as has been learnt from Tangail experiences (see **Box 24**), to create trust and confidence among the stakeholders, and shows the transparency of the facilitating organisation.
- Involve different types of stakeholders in planning, implementing and monitoring of the different activities.
- Establish a citizen information center or citizen action center (see Chapter 6)
- Establish a mechanism for proper monitoring and feedback.

Box 23: Norms, Roles and Responsibilities (Bye-Laws) of on Urban Platform (TUP)

Introduction
Experiences reveal that the existing administrative structure of Municipal bodies is; i) Largely vertical in nature; ii) It is unable to guarantee the proper delivery of services iii) its sustained operation and maintenance ensures the community participation iv) And creates their ownership v) Municipal councils, in most cases, are not in a position to promote and utilize local resources by building partnerships with different stakeholders in planning, implementing, monitoring and evaluating development interventions.

Establishment of an Urban Platform is necessary for sharing ideas, opinions and experiences of the stakeholders for building beautiful, healthy and habitable urban centers through the participation of the city dwellers in a common Platform i.e. Urban Platform.

Aims and Objectives
The Urban Platform aims to i) establish a horizontal structure in the urban development initiatives, ii) create favorable avenues for providing the highest municipal services to the citizen, iii) ensures participation of all stakeholders in city upliftment pursuits, iv) create a basis for collective interventions, v) develop a framework for city wide participatory action, vi) share responsibilities among the members towards city development, vii) harness local resources and indigenous potentials for the development of the living condition of the city, viii) make a strategic plan for the city collectively, review the development trends and guide accordingly, ix) coordinate the development initiatives and avoid duplication of intervention, x) build partnerships among different stakeholders, xi) increase access to information in urban development, xii) strengthen the capacity of the municipal council and other stakeholders in providing services, xiii) increase transparency and accountability of the urban development actors and xiv) create avenues for good governance.

Membership
Urban Platform consists of the representatives from different stakeholder groups. They may include elected representatives, civic institutions, Government departments, NGOs, CBOs, Civil Society, Organizations (CSOs), such as, residents, association, trade organizations, professional associations, educational institutions etc. and individuals who are socially accepted and opinion makers.

Organizational structure and election of an Urban Platform (UP)
An Urban Platform (UP) should have a horizontal structure. It may have one Chairperson, one member Secretary and 50-100 members. Ideally the Mayor/Chairman of the municipality should be the Chairperson of the UP. In order to open up a wider scope for the other stakeholders to take leadership and make the municipal body more responsive, transparent and accountable to the citizens it serves, members may think of making the post of Chairperson rotational. One particular person can serve as Chairperson for one year. S/he can be elected or selected unanimously or on consensus. After expiry of one term, s/he may be inducted again at least after two terms.

The Responsibilities of the members
Chairperson: Chairperson will be the formal head of the UP and will chair all the UP meetings. S/he will approve all projects and decisions taken by the UP. S/he will promote participatory practices and trigger partnerships among different stakeholders. In the absence of the Chairman any member of the UP nominated by the members present in the meeting will preside.
Member Secretary: There will be a member Secretary for the UP who will act as management executive. S/he will convene meeting of the UP in consultation with the Chairperson. S/he will conduct meetings, prepare minutes and keep records of the UP activities
Members: All members shall attend meetings and take part in all activities related to city development.
Meetings: Meeting may be convened quarterly/bimonthly/or as may be decided by the Urban Platform.

Task Forces (TFs)
The UP may form different task forces on the basis of the needs and priorities as implementing arms of the UP for the smooth and effective planning and implementation of the activities. As the UP is a large body of 50-100 moments it may not be able to analyze the situation at hand in detail and make proper planning for implementation. TFs can be formed to plan and implement specific activities.

Activities of UP
The UP may take up any activities required for the overall development of the city. The activities may include I) slum improvement and housing development, ii) making the city clean and green by improved waste management practices and other interventions, iii) traffic management, iv) strategic planning, v) poverty alleviation and economic development, vi) establishment and operation of an information center and a public library, vii) improved water supply and sanitation, viii) health for all, ix) education for all etc.

Operational Expenses
The Municipality will bear all expenses for meetings and other administrative activities. It may mobilize resources from other sources as well. It should maintain liaison with government, NGOs, CBOs and different stakeholder groups in the city and negotiate for policy support.

4.5 How can an Urban Platform and its Task Forces be consolidated?

The consolidation as well as continuation of an Urban Platform and its Task Forces is equally important as is its smooth operation. It requires proper policy and administrative support, local leadership, favourable environment, proactive as well as co-operative urban local authority and above all community support. **Box 25** elaborates on the consolidation aspects of the urban platform and its task forces.

The consolidation or continuation demands the following activities to be accomplished:

- Try to institutionalise the platform and task force activities (see Chapter 10)
- Ensure continuous support both administrative and financial for platform and taskforce activities beyond project intervention
- Create sense of belonging and ownership among the stakeholders ensuring community participation and cost sharing in providing support and service delivery
- From the very first moment of commencement, establish partnership with different stakeholders on the basis of self-reliance
- Capitalise on the interventions that are small and feasible, that show quick and tangible results. This approach, as we noticed in Tangail, helps motivate the stakeholders in particular and the people in general, to quickly accept the intervention and proceed to replicate them in other areas
- Mobilise local resources side by side establish links with other resource organisations i.e. national agencies and or donors in order to support the on-going initiatives by the urban platform and its task forces
- Support and strengthen existing local initiatives
- Establish linkage between the urban platform and its task forces with the National Capacity Building Institutions as well as International Capacity Building Institutions
- Undertake policy advocacy with the government with a view to enacting laws, framing rules and policies supportive to such an urban platform, its task forces and local partnerships

4.6 Who can initiate the Process?

Anyone can initiate the process. The individual/s or organisation/s intending to initiate the process should have an understanding of how the local government works, and an understanding of what the urban platform wishes to achieve. Qualifications should include:

- Skilled facilitator
- Change manager having first hand experience in change management and
- Working experience in participatory urban development initiatives with the urban local bodies
- Organisation or individual/s who has/have a good track record, and reputation for a transparent mode of operation
- Local leader

Box 24: The Transparency and Accountability of the Change Agent in SINPA, Tangail.

The Tangail Municipality, the main stakeholder of SINPA, raised the issue sometime in mid 1999 that the Change Agent or the Facilitating Organization had been implementing different activities keeping the Mayor and commissioners of the municipality as well as the TUP and Task Forces completely in dark about the SINPA budget and expenditure. At one stage sometime in late 1999 the Mayor and Chairman of the TUP stopped cooperating with the SINPA completely on the plea that SINPA was not transparent and accountable. The situation for collaboration between SINPA and the municipality got worse day by day and it continued until mid 2000. At one point the collaboration agreement was about to collapse resulting in complete standstill or pandemonium in the SINPA operation in Tangail.

However, with the change of SINPA Coordinator in Tangail and an amicable agreement between the Team Leader for SINPA Bangladesh and Chairman of the Tangail Municipality on the activity report and financial statement improved the situation gradually. The SINPA project team at Tangail supplied all project related information including total budget of SINPA, detailed statement of expenditure and remaining budget allocation for future intervention to the Chairman and Commissioners of the municipality and other relevant stakeholders including the local press club. In order to create trust and confidence with SINPA including a transparent mode of operation SINPA Tangail organized a number of briefings and meetings with different stakeholder groups and a local press club. The SINPA team at Tangail explained the SINPA concept and project strategy elaborately and provided all sorts of information on the activities, expenditure and budget of the SINPA operation both at local and national levels in these meetings and briefings. The SINPA team also presented a detailed statement of expenditure and activity reports of SINPA for the previous period along with a budget provision for the remaining period in the fifth meeting of the TUP held on 15 June 2000.

The TUP expressed its satisfaction, having reviewed the progress of SINPA and financial statement that was presented by the SINPA Tangail Coordinator and Member-Secretary of the TUP. Thus the Transparency and accountability of the SINPA operation was established and a favorable atmosphere for smooth SINPA operation was created.

Box. 25: The Consolidation of Tangail Urban Platform (TUP) and its Task Forces (TFs)

The issue of consolidation as well as continuation of the TUP and Task Forces remains a major concern of the SINPA and other stakeholders for the whole SINPA period. Institutionalization of the TUP and Task Forces was considered vital for their perpetual functioning and execution. Prior to institutionalizing the model it is essential to ensure proper functioning of the system that in turn helps generate internal support and interest of the stakeholders. It also requires demonstrating quick and tangible benefits of the process that generally creates enthusiasm among the stakeholders about the effectiveness of the process.

The TUP and Task Forces (TFs) at Tangail were almost functional in terms of holding meetings, planning, implementing and monitoring the activities until 2000. The TUP and TFs held their meetings a number of times during the period in order to deal with the businesses entrusted upon them to perform. As to the performance of the model in terms of demonstrating quick and tangible results, it has successfully brought tangible results in a number of fields. The self-reliant operation of community solid waste management schemes, establishment and operation of Tangail Citizen Information Center (TCIC), revenue improvement and resource mobilization efforts for the Tangail municipality, cleaning of Tangail central canal in partnership with the Local Government Engineering Department (LGED), facilitating the formation of community composting forum, operation of environment brigades, community policing and community land readjustment are few of the quick and tangible benefits the model has achieved so far.

In order to institutionalize the TUP and Task Forces the Tangail Municipality took the decision in its general meeting in late 2000 to internalize the TUP and TFs as its committee and sub-committees. In doing so, the municipality has, in principle, owned the concept and taken the responsibility of running the initiatives under the TUP and TFs. In other words, the TUP and TFs got its parents to keep on growing as well as going. Apparently it seems that the step undertaken by the municipality has contributed to consolidate the model and ensured the unhindered continuation of the TUP and TFs. But the reality on the ground depicts the other side of the coin. If the Mayor/Chairman of the municipality does not want to keep the process continuing, it seems to be difficult to make the model functional. Another danger is that the specific policy formation in this regard both at the national and local level to support such a process of participatory urban development appears to be bleak for the near future. The scope for local resource mobilization for the TUP and TF activities is also very limited. All these factors have apparently rendered the concept and strategy of the TUP and TFs model unprotected from the vulnerability of hiccups and untimely demise.

4.7 How can the Process be facilitated?

There is no such hard and fast rule to facilitate the process, since every situation has its own unique characteristics demanding special measures to put in place. Nevertheless, there are some ways that can greatly help facilitate the process. The ways include, among others, the following:

- Establishing good rapport with the potential stakeholders including the municipal council, government representatives, NGOs and CBOs.
- Promoting the innovative interventions.
- Strengthening the existing local initiatives.
- Creating a good image of the change agents and the facilitating organisation.
- Harnessing support from different stakeholder groups.
- Adopting the strategy of involving all the potential stakeholders, we term this as 'encirclement strategy', in order to avoid or neutralise the dominance of certain stakeholders.
- Demonstrating quick/small but tangible results with a view to gaining support from the different stakeholders.
- Building partnerships with the potential stakeholders right from the beginning.
- Utilising local resources and making linkages with national and international support organisations.
- Choosing NGOs and CBOs as primary facilitators for the process.
- Introducing resource sharing mode of operation and spread the message that different kinds of contributions are welcome.

The experiences gathered in this respect in Tangail have been presented in **Box 26.**

Box 26: Experience of facilitating an Urban platform in Tangail

The experiences gained and lessons leant in facilitating an Urban Platform and its Task Force (TFs) in the Tangail SINPA project have been varied and are based on the demonstrated behavior and expressed attitude of different stakeholders and the underlying causes of the practical achievements made so far. This box summarizes mainly two types of factors. One is that expedited the facilitation of the TUP and TF model. Another is that contributed to impede the process. It also makes few critical remarks on the end-use of some facilities provided and capacity building activities undertaken by SINPA.

Factors expediting the process

- *Capable leadership and strong commitment:* It applies primarily to the Mayor and commissioners of the municipality and the local social activists. If the Mayor, we observed, takes the leadership and exhibits a sign of strong commitment to the participatory process, it proves much easier to successfully run the Urban Platform and TF activities. The positive vision matched with far-sightedness and cooperating mentality of the Mayor to improve the environmental conditions of his city can really make a difference. However, the Facilitating Organization or the Change Agent have definite role in taking leadership and employing a strong sense of commitment to inspire the stakeholders and generate necessary support from them in order to keep the process going.
- *Partnership with NGOs and CBOs:* Involvement of NGOs and CBOs in the TUP and TF activities especially making partnerships with them in various fields of SINPA operation and resource sharing has contributed tremendously to the success operation of activities resulting in self-reliant and sustainable initiatives.
- *Producing quick and tangible results:* Quick and tangible results are, perhaps, always motivating for the stakeholders to take similar initiatives in their respective jurisdictions. It also provides a kind of stimulus taking actions. The activities like community solid waste management on self-reliant basis, cleaning of Tangail central canal and operation of the Tangail Citizen Information Center (TCIC) have been regarded as the source of inspiration for the stakeholders.
- *Ownership and institutionalization of the Initiatives by different stakeholders:* The stakeholders owned most activities of SINPA in terms of resource sharing and self-financing. The most striking is that they have institutionalized the activities. It has in fact pushed the process further.

Factors impeding the process

- *TUP leadership vested absolutely with the Mayor:* If the absolute leadership of the TUP is in the hands of the Mayor, this can have positive and negative effects. A positive effect is that it often triggers community participation and building multiple partnerships. The negative effect is that the Mayor may take it for granted that since the TUP is within his ambit of jurisdiction he has the power to decide whether to continue or not. This makes the chances of sustainable TUP and operation more critical and vulnerable leaving the other stakeholders virtually ineffectual.
- *Absence of policy instrument to support the model:* Although a Steering Committee at the national level headed by the Secretary, Ministry of Housing and Public Works provides some policy guidelines for overall management of the project, it could not make any official policy instrument binding upon the municipality to follow for such a model or initiate the similar approach in their respective areas.
- *Absence of Memorandum of Understanding (MOU)/Agreement between the Municipality and the facilitating organization:* No written agreement with the municipality prior to initiating the project was made and approved/countersigned by the controlling authority of the municipality making the whole process of partnership with the municipality a bit difficult. It became evident with the change of Mayor in 1999. The present Mayor does not cooperate as much as his predecessor as the initial agreements with his predecessor were verbal. Even an agreement made during the process sometime in mid 2000 between the Mayor and the IHS representative was not properly followed up by the Mayor because of its non-official statute.
- *Limited investment fund:* Inadequate investment fund proved to be less effective in demonstrating quick and tangible results. It also did not appear to be stimulating for the stakeholders.
- *Cost-sharing approach not thought of at the beginning:* The resource-sharing approach was not thought of and introduced at the beginning of the interventions making the initiatives difficult to be self-reliant.
- *Track record and image of the facilitating organization:* The track record and image of the facilitating organization was in question among the stakeholders that made the things at times difficult to move on.

Keeping this overall situation in mind it is still obstinate to say whether the Tangail municipality would make good use of the findings of the different studies and exercises undertaken by the SINPA in order to better equip the municipality.

Chapter 5

Structure and Functions of the Urban Platform

5.1 What is the Structure of the Platform?

The structure of the platform depends largely on the opinions of different stakeholders and the local context in which an urban platform is expected to operate. However, in any case it should be simple and non-bureaucratic while ensuring proper representation of all stakeholders including an urban local body, elected representatives, different government departments, NGOs, CBOs, professional groups, educational institutions, business associations, women organisations, social elite and local leaders. The number of the platform members could be 50-100. Ideally Mayor/Chairman of the Municipality should chair the platform since the Mayor/Chairman is mandated and responsible for the overall development of the city. In absence of the Chairman, the panel Chairman of the Municipality should conduct the business of the platform. The representatives of different stakeholders should be the members of the platform.

However, in the overall socio-political context of the developing countries like Bangladesh Chairmanship of the platform could be considered rotational in order to create a wider scope for proper as well as meaningful participation of the stakeholders. It can also contribute to make the municipal body more responsive and accountable to the citizens. The period of Chairmanship may be one year.

Since the Urban Platform is a big representative body of different stakeholders it may form its implementing arms in the form of task forces and committees in order to plan and execute specific tasks under the overall guidance of the platform. The facilitating organisation may at the initial period act as the secretariat for the platform while the Change Agent can perform as the Member Secretary to the Platform. The structure and membership of the Tangail Urban Platform (TUP) has been presented in **Box 27.**

5.2 What are the Roles and Responsibilities of the Urban Platform?

The urban platform may assume the roles and discharge the responsibilities as determined by it according to local needs and priorities best suited to the context. However, an urban platform would generally deal with the following roles and responsibilities:

- To act as an open forum for the citizens to share their ideas and concerns and ventilate their grievances about the development of the city and the quality of the services rendered to them.
- To act as an important link between the service providers and the service recipients.
- To identify the problems causing difficulties to the citizens
- To suggest measures to solve these problems
- To identify potentials of different stakeholders
- To identify capacity building needs and required external resources
- To assess their own needs and set the priorities for interventions
- To draw attention of the service delivery authorities including Municipality to ensure improved services

Box 27: Structure and Membership of the Tangail Urban Platform (TUP)
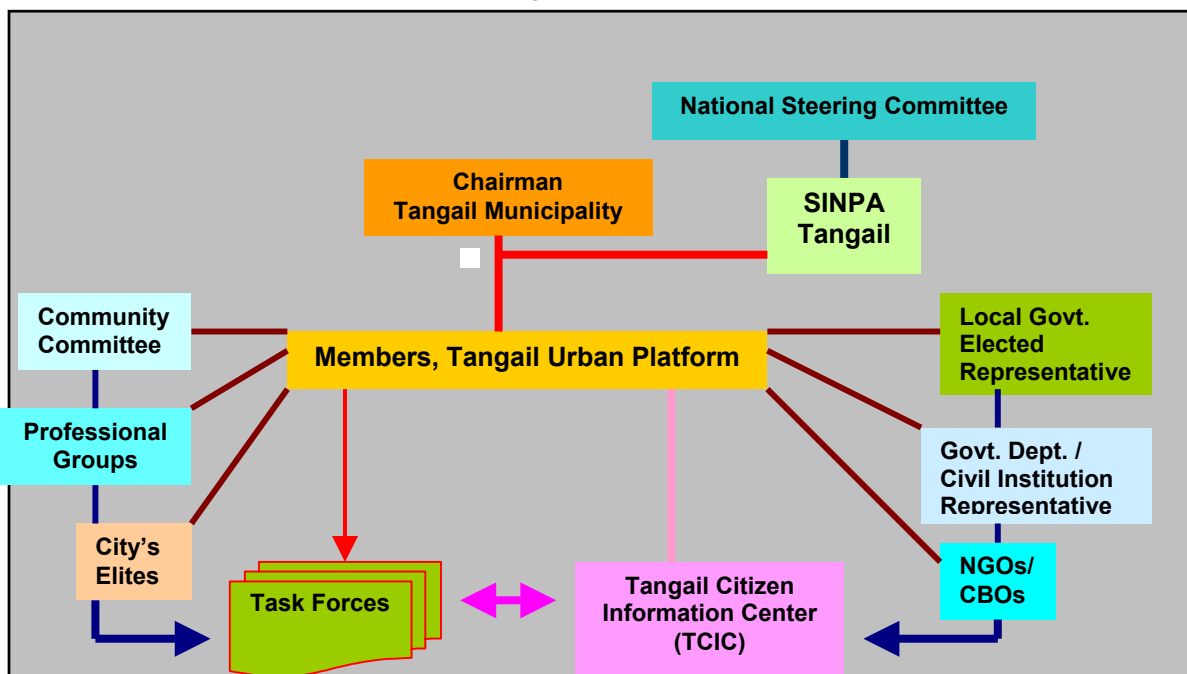
List of Tangail Urban Platform (TUP) Members

1. Chairman, Tangail Municipality	Chairman
2-5. Four Representatives from the selected Community	Member
6-10. Five Representative from selected NGOs	Member
11. President/ Secretary Tangail Bar Council.	Member
12. President/ Secretary Tangail Press Club.	Member
13. President/Secretary Tangail Mukti Joddha Sangstha	Member
14. President/ Secretary Tangail Zila Baboshai Malik Oikyo Jott.	Member
15. President/ Secretary-Bus/Coach Malik Samity.	Member
16. President/ Secretary –Truck Malik Samity	Member
17. President/ Secretary-Rickshaw Bus Malik Samity	Member
18. President/ Secretary Prokoushal Sramik Union.	Member
19. President/Secretary-Motor Mechanics Association.	Member
20. Representatives from Rickshaw Puller Union.	Member
21. President /Secretary, Chamber of Commerce, Tangail	Member
22. President /Secretary, Tangail Zila Baboshai Malik Oikyo Jott	Member
23. President /Secretary, Truck Shramik Union, Tangail	Member
24. President /Secretary, Paribhan Sharimik Union, Tangail	Member
25. President /Secretary, Minibus Malik Samity, Tangail	Member
26. President /Secretary, Autorikshaw Malik Samity, Tangail	Member
27. President/Secretary, Autorikshaw Sramik Samity, Tangail	Member
28. President /Secretary, Rikshaw Maker Shramik Union, Tangail	Member
29. President /Secretary, Brick Manufacturers Union, Tangail	Member
30. President/Secretary, Tangail Women Association	
31-34. Representative from City Elites	Member
35-58. Twenty four Ward Commissioners from Tangail Municipality	Member
(Six females elected Councilors included)	
59. Chief Executive Officer, Tangail Municipality	Member
60. Executive Engineer Tangail Municipality	Member
61. Chief Medical Officer	Member.

Cont. to next Box

- To decide on how to develop the city into a beautiful, healthy, safe, secured, environment-friendly and a modern place for living
- To help implement the suggested measures to improve the situation
- To share responsibilities for implementing the suggested measures among them
- To trigger as well as strengthen the local initiatives.
- To build partnerships among the different stakeholders
- To contribute to ensure good governance.
- To ensure transparency and accountability of the service delivery organisations, such as, Municipality, Department of Public Health and Engineering etc.
- To harness local resources and utilise indigenous potentials.
- To mobilise external resources in order to fill up the resource gaps.
- To draw attention of the appropriate authorities to co-ordinate the development activities of the different department and agencies in and around the city.
- To liaison with city level as well as national level authorities.

5.3 How does it operate?

An Urban Platform can operate as per desires of the stakeholders, keeping in view of the roles and responsibilities of the platform and the needs of the group they represent. The Urban Platform being policy and supervisory body at the city level operates in a very simple way. It reviews the progress of the activities and guides the future course of action mainly in the following ways: by holding meetings, planning future actions, forming task forces/committees for specific tasks, taking feedback from task force activities, receiving regular feedback from Change Agent or Facilitating Organisation and paying constant monitoring by the Chairman of the Platform. The major operational procedures are listed below:

- A meeting once in every two months
- Before the meeting, each and every member of the Urban Platform is properly notified with the following: agenda, minutes of the previous meeting and the progress of the implementation of the decisions taken in the previous meeting
- The Chairman of the Platform convenes the platform meetings and presides over
- In the meetings, the Change Agent being the Member-Secretary to the platform presents the progress of the activities along with detailed financial statement
- The meeting reviews the progress of activities
- In order to ensure transparency and remain accountable to the Platform, the Change Agent being the Member-Secretary should present budget and financial statement of activities to the Platform.
- The meeting of the Platform, which is held generally in a very participatory way with the flavour of a workshop, discusses the agenda and any other impending issues and decides on the matters
- It draws action plans and delegates responsibilities among the stakeholders
- The Platform, in general, requests the relevant task forces (functional arms of the Platform), different stakeholders and the Change Agent to draw detailed plans of action and implement accordingly

Cont. from previous Box 30

62. Representative of Deputy Commissioner, Tangail	Member
63. Representative of Superintendent of Police, Tangail	Member
64. Executive Engineer, LGED, Tangail	Member
65. Executive Engineer, DPHE, Tangail	Member
66. Executive Engineer, PWD Tangail	Member
67. Divisional Forest Officer, Tangail	Member
68. Civil Surgeon, Tangail	Member
69. Deputy Director, Department of Women Affairs, Tangail	Member
70. Deputy Director, Youth Development Directorate, Tangail	Member
71. Deputy Director, Department of Social Services, Tangail	Member
72. Manager, HBFC, Tangail.	Member
73. Representative, Bangladesh road Transport Authority (BRTA)	Member
74. Division Forest, A, Tangail Division	Member
75. Tangail Coordinator, SINPA, Tangail	Member Secretary

Box 28: Tangail Task Forces

The TUP at the very start of the SINPA project identified the following major problems in Tangail city using the ZOPP methodology:

- Presence of hung latrines and lack public toilet in important places.
- Faulty system of garbage collection and disposal.
- Unauthorized encroachment on roads and pathways causing traffic jam.
- Narrow roads and lanes without any footpaths.
- Proliferation of unauthorized/unlicensed non-motorized vehicles (rickshaws).
- Condition of roads is very bad.
- Mushrooming slums and squatter settlements.
- Lack of recreational facilities.
- Un-cleaned central canal passing through the downtown Tangail causing environmental degradation and health hazards.

In order to get out of these problems and address the impending needs the TUP established the following four Task Forces (TFs):

- Solid Waste Management Task Force;
- Traffic Management Task Force;
- Housing and Slum Improvement Task Force and
- Central Canal Cleaning Task Force.

Each TF has its own convener and 7-15 members representing the concerned government and semi-government departments, NGOs, CBOs, local press club and individuals having required skills, qualifications and interests in the subject matter the relevant TF has been dealing with. The Mayor of the Tangail Municipality himself is the convener of the Central Canal Cleaning TF. The Commissioner/Councilor and Panel Chairman 1 of the Municipality chairs the Solid Waste Management TF While the other Commissioner and Panel Chairman 2 acts as the convener of the Housing and Slum Improvement TF. The Chief Executive Officer (CEO) of the Municipality heads the Traffic Management TF.

The TFs held their meetings several times as and when necessary basis and took various decisions to solve the identified problems and address the contemporary issues. The TFs tried to trigger community participation and build partnerships with the communities, NGOs, CBOs, Business Associations, Professional Groups and Educational Institutions. The facilitating organization with the help of the change agent provided secretarial support to the TFs and documented the proceedings of the TF meetings and activities.

5.4 How to set up and operate Task Forces?

An Urban Platform, a large body having representatives from different stakeholders, cannot always make detailed analysis of the situation, plan and implement the activities. So, for the smooth and effective planning, implementing and monitoring the activities, there is a felt need to form the subject based task forces/committees as operational arms of the Platform.

5.4.1 How to form and operate?

The basis of its formation is the felt needs and priorities of the Urban Platform. The task force, in principle, operates in an environment determined by the Platform and sets the guidelines of how to operate according to the instruction and general framework of the Urban Platform. The following are the major procedures of how to form and operate the task forces as practised in Tangail Pilot project : (see also **Box 28**)

- The Urban Platform (in Tangail pilot project it is called Tangail Urban Platform) decides to form the task forces and sets the modes of their operation considering the local needs and priorities.
- Every task force has its own Convenor.
- The convenor convenes the meeting as and when necessary to make plans, take actions and review the progress of activities.
- The task force acts as an action team or operational arm of the Platform.
- It does all the necessary arrangements to get the things done with the help from its members and other stakeholders.

5.4.2 Who are the Members of the Task Forces?

Some basic criteria to be a member of the task forces:

- Those who are directly involved in the relevant activities and have willingness to contribute
- Those who have resources to contribute
- Those who have authority and mandate to work in the relevant field
- Those who have skills and experiences
- Those who have potentials for exploring support from different stakeholders
- Those who are directly affected by the activities.

Fulfilling these basic criteria, task force members may represent any of the following stakeholder groups:

- Elected representatives
- Civic institutions
- Government departments
- NGOs
- CBOs
- Civil Society Organisations, such as, residents' associations, trade organisations, professional associations, educational institutions, etc
- Individuals who are socially accepted and opinion makers.

Box 29: Task Force Activities under Tangail Urban Platform

Community Participation on Solid Waste Drive

Local Initiative to solve their own problem through Central Canal Task Force

Slum Development Initiative through Housing & Slum Development Task Force

5.4.3 What are the Roles and Responsibilities of the Task Forces?

At first the task forces should define according to their own context:

− What are the problems and what needs to be achieved?
− For whom it is to be achieved?
− How it can be achieved?
− What resources does it require?
− What should/can contribute and do what?
− What/who's capacities to be built?

After defining this generic aspect of planning exercise, the task forces are generally supposed to perform the following roles and responsibilities:

- Holding regular meetings.
- Making plans of Action.
- Triggering participation among all the stakeholders in the relevant activities.
- Negotiating with the different authorities for proper implementation
- Initiating innovative pilot scheme for implementation
- Mobilising local resources for particular activities.
- Creating awareness and launching motivational Programs for the target audience.
- Monitoring and supervising.
- Reporting to the Urban Platform about the progress.
- Disseminating the activities and the lessons to the wider segment of the populace.

5.5 How are the activities of the Platform and Task Forces financed?

The financing arrangements for the activities of the Urban Platform and its task forces could be set up as follows:

- Initial funding, such as, start up costs, expenses for the demonstration activities should be made by the facilitating organisation and or an external funder.
- Costs for the meetings and workshops might be borne in some cases by the facilitating organisation and in some cases by the relevant partners.
- Activities are implemented on the basis of the partnership, which means that the implementing partners should bear the portion of the implementation costs both in terms of finances and human resources.
- Cost sharing is the general mode of partnership building in Urban Platform and task force model
- The Platform should generate local resources for its mundane activities like, meetings, light refreshment etc. in the form of partner's contribution or the ways the platform may deem appropriate.
- The fund for the activities of the platform and task forces should be channelled through the platform as a stimulating grant and matching fund.
- The facilitating organisation should provide a token matching contribution to the platform account for the continuity of the fund flow of the Urban Platform.

Box 30: Sustainability of TUP and Task Force Activities

Sustainability of the TUP and its Task Forces still remains a major concern. An uninterrupted continuation of the TUP, Task Forces and their activities largely depends on the continuous support of the Mayor and his councilors, their strong motivation towards the approach, possibility of getting benefits from keeping with the process, leadership and coordinating role of the Mayor to bring the stakeholders together, commitment of the Municipality to the participatory process, earnestness to ensure transparency and accountability to the wider section of the citizens, policy support from the government and institutionalization of the approach. The latter two points can be considered essential factors for sustainability.

However, there are some other important features that may contribute substantially to the achievement of the goal for a sustainable operation of the TUP and Task Forces.

- 16 stakeholders (4 communities, 3 CBOs and 9 NGOs) of community solid management have already assumed the responsibility of the community solid waste management on the basis of self-reliance generating money from the households. Most encouraging is that they are totally self-managed and self-financed. For more than one year these stakeholders have been operating the community solid waste management interventions on their own without any support from outside.

    - 14 NGOs and CBOs have already established a forum named " Community Solid Waste Composting Forum" in order to make compost from the solid waste turning the waste into wealth and thereby improving the ambient environment. The forum mobilized seed capital for initiating community solid waste composting activities on a pilot basis. The forum also planned to start recycling and reuse of the solid waste, introducing a separation system at the source.

    - Tangail Citizen Information Center (TCIC) has been undertaking different types of information, dissemination, awareness and capacity building activities for more than a year. Tangail Zilla Parishad (Tangail District Council), a local government body at the district level, has already agreed to jointly operate the TCIC with the RADOL, the facilitating organization for the TUP and Task Forces. Since the establishment and operation of an information center and library is the mandated activity of the district council, the government has given permission to initiate such a venture with the existing facilities and resources the SINPA has made available. The existing TCIC is housed in the District Council bungalow. The District Council has also deputed two of its staff to continue with the activities of the TCIC. The TCIC is envisioned to carry forward the major tasks of the TUP since TCIC is expected to act as a citizen action center.

    - Tangail Municipality has incorporated the Task Forces into its regular committees and sub-committees. The TUP will remain as an advisory body to the Municipality as has been decided by the Municipality. This implies that the Tangail Municipality, if it intends to proceed with the concept, will arrange necessary funding for its operation. It will ultimately lead to both institutional and financial sustainability of the TUP and Task Forces.

However, the sustainability arrangement of the TUP and Task Forces described above still may suffer from the following limitations that may lead to discontinuity of the initiatives:

    - Although the TUP and Task Forces are apparently institutionalized by the decision of the Tangail municipality in the form of the committees and sub-committees of the municipality, they are not yet fully formalized in accordance with the prescribed rules and procedures explicitly approved by the government.

    - After this new institutional arrangement, the Mayor/Chairman of the municipality did not convene any meeting to review the activities generated under the TUP and Task Forces, dragging the concept of participatory urban development initiatives to a low profile that left room for creating confusions among the stakeholders about the fate of the TUP, Task Forces and their existence.

    - With the new institutional arrangement TUP and Task Forces have apparently lost their independent identity, this may cause a kind of apathy among the stakeholders other than the municipal people because of the probable dominance of the mayor and the councilors over stakeholders. By having such a statute they have become vulnerable to the good will of the Mayor or the councilors. If the Mayor and the councilors don't want to continue with the concept, the other stakeholders can do little to resist it.

5.6 How could the Urban Platform and Task Forces be sustained?

This is the most crucial aspect of the model as to how the Urban Platform, the Task Forces and their interventions could be made sustainable. There could be several ways that may include, among others, the following:

- Institutionalise/ Internalise the platform, task forces and their interventions by the municipality, other local bodies or government departments and other stakeholders.
- Formulate and provide policy as well as administrative support by the government.
- Create local resource base for the continuity of the initiatives.
- Create access to the local government revenue.
- Pay follow up and monitoring by the facilitating organisation until the model is self-sustaining.

Box 30 describes the sustainability arrangement of the platform and task force activities as practised in Tangail.

Box 31: TCIC Objectives and Rationale

Since urbanization in Bangladesh is taking place at a rapid pace, the necessity for required information on various development indicators, such as; shelter conditions, social issues, poverty, environmental conditions, economic activities, quality of governance etc. is becoming increasingly vital for proper planning and effective management of the city. Although the need for adequate information to plan and manage the proper city development on one hand and citizen's access to this information on the other have frequently been felt by the city planners, managers, policy makers, the urban local bodies and the private organizations in Bangladesh have created hardly so far any institutional opportunity for free flow of information. This situation calls for immediate intervention to create citizen's access to relevant information on city development and urban development indicators.

Keeping this scenario in view the SINPA attaches special importance on the collection, documentation and dissemination of relevant information on urban development. One of the objectives of SINPA is *"to improve quality and access for the key stakeholders and community at large to information on urban development"*. Another is: *"to document relevant experiences and make them accessible".* Primarily, in order to help achieve these two major objectives the TCIC had been formally established and inaugurated on 17 April 2000 under the information and communication (Info com) activities of the project.

However, the TCIC is not only considered to be limited with the fulfillment of these two objectives and the specific time frame of the project. It has a number of other objectives that are presented below:

- To collect, store and disseminate necessary information on various development interventions in general and on specific interests of the citizens in particular.
- To act as meeting, exchange and communication center for the citizens.
- To preserve the art and heritage of Tangail and project various types of economic and professional activities along with their development potentials.
- To facilitate the achievement of the aims and objectives of the TUP and Task Forces.
- To undertake different types of capacity building activities for the stakeholders.
- To build partnerships among different stakeholders and promote participatory urban development initiatives.
- To provide necessary supports for the continuous operation of the SINPA type activities even after the SINPA project period is over.
- To act as a lively "Citizen Action Center" having a sustainable entity.
- To serve as "local urban observatory" of the UNCHS in order to monitor the trends and conditions of the urban development indicators and review the urban settlement situation in Tangail city.

Box 32: Types of Information Activities under the TCIC

TCIC has the following information activities that are incrementally incorporated over the period on the basis of the needs of different stakeholders and citizen groups.

- Display of different information panels on art, history, culture and heritage, physical infrastructure and maps, economic activities, various urban development indicators, prominent personalities etc.
- Production and distribution of various information and communication materials, such as, leaflets, booklets, brochures, pamphlets etc.
- Publication, distribution and display of newsletters, journals and books.
- Collection and display of the information on urban development indicators of the local urban observatory of the UNCHS.
- Printing and display of banners, festoons and signboards carrying different development messages.
- Showing of slides, videos, films and cartoons on environment and different development issues.
- Special shows for the illiterate, children and the students.
- Organizing meetings, workshops and briefing sessions with the different stakeholders.
- Local cultural event shows.

Chapter 6

Establishment of a Citizen Information Centre (CIC) and its Functions

6.1 Introduction

A Citizen Information Center (CIC) could be established as a local support mechanism or initiative to further the aims and objectives of Urban Platform and task forces and all other related activities. The prime need of the CIC is premised on the fact that the CIC is supposed to enable sustained platform functioning along with the community initiatives and information dissemination functions. The overall goal of the CIC is to provide necessary information to the citizens in general and the stakeholders in particular and act as a meeting, exchange and communication center in order to:

- Support the improvement of environmental and shelter conditions.
- Enable sustained participatory in urban development initiatives.
- Support a sustained Urban Platform and its task forces along with their activities.
- Promote multi-stakeholder involvement and partnerships
- Act as "local urban observatory" for the UNCHS, in case of relevance.

The major objectives of the SINPA project support intrinsically the functions of the CIC. The **Box 31** briefly describes the objectives and rationale of the Tangail Citizen Information Center (TCIC).

6.2 What are the Core Activities and Potential Benefits of a CIC?

6.2.1 Core Activities

The CIC can be divided into three core activities:
- Information
- Capacity Building/Support
- Multi-stakeholder Involvement/Partnership
The core activities have the following sub-activities:

- **Information Activities**

  o Display of informative materials including art and heritage and a brief history of the prominent personalities in the forms of panels, drawings, printed materials etc.
  o Display and distribution of relevant leaflets
  o Production of informative materials
  o Publication of newsletters, journals and books
  o Showing of slides, videos, films, cartoons etc on environment and development issues.
  o Special shows for the illiterate, children and the students
  o Collection and storing of relevant reference materials (books, reports, maps etc.)

Box 33: Capacity Building Activities of the TCIC

Capacity Building Activities of TCIC

- Social/ Community Mobilization
- Social Awareness
- Observance of National Day
- Cleanliness Drive
- Tree Plantation
- Solid Waste Composting Forum
- Environment Brigade
- Children Art Competition on Different Issues
- Student Debate Competition

Box 34: Partnerships with different stakeholders

A number of partnerships have been established among different stakeholders under the TCIC activities. A list of such partnerships with a brief description is as follows:

☞ Tangail Zila Parishad (Tangail District Council), an autonomous local government body at the district level, has come forward to shoulder the responsibilities of running the TCIC out of their own resources in partnership with RADOL, the facilitating organization of SINPA project.

☞ Educational institutions have been taking part in the various capacity building activities, such as, operation of environment brigades, attachment of the students to the SINPA as part of academic attainment, student debate competition, children art competition etc.

☞ 14 NGOs and CBOs established self-managed partnership and formed a Community Solid Waste Composting Forum in order to keep on continuing with the community solid waste management initiatives that had grown within the community with the financial support of their own.

☞ Community Solid Management activities are being carried out by the four communities, nine NGOs and three CBOs in a sustainable fashion with their own management and financial resources. The Tangail Municipality has been providing necessary administrative support to the participating NGOs so that they (NGOs) can smoothly operate their community solid waste management activities. It is a kind of unique partnerships SINPA has established over the period.

☞ Partnership has also been established with the Tangail Archive in conducting Mobile Van Library Program. SINPA has provided a mobile van to the Tangail Archive with a view to creating opportunity for the citizens to have easy access to read books. Tangail Archive operates a Mobile Van Library that takes books to the doorsteps of the target groups.

☞ Partnership has been made with the local press club, NGOs and CBOs, Business Associations, professional groups and communities in running the activities of the TCIC.

      o   Demonstration of suitable solutions to the problems faced in the urban context, appropriate technologies etc.

      o   Display of the relevant materials and documents for the urban observatory

The **Box 32** describes the types of information activities undertaken by the Tangail CIC.

- **Capacity Building and Support Activities**

  - Visual Art competitions
  - Essay competitions
  - Student debates
  - Tree plantation drives
  - Social awareness and mobilisation campaign
  - Establishment and operation of "**Environmental Brigades"** and support for their activities
  - Neighbourhood cleanliness drives
  - Traffic management drives
  - Observance of different days
  - Supporting community solid waste management initiatives
  - Supporting the land re-adjustment initiatives of the communities.
  - Supporting the community policing undertaken by the communities.

The **Box 33** presents the capacity building and support activities of the Tangail CIC.

- **Multi-stakeholder Involvement and Partnership Activities**

  - Supporting the formation and building partnerships with different stakeholders in various fields of operation.

Box 34 incorporates some of the partnership activities that have taken place with the Tangail CIC.

6.2.2 Potential Benefits

The potential benefits of the CIC are manifold. They range from creating citizen's easy access to information on urban development and other relevant issues to opening up a new horizon for citizen initiatives under the stewardship of the CIC through the various capacity building activities and partnerships. These are, among others, as follows:

- Citizen's easy access to relevant information (health, education facilities and economic activities.
- Strengthening the capacity of the different stakeholders to initiate urban development activities.
- Improved multi-stakeholder involvement and partnerships.

6.3 Who are the Major Stakeholders of a CIC?

The CIC can have the following major stakeholders:

- Relevant department of the Municipality
- District Council
- Press Clubs

Box 35: Stakeholders of the TCIC

> ➢ **Tangail Municipality;**
>
> ➢ **Tangail District Council;**
>
> ➢ **Tangail Archive;**
>
> ➢ **16 participating Communities;**
>
> ➢ **NGOs and CBOs in the community solid waste management program;**
>
> ➢ **14 participating NGOs and CBOs in the community solid waste composting forum;**
>
> ➢ **Tangail Press Club;**
>
> ➢ **Educational Institutions;**
>
> ➢ **NGOs/CBOs;**
>
> ➢ **Business associations;**
>
> ➢ **Professional groups and communities.**

Box 36: TCIC activities

- City Archive
- Different NGOs and CBOs
- Business Associations
- Professional Groups
- Communities
- Educational Institutions

Box 35 incorporating some of the major stakeholders of the Tangail CIC.

6.4 Processes of Information Collection and Dissemination

6.4.1 Process of Information Collection

The process of information collection usually depends on the project objectives and the information needs of the target audience. The CIC information collection process may contain the following activities:

- Need to assess the required information for the CIC; Information for the stakeholders in particular and the citizen in general (workshops, meetings, expert opinions etc.)
- Collection of all related information identified important for the purpose (including: surveys, photographs, slides, video documentation, interviews etc.)
- Classify, sort and make readily available all project related information including, project concept, strategy, coverage, beneficiaries, detailed activities, stakeholders' profile, implementation mechanism, urban platform and task force activities, capacity building activities etc.
- Collection of relevant information regarding the local urban observatory.
- Collection of documentary films on project interventions and various community initiatives, such as; land readjustment drives, community policing, community solid waste management drive, neighbourhood cleanliness drive etc.

6.4.2 Process of Information Dissemination

Information dissemination is via:

1. Information Dissemination Mechanism
2. Citizen Information Centre (CIC)

Through:

- Perception and Need Assessment
- Types of Information Materials and Needs
- Modes of Operation
- Logistics and other Requirements

Box 37: Information Dissemination Activities of TCIC

Box 38: Awareness & Capacity Building Activities

6.4.2.1 Perception and Need Assessment

The first step of the information dissemination mechanism is to make a list of the different target groups/agencies, who directly or indirectly benefit or are affected by the intervention.

One needs to include:

At urban/local level: Urban dwellers, politicians, public representatives, business community, professional groups, intellectuals, the media/press, service holders, district administration, government departments, municipality, District Council, NGOs, CBOs, the private sectors, District Development and Co-ordination Committee (DDCC), Urban Platform and Task Forces.

At national level: Press, news media, politicians, people's representatives, government and non-government organisations.

Needs and requisites for dissemination are to be assessed through a series of discussions and workshops with the stakeholders and other groups. To analyse the situation, status of the facilitating organisation and other stakeholders and their perception about what and how to disseminate information is also crucial at this stage. The following points need to be assessed:

I.   Whether the project or activities undertaken need wide publicity to cover all the target groups and appraise them of the concepts, salient features, strategies, potential benefits etc.
II. Necessity to strengthen relation with the NGOs and the press through information and public information procedures.
III. Necessity to publicise in the forms of: a loose publication, magazine/s, news letters, fold brochures, progress reports, innovations, catch-news etc. and of distributing them to all concerned widely free of costs or otherwise.
IV. Necessity of posters, slogans, audio video presentations, photo's/films of events, training, rallies and subsequent coverage using the aforementioned means
V.   Necessity of mobile unit equipped with information materials, slogans, audio and video system, photography and filming facilities etc.
VI. Necessity of constant monitoring and feedback information flow to the different beneficiary groups, stakeholders, various government departments, NGOs and CBOs, educational institutions etc.
VII. Possibility of utilising: government run facilities, District Information Office, other government and autonomous bodies, NGOs and CBOs etc.
VIII. Necessity of undertaking social mobilisation and capacity building activities such as: seminars, debates, workshops, art competitions, essay competitions, exhibitions, fairs, neighbourhood cleanliness drives, traffic management drives etc.

6.4.2.2 Types of Information Materials and Needs

Types of information materials and needs for information dissemination endeavours are usually very much dependent on the nature of the project, its demographic pattern, literacy rate, cultural heritage and belonging, communication status, socio-economic conditions and the long-term strategy with the information center itself. However, a municipal and multi-stakeholder capacity building project like SINPA requires the very special as well as some general types of information that are listed below, though are not exclusive:

Box 39: Cleanliness and Afforestation Activities

Box 40: Student Debate on Environment

- Fold papers, brochures, feature reports, mini newspapers, newsletters, bulletins, leaflets/pamphlets, etc. on the project features and activities on different occasions.
- Informative materials on the concept and project objectives, project features and technical maps to used in the consultation process meeting.
- Occasional press releases, news-paper supplements in the national and local newspapers, Radio talks and TV feature materials to be made with simple but attractive designs, if necessary, engaging skilled media consultants.
- Signboards and billboards at different locations eg: project sites and office premises
- Cinema slides on the features and slogans of the project of the CIC for display in the cinema shows.
- Slides for room projectors and transparencies for OHP's to be used in different meetings, seminars, workshops and presentations.
- Attractive posters and hang materials depicting the features and slogans of the project or the CIC to be placed in suitable locations, such as: CIC itself, institutions, clubs, government offices, NGO offices, any other prestigious places
- Simple but attractive "Year Calendar" imprinting coloured photographs, features and benefits of the project.
- Panels of different shapes and sizes containing information on and activities of different stakeholders, business community, professional groups, educational institutions, government departments, NGOs and CBOs in the form of reports, bulletins, magazines, photographs etc.
- Photographs and write-ups depicting the economic activities, cultural heritage, environmental conditions and major threats, housing situation and pattern, traffic congestion, educational facilities, health amenities, various trades, resources etc
- Photographs and bio-graphic description of the eminent personalities.
- Books and other documents portraying the project area from the distant past to the present.
- Materials collected for local urban observatory as well as national urban observatory.
- Materials for participation in exhibitions and fairs.
- Other materials as needed for the particular event and occasion.

6.4.2.3   Modes of Operation

The schematic design and organisation for information dissemination process may entail the following components/interventions:

a) **Information Cell:** This cell should be established or operationalized recognising its needs, funds, staff and other logistics. The tasks to be performed by this cell should include, inter alia, the following:

- Plan, design and prepare all information materials.
- Ensure publication, dispatch, channelization, distribution, popularisation and ultimate monitoring and evaluation.
- Publish bulletins and newsletters.
- Maintain liaison with the District Information Office, District Council, local press, line department offices, NGOs and CBOs.
- Prepare the yearly plan.

This cell should have a media professional with 1-2 support staff.

Box 41: Cleanliness Drive by the Community through TCIC

Box 42: Mobile Van Library

b) **Mobile Unit:** An auto-van mobile unit is considered useful and effective for intensive mass contact and wide coverage in a short possible time. It should be equipped with power unit, audio-video systems so that it can arrange displays and shows very attractively to any group of people anywhere in the project area to publicise or disseminate information of the center and other initiatives.

c) **Mobile Van Library:** A manual rickshaw van carrying different categories of books, leaflets, news letters, bulletins and other relevant information goes house to house and disseminates information and functions as a library. It gives books to the readers and takes them back after the certain period. An example of partnership in information dissemination through mobile van library is presented in **Box 42.**

d) **Physical Models and Hoardings:** Impressive physical models of the activities of the project could be quite interesting and would give a practical understanding of the people. However, maps and graphics can also used to visualise the activities of the center. Erection of big hoarding signboards at strategic places of the activity area would also be very useful.

e) **Capacity Building Activities and Social Mobilisation Programs:** Undertaking different kinds of capacity building activities and social mobilisation programs could effectively trigger enthusiasm and participation of different stakeholders in the context of urban development.

f) **Assistance of different Stakeholders:** In every district, there is a District Information Office of the Government in Bangladesh to disseminate relevant information among the members of the public. Moreover, the District Council has the statutory functions of establishing and running an information center and public library. As is the case with the municipality and City Archive. Besides, different educational institutions, NGOs and CBOs, generally take part in the dissemination mechanism and campaign. The CIC can make use of these existing facilities in order to augment its own drive.

g) **Citizen Information Centre (CIC):** All the interventions/components defined and proposed above can be integrated into a single model and housed in a premise conspicuous and easily accessible to the citizens to be called the Citizen Information Centre. It consists of:

  – Information Cell
  – Mobile Unit
  – Mobile Van Library
  – Physical Models and Hoardings
  – Capacity Building Activities and Social Mobilisation Programs
  – Joint Venture with other Stakeholders.

The center is to maintain an information desk to receive, dispatch and sell information and materials and to advise people about the various sources of pertinent information. It will also have a small library for use by anybody. The center is to work as a resource center for researchers, academics, program personnel for any organisations and the citizens at large.

The CIC should also employ its efforts towards building and maintaining a very good rapport with clients, partners and allies.

Box 43: Logistics and other Requirements for CIC

Equipment

1   Overhead Projector
2   Slide Projector
3   TV and VCR (with trolley)
4   Camera (still, slide and video)
5   Public Address System
6   Extra Loud Speaker
7   Computer with Printer
8   Cassette Player (Two in one)
9   Photocopier
10   Mobile unit (with necessary materials)
11   Required Accessories

Transport

1   Automobile vehicle especially designed for Mobile Information Unit
2   Motor Cycle (100 cc)
3   Bicycle

Furniture and Fixtures

1   Conference Table for 30 people (with chair)
2   White board
3   Flip board
4   Book Selves, Tables, Chairs, Steel cabinet, File cabinets, Racks
5   Display Boards
6   Air Cooler
7   Ceiling Fan
8   Stand Fan

Staffing of the CIC

Personnel:
1   Communication Officer (CO)
2   Librarian cum AV Operator
3   Office Secretary cum Store Keeper
4   Cameraman

Support Staff:

1   Office Boy
2   Night Guard

6.4.2.4 Logistics and other Requirements

In order to effectively run the CIC and execute the planned actions, the center should be equipped with the necessary information collection and dissemination equipment, transport, furniture, fixtures and required number of staff (see **Box 43).**

6.5   Income of the CIC

In order to make the CIC sustainable there should be a permanent source of income for the CIC. Otherwise it may loose its vigour and becomes dysfunctional. Income for the CIC could in principal be generated from any or a combination of sources as provided in **Box 44.**

Box 44: Possible Sources of Income for the CIC

Income for the CIC could in principle be generated from any or a combination of sources as follows:

1. **Fees, price paid by beneficiaries for the information, advice, mediation provided**
In general little can be expected here as the beneficiaries will not be able to afford or more likely will not be prepared to pay for the messages conveyed. This may entirely depend on the kind of information in case as well as on the level of wealth of the recipient. Yet from the point of view of users valuing the information provided to them, putting a price tag to information may still be a good idea. All this to prevent the notion that whatever one gets for free is valueless and therefore may easily be squandered. In case of making printed or photocopied materials available a certain margin may be charged for the search and multiplication work done.

2. **Fees, contributions paid by non-profit information providers**
Say development programs which require an effective local outlet, and which may find it cheaper to route materials through the TCIC. This may concern programs like family planning, immunization, sanitation programs, savings and credits etc. In these cases the TCIC will have to demonstrate its effectiveness.

   Service delivered: Distribution of leaflets, film shows, panel displays etc
   Measurement: number of leaflets distributed, public response etc

3. **Fees from advertising by commercial parties**
There may be Tangail firms that would like to advertise their products or services at the centre both to an external and a local audience. This advertising may be combined as well with goodwill information (see 5.6)

4. **Fees, contributions**
Fees and contributions may be raised from the stakeholders, such as the communities. In this way they could rightly claim a certain control over the centre along with fulfillment of their expectations

5. **Commissions**
Commissions may be raised from certain articles and materials on sale. These articles should be in line with the nature of the TCIC, such as Tangail publications etc

6. **Goodwill information;**
Rotary type of organisations and big industries often like to promote their image towards local goodwill. A financial contribution would generally mean very little to them. These organizations which would not benefit directly may be keen to show their benevolence and generosity and thus strengthen a positive image often to mitigate an overly exploitative or environmentally damaging image.

7. **Income from sale and services**
Products: Products on sale, especially designed and produced for the TCIC rather than competing with very established suppliers the TCIC should think of unique offerings. It could also spearhead products, which later on would be undertaken by mainstream suppliers. What comes to mind are postcards, city maps, typical Tangail souvenirs, publications on Tangail

   Services: Services may include making available space for relevant functions, say for NGO activities - much in the way BRAC and others offer such services. In the provision of services one has to be very careful not to compete with established sectors which are inherently (much) more efficient. In the long run you cannot beat such market.

8. **Straight sponsoring: by GOB, by [combination of foreign] donors**
GOB in alliance with willing donors may become convinced of the overriding benefit of establishing information centers of this kind - as a highly cost effective and community engineering manner to combat environmental ills.

9. **Contributions in kind**
Well-wishing firms may be prepared to supply certain items free of charge; contractors may do parts of the building free of charge.

10. **Economic sectors that wish to profile themselves**
Such as the sari industry. This sector may wish to exhibit the famous Tangail saris. They would be able to create a very good panel themselves; they would also be in a position to pay an annual exhibition fee.

Chapter 7

Supporting Participatory Processes and Capacity Building Requirements of the Stakeholders

With a view to supporting the participatory processes and fulfilling the capacity building requirements, the following five major activities can be considered important.

- Operation of Urban Platform and Task Forces
- Building Local Partnership
- Build on Local Potentials and Strengthen them
- Undertaking Supporting Activities
- Undertaking Capacity Building Activities for the Different Stakeholders

7.1 Operation of Urban Platform and Task Forces

Functions of the Urban Platform and Task Forces can be supported by the following three major activities.

7.1.1 Holding of Meetings

To hold regular meetings of the TUP and Task Forces is considered to be a critical element for supporting the participatory processes and capacity building requirements. There should be a clear guideline for holding meetings at regular interval to review the progress and plan for the new programs. However, the Urban Platform and Task Forces can convene their meetings on any specific issues, as they deem proper apart from their regular meeting schedule.

It is recommend to reserve a specific budget line for meetings and workshops. However, it is debatable whether people attending the meetings should receive presence money or honorarium. There are some considerations in favour of giving or not giving money / honorarium.

In favour of Honorarium
Some argue that honorarium should be provided on the following grounds:

- It recognises the value of local knowledge (versus expensive external expertise)
- It gives an incentive to the people attending the meetings and workshops and thus encourages them to participate.
- It compensates travel cost and loss of income (especially to small businessmen, rickshaw / van driver etc).

Against Honorarium
Some are against this practice due to the following reasons:

- It runs against the principle of self-motivation.
- It contributes to de-motivate the people when it is no longer in practice.

Box 45: Norms and Standard agenda of Urban Meeting

Box 49: Examples of Action Planning

ACTION PLANNING OF SINPA PROGRAMME

Task	Responsible + (involved)	Resources	JULY			AUG				SEP				OCT			
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Awareness Raising of Community Dwellers 4 Communities	Coordinator Asst. Coordinator & Community Committee Coordinator	Manpower Poster, Hand bill, Leaflet Tr. Material Support	1				5											
Community Action Plan Community (A)	Comm. Committee Coordinator Asst. Coordinator	Technical Assistance Human Resource & Community Energy Leadership					5	6	7	8	9							16
Implementation Action Plan Community B'+C+D+E Poor Community										8							16
Strategy For Traffic Congestion																14		16
Improve Housing For Low Income Groups																14		16
Establishment Information Center					3									12		14		16

Symbols: Action Start   **Phase End**   **Action Continues**   **Development Cont.**

7.1.2 Undertaking Participatory Action Planning

The Urban Platform and its organs, such as Task Forces and Citizen Information Centre, should develop a participatory action plan on the specific issues identified to be important and relevant for the context. This plan should also focus on delegating the responsibilities and sharing the financial contributions among the participating stakeholders.

Undertaking participatory action planning is not an easy task without proper training and practice. Moreover, it is not an end in itself, rather it should be used as valuable conduit for implementing the agreed upon plans and delegating responsibilities to different partners. Unless we start implementing the plans developed on the basis of the participatory planning exercise, we will not be able to reap the benefits of the participatory action planning process and contribute to promote the participatory processes (see **Box 46**).

Training of local people especially some potential staff of the municipality in order to make them able to guide action planning workshops and the planning process is indeed important. Initially an external change agent can provide them with these skills and build the required local capacities. In Bangladesh a number of training providing organisations including the GTZ offer participatory training, such as, Goal Oriented Project Planning (ZOPP), Participatory Rapid Appraisal (PRA). These moderators can guide action-planning workshops.

7.1.3 Monitoring and Feedback

Establishing a system of proper monitoring and timely feedback is a precondition for successful implementation and supporting the participatory processes. If the monitoring and feedback mechanism is put in place and the proper follow-up of the activities are undertaken, it shows tremendous achievement and progress. When this process appears not to work properly, the results do not emerge as encouraging.

7.1.4 Transparency and Accountability

Showing transparency and demonstrating accountability is so important in the participatory processes that without which no one can gain ground and earn wholehearted support of the stakeholders and thus claim success of the initiatives. The change agent should give the stakeholders a free access to information about the activities and financial outlay and thus remain transparent and accountable to them. This practice, in real life situations, brings forth tremendous results in establishing trust and confidence with the change agent among the stakeholders. **Box 24** describes how it worked.

7.1.5 Other Activities

Apart from these activities, one could think of some occasional activities, such as, observance of important days and events, undertaking social mobilisation drives on cleanliness, traffic management etc. via the CIC.

Box 47: Community participation to create awareness on Solid Waste Disposal

Box 48: Partnership based on geographical interests

In Tangail SINPA operation partnerships have been made with a number of stakeholders in the field of community solid waste management, traffic management, slum improvement, housing, cleaning of Tangail central canal, operation of Tangail Citizen Information Center (TCIC) and a variety of capacity building activities at various geographical levels. Some are at the neighborhood/community level, some have a wider scope at the ward or specific area level while some cover the entire city area depending on the nature of activities and the interests of the relevant partners.

Partnership at neighborhood/community level: The example of this type of partnership can best be cited in the case of community solid waste management activities in Tangail where the four communities, three CBOs and nine NGOs are taking part in the solid waste management activities at the neighborhood level. They collect solid waste from the households of fifteen neighborhoods and transport it to the municipal dustbins. Municipal authority then removes it and transports the waste to the dumping ground. The neighborhood areas were selected on the basis of the expressed interests of the residents to pay for the services to be rendered and the consent of the municipality. This partnership between the municipality and NGOs/CBOs and communities is quite visible at the neighborhood level.

Partnership at ward/specific area level: Partnership can also be made in the development of a ward or a specific area. The stakeholders in the partnership can also identify specific task to be implemented in the selected area. In Tangail, a number of such partnerships have been established. One of the examples is the trade associations-municipality partnership in keeping two important market areas at Tangail, the Victoria Road Market Area and Park Bazar Area. Here the business associations have taken responsibilities of managing the solid wastes generated by them in their respective market areas. SINPA provided waste carrying vans for the associations as a stimulating support for initiating the interventions. The municipality has taken responsibility to remove the waste from the dustbins regularly. The associations pay the salary for the van drivers and maintain the vans.

Partnership at the city level: Refers to the activities that have been implemented throughout the city. Partnership on traffic management in Tangail may be the best example for this type of partnership. Municipality, government department - transport owners associations - workers associations - business associations - educational institutions have all established partnerships in launching a special drive to ease the traffic congestion of the city by way of social mobilization, imposition of law, imparting training to the drivers and transport workers etc. Organizing children's art and student debate competitions in partnership with the educational institutions and cooperating NGOs could be another example of the partnership at the city level.

7.2 Building a Local Partnership

Building a local partnership with different stakeholders is another important way of supporting the participatory processes. Before building a partnership, one should a) be very clear about the types of partnership we are going to establish, b) the process of bringing together and entering into agreement and c) the necessity of signing a Memorandum of Understanding or agreement among the participating stakeholders. These points help promote activities and dispel misgivings and misunderstanding among the partners since it delineates the detailed roles and responsibilities of all the participating stakeholders.

7.2.1 Types of Partnership

A partnership can be of various types on the basis of partners and their nature, implementation and geographical coverage and sharing responsibilities and financial contributions.

- Partners and their nature

Partnerships can be made between different partners. The following is a list of possible partners who could form a partnership:

PARTNER A	PARTNER B	PARTNER C
Govt. Department	Autonomous body (Municipality, District Council etc.)	
Government	NGO	
Government	Municipality-NGO.	
Municipality	NGO	
NGO	NGO	
NGO	CBO	Community
NGO	Educational Institutions	
NGO	Business Community	
NGO	Professional groups	
Municipality	Community	
Stakeholder	Stakeholder	Stakeholders

- Implementation and geographical coverage

Partnership could be reached on the basis of the actual implementation of the activities at different geographical levels. These are:

- Partnership at neighbourhood / community level.
- Partnership at ward/specific area level.
- Partnership at city level.

The example of these types of partnership is discussed in **Box 48.**

- Sharing responsibilities and financial contributions

Box 49: Partnership based on responsibility

The examples of three broad categories of partnership in Tangail are presented briefly below.

Partnership sharing responsibilities with financial contributions: The partnership established among SINPA, Tangail Municipality and the Local Government Engineering Department (LGED) in cleaning the central canal of Tangail could be given as a good example of this. All the three partners took specific responsibilities and provided necessary financial and human resources. The LGED contributed TK.80,000.00 for the cleaning operation and provided technical support and supervision. The Tangail Municipality exhibited a kind of stewardship in cleaning this canal. It undertook responsibilities of cleaning the entire canal by mobilizing support and imposing municipal laws. It also provided waste carrying vans and trucks and skilled manpower required for the purpose. The SINPA being the facilitating partner carried out the responsibilities for social mobilization, forming community committees alongside the central canal, making partnership with NGOs and CBOs and tree plantation on the sides of the canal. SINPA also provided a fund for these activities as part of its capacity building activities.

Partnership sharing responsibilities without financial contributions: The partnership established in the field of traffic management with the educational institutions and local volunteer groups falls under this category of partnership. Different educational institutions and the local volunteer groups employed their students and volunteers to take part in traffic management drive activities in the Tangail municipality. They worked hard with commitment and dedication to make the initiative a success. But they were unable to make any financial support for the intervention.

Partnership sharing financial contributions without responsibilities: This could be another form of partnership responsibilities. Merely providing donations or financial contributions for some specific activities within the partnership arrangement may be an example for such a partnership. For example, SINPA has managed to trigger a number of partnerships with different NGOs and CBOs in the field of community solid waste management providing only a kind of stimulating financial support in the form of seed capital and purchasing waste carrying vans. Other than providing vans to the partner NGOs and CBOs, SINPA hardly takes any other management responsibilities of community solid waste management activities. The partner NGOs and CBOs do it themselves. They collect the necessary funds for the smooth operation of the activities, salary for the van drivers and the maintenance of the vans etc.

Box 53: Necessity of Memorandum of Understanding (MOU)

A kind of mutual agreement or Memorandum of Understanding (MOU) to support the participatory processes especially the partnership initiatives proved essential in Tangail SINPA operation. SINPA has so far established a number of partnerships with different NGOs, CBOs, trade associations and professional groups in various fields of operation signing mutually agreed protocol that generally describes the roles and responsibilities of the partners. The partnership activities are apparently running well because of the written commitment of the partners concerned and clarity of the responsibilities of the participating stakeholders.

In case of operating the TUP and Task Force activities no specific written agreement or MOU was prepared and signed by the relevant stakeholders. However, there was certainly some sort of mutual understanding between the partners about the nature of activities and their roles and responsibilities, though they were not written. According to such understanding and agreement the TUP and Task Forces have a lot of activities and have triggered many partnership initiatives. But due to the absence of any written guideline and mutual agreement or MOU, confusion and misunderstanding aroused among the stakeholders especially the municipality, the Mayor and the commissioners as to the aims and objectives of the TUP and Task Forces, their roles in city development, who will do what by what means, what are their mandates and so on. Even no general agreement was made between the SINPA and the Tangail Municipality about the implementation of the project and the roles and responsibilities of the Tangail municipality and SINPA. Without which the stakeholders in general and the Municipality in particular did not feel they had to respond to their commitment and responsibilities.

It gave birth to mistrust and at times conflicts between the facilitating organization and the Tangail Municipality. It led to occasional stoppage of interventions causing frustration among the stakeholders. Another important reason behind the agreement is that it helps ensure the continuity of the initiatives in case of change in the leadership of the municipality. The glaring example is Tangail municipality. The former Mayor agreed and showed commitment to the concept. But no agreement was ever signed and the duties of the municipalities were elaborated. The newly elected Mayor came to his office and found no formal agreement of partnership between the municipality and SINPA. Due to this the process was stalled. After discussions with SINPA everything was clarified and the process was again set in motion. However, the process was stuck several times due to the absence of role clarity among the stakeholders especially the Mayor.

Finally, the lessons learnt out of this situation pushed the stakeholders to prepare a protocol or MOU between them. The MOU or bylaws have already been drafted but not yet approved of by the TUP and Task Forces. The TUP and the Task Forces at their subsequent meetings will hopefully discuss the draft bylaws and make them final in order to facilitate the smooth operation of the initiatives.

Partnerships can also be established on the basis of sharing responsibilities and financial contributions. It may be of the following types:

- Partnership sharing responsibilities with financial contributions.
- Partnership sharing responsibilities without financial contributions.
- Partnership sharing financial contributions without responsibilities.

The examples of such partnerships are described in **Box 49.**

7.2.2 Process of bringing together and entering into Agreement

The following steps could be followed with a view to bringing the stakeholders together and entering into agreement with them for partnership program.

- Making inventory of the activities of the potential partners.
- Having clear idea about their interests and potentials.
- Building a good rapport with the partners.
- Orienting them with the concept.
- Holding a series of formal and informal meetings with them, to establish a good relationship, mutual understanding and trust in order to launch a partnership program
- Initiating some activities of mutual interest and expertise jointly with a view to creating an environment for entering into agreement.
- Organising a participatory action planning process that results in action plans and commitments of different stakeholders.

7.2.3 Memorandum of Understanding/Agreement

Developing a Memorandum of Understanding (MOU)/agreement or protocol and getting it signed by the participating stakeholders is very important because it formalises the platform and clearly delineates the duties and responsibilities of the parties concerned. It also helps avoid confusion among the partners about what to do and what not to do. The Tangail experience has shown that this sort of agreement is good conduit for establishing a sound partnership. Without it, the partnership can be non-starting and thus non existent (see **Box 50**). **Box 50** presents what difficulties that were encountered due to the absence of the memorandum of understanding/agreement.

7.3 Build-on Local Potentials and strengthen them

This is the third important way of supporting the participatory processes and fulfilling the capacity building requirements. Building on local potentials and strengthening them requires the following basic activities:

7.3.1 Working with the Community Groups

It is necessary to work with the different community groups and get involved with them. It is also required not to impose anything, rather to create an environment for working together. This process helps build on local potentials and strengthens them. The starting point should be to help the communities to get organised and involve the NGOs as well as CBOs in the process.

Box 51: Environment Brigades and Development Debates.

Environment Brigade

SINPA motivated and helped the educational institutions to form "environment brigades" with the students. The cardinal aim of the environment brigade is to act as a little environmental monitor and to make children and students aware of the environment and its degradation. An environment brigade is formed with 10 students of any school or college who are motivated and have interests in working with the aim of improving the environment. Any school, college or other institutions like Madrasa (Religious educational institution) can set up an environment brigade or as many as they find appropriate. An open environment brigade could also be set up. Open environment brigade members could be any interested individuals who are not students but can act as watch dogs on environmental issues and undertake mass awareness activities. Any club or organization can establish an open environment brigade.

In Tangail 7 environment brigades with the students of two high schools (one girls' high school and one boys' high school) and one girls' college have been working on improving the environmental conditions of the city. Kumudini Government Girls' College has formed 3 environment brigades with 30 students. Bindubashini Government Girls' High School has been operating 3 environment brigades while Shibnath Boys' High School has one environment brigade. The educational institutions or the clubs and other organizations having environment brigades are playing a pivotal role to monitor and strengthen the activities of the brigades.

Development Debate

SINPA introduced the concept of "development debate" on environment, community participation, participatory urban development and various development issues in order to sharpen the ideas of the participants of the debate about the development, environmental improvement, community participation, roles of different stakeholders in participatory urban development and so on. Different educational institutions have organized students' debate competitions on a specific topic or theme. The participating students have to make their arguments or in favor of the topic or against. The two groups of students are invited to support or oppose the motion. If one supports, the other must oppose or vice versa.

A number of students' debates from various educational institutions have been organized in Tangail. Generally the Tangail Citizen Information Center (TCIC) in partnership with different educational institutions and NGOs organize these debate competitions. The eminent educationalist/social activists of good repute chair and moderate these debates while the national and local dignitaries distribute the token prizes to the best performing participants.

Box 52: Involving Professional Groups and Trade/Business Associations

Involving professional groups and trade associations in the activities or process can greatly contribute to strengthen the participatory processes and build the capacities of the stakeholders. SINPA's experience in Tangail suggests that professional groups, such as, Tangail restaurant workers' associations, Doctors' Association and trade/business associations, such as, Victoria Road Trade Association and Park Bazaar Trade Association play a significant role in promoting participatory processes.

Having been motivated by the social mobilization and capacity building activities of SINPA the Victoria Road Business Association and Park Bazaar Trade Association have come forward to undertake community solid waste management activities with self financing and own management in their respective market areas. This initiative taken by the trade associations 1) greatly improved the environmental condition of downtown Tangail 2) Stimulate genuine interests in launching similar programs among different stakeholders.

Tangail Restaurant Workers' Association has been motivated to keep the indoor as well as outdoor environment clean as a result of several inter personal communications and formal meetings with the members of the association. Since most hotels and restaurants in Tangail city are situated along the central canal area, Victoria road and Park Bazar area, the workers of these hotels and restaurants can play a crucial role in improving or degrading the entire environmental conditions of Tangail city especially in the downtown area.

Attempts were made to motivate a group of doctors to provide free medical services to the people living in slums and squatter settlements. As a result some doctors have become motivated to serve the people in distress free of cost.

7.3.2 Initiating Programs for Schools and Colleges

Since the students and the teachers of schools and colleges are important carriers or vehicles for effective dissemination of messages and an appropriate social communication network, it is wise to initiate programs with the schools and colleges. Debates on different aspects of development including community participation in development interventions and overall environmental improvement can be organised. Moreover, "Environmental Brigades" comprising of students from schools and colleges can be formed to help keep the environment clean and monitor the environmental improvement activities. **Box 51** shows the activities of the *Environmental Brigades*.

7.3.3 Supporting Voluntary Groups

In society, there are some groups who have a voluntary zeal and are of a purely philanthropic nature, such as: youths, elders, retired people, women social activists and members of self-motivated welfare clubs. We should provide necessary support to these voluntary groups so that they can build on their own potentials and strengthen themselves.

7.3.4 Involving NGOs and CBOs

To involve NGOs and CBOs is another important activity to build on local potentials and strengthen them. NGOs and the CBOs are believed to have the experience and mutual relationship with the local communities and other stakeholders to build on local potentials and utilise them in the development efforts.

7.3.5 Involving Professional Groups and Trade/Business Associations

Involvement of different professional groups and business associations in the participatory processes and various urban development initiatives can make a difference in building the local potentials. They possess the necessary resources and potentials. SINPA experiences in Tangail city strongly support this reality (see **Box 52**)

7.3.6 Channelling Inputs/Resources from the Government and other Agencies

Apart from generating local resources, harnessing inputs and resources from the government and other agencies, has proven in our experience, necessary to build on local potentials. The Change agent can identify relevant government agencies and assist the partners in liaison with them. **Box 4** captures how funds are channelled from the government agency for the cleaning of the central canal in Tangail.

7.3.7 Organising Training, Workshops and Study Visits

Organising training, workshops and study visits can in most cases serve as an effective tool as well as a strong stimulus for building on local potentials and strengthening them further. The Change Agent can assist in identifying the training needs and potential institutions that can provide the required capacity building support. The **Box 54** presents in brief the interventions in this regard that have taken place in the Tangail SINPA operation.

Box 53: Initiating Programs for School & College

Box 54: Organizing Trainings, Workshops and Study Visits

Under the SINPA operation at Tangail a number of steps have been taken in order to build on local potentials and capacities of the stakeholders. The steps include, among others, different types of training, orientation, workshops, study tours and exchange visits to home and abroad.

At the very outset an orientation workshop for SINPA stakeholders was organized at the LGED auditorium in Dhaka with a view to apprising the SINPA concept and approaches and to share their ideas and opinions. A three-day leadership training for the potential stakeholders including representatives of different NGOs, CBOs, professional groups, communities and individuals who are committed to participatory development initiatives was arranged in the conference room of the LGED at Tangail. A five-day training course on the municipal rules and procedures had been imparted to the municipal councilors and officials. The training also provided an opportunity for a study tour of the Chandpur Municipality, one of the best performing municipalities of Bangladesh. The participants learnt various innovative techniques for good municipal management and performance through the exchange of views with their counterparts and practical activities. Another study visit took place to two divisional headquarters, Chittagong and Sylhet. These are examples of a. In these areas one could see good examples of the participatory urban development process and approaches the healthy city project has developed so far. SINPA team members and municipal commissioners, including two female commissioners, participated on these study visits. A study tour was also arranged for the Mayor and one councilor of Tangail municipality along with a SINPA adviser to Bangalore and Kalkata in India to gather experiences on participatory urban development initiatives and approaches that are practiced in these two cities.

In the field of mitigation of traffic congestion in Tangail, a practical training in collaboration with the police department was held for the scouts of different educational institutions and local youths. The trained volunteers took part in traffic management activities with the local police. A number of formal/informal training and orientation courses on waste management and community composting were organized for the participating NGOs, CBOs and communities in Tangail and other places of the country. A five day training course on municipal resource mobilization and revenue improvement was arranged in the NILG auditorium in Dhaka for the municipal Accounts Officers, Tax Assessors and Tax Collectors. Thirty participants from twelve municipalities attended the training, which was conducted on the basis of a training module specially developed for the purpose by the specialists in this field.

These training courses, workshops, study tours and exchange visits contributed to a great extent towards the development of the potentials of the stakeholders and strengthening their capacities significantly.

7.4 Undertaking Supporting Activities

In order to support the participatory processes, another important task is to undertake some supporting activities aimed at building a necessary database and an entry point for initiating actions. The Change Agent can accomplish or assist in performing the supporting activities that could, inter alia, be the following:

7.4.1 Stakeholder Analysis

Stakeholder analysis is a vital tool for assessing the interests, strengths, potentials and constraints of the stakeholders, it is an opportunity for alliance building with them. A suitable matrix requiring a number of columns for necessary information could be used for stakeholder analysis.

7.4.2 Baseline Survey, Needs Assessment and Prioritisation

Baseline survey is also important prior to initiating any activities. The format for the survey could be decided upon in consultation with the professionals and relevant stakeholders. The format, of course, varies according to the nature of the activities to be undertaken. Time and manpower consuming comprehensive surveys should be avoided. It would be wise to apply rapid appraisal techniques. The needs assessment is necessary both for the facilitating organisation and the participating stakeholders. Unless needs are assessed and prioritised, it is difficult to focus and get the desired results. The exercise for baseline surveys, needs assessment and prioritisation should be done following the participatory processes, such as, Goal Oriented Project Planning (ZOPP) workshops, Participatory Rapid Appraisal (PRA) etc.

7.4.3 Action Planning

Developing an action plan with the participation of all the stakeholders is a step forward towards supporting the participatory processes. However, action planning is not the panacea for all evils, rather it is very helpful in reaching the ultimate goal if the plans are put into implementation with earnest. Please refer to paragraph 7.1.2 for details.

7.5. Undertaking Capacity Building Activities for the Different Stakeholders

Supporting participatory processes require undertaking capacity building activities for the different stakeholders. A variety of activities can be considered essential for building the capacity of the stakeholders. The activities may range from the training needs assessment to providing necessary support to community initiatives. The activities briefly discussed below cannot be claimed exhaustive, rather they point to some major areas where we can start.

7.5.1 Training Needs Assessment for the Municipality and other Stakeholders.

The study on training needs assessment for the Municipality and other stakeholders can give us a clear picture of what kinds of capacity building needs are felt necessary for the stakeholders in various fields. For training needs assessment one may think of

Box 55: Findings of the Organizational and Training Needs Assessment of Tangail Municipality

The Pourashava (Municipality) has a long historical background in Bangladesh. It is an urban local government body managed and run by the elected representatives. Due to various reasons, the Municipality could not be developed as an effective institution for providing services to the people. As a people's organization, this institution did not emerge as transparent, accountable and sensitive to development needs of the people. The general perception for the effectiveness of the elected representatives is yet to be positive. They lack in appropriate training and skills as well as desired aptitude that can ensure improved service delivery and involve different community groups in the municipal activities.

Keeping this in view, the government is increasingly putting emphasis on improving and strengthening the existing relationship between the people and local government institutions including the municipalities with the active involvement of NGOs and Community Based Organizations (CBOs). But there are no massive and regular training facilities for the Chairman, Commissioners (Councilors) and functionaries of the Municipality that are necessary to strengthen the local government institutions. The municipal authorities in most cases do not understand what are their actual organizational and training needs.

In such a situation SINPA engaged a consultant team to conduct a study on organizational and training needs assessment based on the scenario of the Tangail Municipality in order to assess the current status of awareness, knowledge and skill of the elected representatives and functionaries and to identify the organizational and raining needs of the Tangail Municipality for enhancing their performance and capabilities for better local governance.

In order to fulfill the objectives of the study, data has been collected both from primary and secondary sources. Secondary data has been gathered through a literature search, consultation of some relevant studies that have been conducted in the context of Municipal management and data already available to the SINPA Team. Primary data has been obtained from formal as well as informal discussions and interviews with the Chairman, Commissioners and officials of the municipality, different NGOs and CBOs, experts and professionals.

Major findings

The study mainly focussed on two types of needs, organizational and training.

Organizational needs:

- Women commissioners should get equal share of resources of the municipality.
- The elected representatives require taking the proactive leadership role in the overall city management.
- There exists poor office management and inadequate record keeping system requiring further improvement.
- The Municipality does not have regular organizational arrangements for interaction with the community except those with the TUP mechanism under the SINPA program. It points to the necessity to formulate strategies to interact with the different groups of citizens.

Training needs:

Training should be imparted to the elected representatives and functionaries of the Municipality on the following fields:

- Municipal rules, procedures and office management including financial management.
- Leadership and facilitation of training and workshops, conduction of meetings and functions of committees and sub-committees.
- Tax assessment and collection, local resource mobilization and proper use of available resources.
- Strategic and local level action planning, project development and management, housing, slum improvement and environmental management.
- Community participation, gender development and poverty alleviation.

The study concluded with recommendations for capacity building and proper function of Tangail Municipality. It identified three areas of intervention: policy, organization and training issues corresponding to the system, operation and tasks respectively.

commissioning a formal professional study or informal discussions and documentation using participatory tools as required in the case of action planning exercises. It has to be borne in mind that whatever may be the procedures; the very purpose is to know the exact training needs as well as non-training needs of the partners. **Box 55** summarises the findings of the Training Needs Assessment study of the Tangail Municipality.

7.5.2 Organising Various Training for the Personnel of the Municipality and other Stakeholders

Having assessed the training needs, the facilitating organisation could organise the training as per the training calendar to be developed in advance in order to ensure the quality of the training. For substantial training support, local or national training institutions could be identified for their involvement. The training is desired as a planned learning process, of course learning can also take place during the process of partnership building itself.

7.5.3 Supporting Resource Mobilisation of the Municipality

Support for resource mobilisation of the Municipality can be provided in various ways. A formal study can be undertaken to know the existing resource base, avenues for increasing the resources and potentials for further development. A training module on resource mobilisation can be developed and training courses can be offered in that behalf for the elected representatives and officials of the Municipality. **Box 56** presents the findings of the study on Resource Mobilisation of Tangail Municipality.

7.5.4 Supporting Resource Mobilisation for Participatory Activities

Participatory activities require resources both human and financial. In order to support the participatory activities the Change Agent should give support to the required resource mobilisation initiatives from different sources. The resources could be generated from the following:

- Monthly contribution from the communities/stakeholders.
- Fees from services to be provided.
- Donor contribution.
- Government contribution.
- Income generating activities.

7.5.5 Organising Study Tours, Exposure Visits and Exchange Visits

These events can act as stimulus as well as precursors to undertaking other capacity building activities by the stakeholders. SINPA's experience in Bangladesh suggests that these are quite useful for creating the desired environment for building the capacities of the stakeholders. **Box 57** presents one of the study tour activities**.**

7.5.6 Organising On- the Job Training and Practical Demonstration

Organising on the job training and practical demonstration is considered another vital activity for building the capacities of the stakeholders. The on the job training and

Box 56: Supporting Resource Mobilization of the Municipality (findings)

SINPA aims at empowering local people and local authorities to solve local problems through building their own capacities. One of the important areas of capacity building is the capacity for identifying and mobilizing local resources. It is being increasingly felt that external resources never lead to real development rather it makes people dependent. Due to increased population pressure and consequent deterioration in urban services, Tangail Municipality is facing a challenge of mobilizing additional resources and utilizing those resources efficiently to ensure improved service delivery to the inhabitants. Given this situation at the ground, Tangail Municipality undertook an initiative to enhance its local revenue base under the SINPA project.

The study mainly focused on the following three broad issues cutting across the enhancement of financial performance and development of management capability.
- Financial position and financial management.
- Measures for improving revenue and reducing expenditures.
- Building financial management capability.

The study incorporated a wide range of views by interviewing the following groups of people having knowledge, experience and interests in municipal businesses through a standard questionnaire.
- Taxpayers of Tangail Municipality.
- Selected Ward Commissioners of Tangail Municipality.
- Employees of Tangail Municipality.
- Opinion leaders, government Officials and local government experts.
- The current and two previous Mayors of Tangail Municipality.

Apart from this, two consultation meetings were arranged in Dhaka to get feedback from the local government experts, Municipal Chairman, Ward Commissioners, NGO representatives, University Professors, National Institute of Local Government (NILG) officials, Municipal Tax Assessors and Tax Collectors, RADOL officials and IHS consultants. A rigorous review of a draft report was done in these two meetings.

The study presents financial information of Tangail Municipality along with preliminary analysis of five other best performing municipalities of Bangladesh in order to draw a comparison of revenue mobilization and expenditure decisions. It also provides important background information to fill the gap in understanding about the financial situation in Tangail Municipality. Finally it suggests some processes and measures to improve performance in tax assessment, collection, management, accounts keeping, budgeting and curtailing unnecessary expenditures.

The major findings of the study are as follows:
- Tangail Municipality does not have a sound financial situation.
- To increase revenue the number of revenue sources can be increased and the income for each revenue source can also be increased.
- The local population capacity and willingness to pay plays an important role in this regard.
- The taxpayers are willing to pay the tax as log as the municipality provides necessary municipal services.
- An increase of property tax generally brews opposition from the citizens, since the way tax is calculated is unclear to the most taxpayers. This gives rise to a feeling of injustice among the people. They do not understand why they have to pay more than others.
- The property tax is not also clearly connected to a specific local government service.
- Almost 50% of the municipal income comes from the central government.
- Collection rate of the property tax is nearly 26% of the estimated income from the tax that appears to be far below the standard performance margin. The city authority could not give a clear explanation as to the poor collection rate.

Recommended measures:
There are two measures that Tangail Municipality should undertake. 1**:** measures for increasing revenue and reducing expenditure, and **2**: measures for improving financial management.

Some Important Measures for increasing revenue and reducing expenditure:
- Introduce a six monthly tax assessment and involve community committees and TUP members in tax assessment.
- Enforce legal instruments like a Distressed Warrant to collect arrears tax's.
- Introduce new tax rates and impose tax's on professions, such as, doctors, lawyers, private teachers etc.
- Build more shopping centers, raise water connection, supply charges and introduce water meters.
- Keep money in the interest bearing account for earning income.

Some important Measures for improving financial management:
- Train personnel and develop computerized accounting systems.
- Ensure transparent process of tendering and procurement; publicize widely the relevant information on activities.
- Involve communities in the activities of the municipality, such as, tree plantation, garbage management etc.
- Make a quarterly plan for the revenue mobilization and keep on continuously monitoring it to achieve the target.
- Introduce a management and performance audit by internal experts as well as outside consultants.
- Invite NGOs, CBOs and communities for assistance in keeping the city clean, control of traffic etc.

Using these study findings and recommendations as well as technical support from SINPA the Tangail Municipality has satisfactorily improved its revenue base and financial management.

demonstration could be on any activities, such as, revenue generation and resource mobilisation, rules and procedures of municipal administration, leadership development, project development and management, action planning, strategic planning, community policing, land readjustment, solid waste composting etc.

7.5.7 Providing Support to Community Initiatives

Providing support to the local initiatives at community or municipality level could be considered not only an important activity but also a crucial strategy for building the capacity of the stakeholders. The facilitating organisation should always focus as much as possible on strengthening the existing local initiatives and try to avoid creating new initiatives by itself as far as possible. **Box 58** briefly reviews the experiences gathered in the Tangail SINPA operation.

Box 57: Organizing Study Tours, Exposure and Exchange Visits

Box 58: Experiences of Tangail in Providing Support to Community Initiatives (Composting Forum)

The experiences gathered by the SINPA project in Tangail depict that supporting existing community initiatives yields far better results than creating new organizational structure by the facilitating organization. At the beginning of the SINPA operation four Paras (Neighborhoods), namely, College Para, Paradise Para, Bepari Para and Akurtakur Para, were selected for initiating community solid waste management interventions by the TUP. The Solid Waste Management Task Force in its first meeting in February 1999 decided to conduct a baseline survey in the four selected areas. This survey aimed to provide insights into waste problems and waste handling patterns of the residents of these areas. During the survey, several influential persons at community level were identified who showed a keen interest in the SINPA program. Later on in consultation with the Task Force, four Community Committees (CC) for the four areas were formed with the active initiative of the facilitating organization.

Each CC developed a plan for implementing a primary waste collection scheme at neighborhood level. The Task Force and the facilitating organization assisted the community committees in the provision of awareness and promotional materials and in the organization of cleanliness campaign. To further strengthen their capacity, SINPA also provided each CC with a cycle-rickshaw van for the collection of the waste and committed itself to pay for the salary of the van drivers for the duration of one year. To make the schemes self-reliant, it was agreed that the CCs would introduce the concept of waste service fees among the households receiving waste collection services. At first the CCs were reluctant to collect fees mainly because they were not accustomed to do this practice earlier and were apprehensive of facing resistance from certain households who argued that they had already paid the fees with their conservancy taxes. The CCs attempted later several times to collect fees from the residents and two CCs made considerable success in this regard. But finally all the four CCs failed to make their schemes financially self-reliant even after SINPA extended similar support for another six months.

Observing this trend of performance with the communities, SINPA staff with the help of the Mayor of the municipality in mid 2000 contacted the business community and several NGOs and CBOs in order to initiate waste management schemes in other parts of the city. So far this has resulted in the formation of another 12 waste collection schemes managed by three CBOs, two business associations and seven NGOs. SINPA provides only the required vans to them. The participating NGOs, CBOs and the business associations have been paying the salary and the maintenance cost right from the start and for this they are collecting fees from the clients they serve. They have also established their own management and monitoring mechanisms. A few of these NGOs have extended their cooperation to keep the waste management schemes of the four communities going by taking over the functional management of the four schemes. The participating NGOs and CBOs have also formed a Community Solid Waste Composting Forum by their own costs and management. SINPA provided only technical support and professional training. These existing community initiatives appear to be fairly successful and tangibly self-sustaining because the initiatives have apparently become institutionalized.

Chapter 8

Potential Partners and Stakeholders, their Involvement and Areas of Intervention

8.1 Who are the Potential Partners and Stakeholders?

Following are the potential partners and stakeholders:

- o   Government departments.
- o   Local government bodies, such as, municipality and District Council.
- o   NGOs and CBOs.
- o   Civil Society Organisations (CSOs), such as, professional groups, trade/business associations.
- o   Educational Institutions.
- o   Women groups.
- o   Students.
- o   Community groups.
- o   Cultural institutions, such as, libraries.
- o   Press and media.
- o   External Support Organisations (ESOs)
- o   Facilitating organisation or the Change Agent
- o   International Voluntary Organisations (IVOs), such as, Rotary International.
- o   Committed social activists.

8.2 To what extent should they be involved?

The stakeholders can be involved to any extent according to their felt needs and potentials. The minimum is to lend support to the initiatives and the maximum to take initiatives by themselves, operate and continue and finally internalise the initiatives into their own institutional set-ups. It is desired because of the sustainability of the interventions.

8.3 What are the potential areas of their interventions?

The stakeholders can participate and take up initiatives in different areas of urban development. However, the potential areas of their intervention could be, among others, the following:

8.3.1   Improved service delivery, its operation and maintenance

The stakeholders can involve themselves in the provisions of improved service delivery that include community solid waste management, water supply, sanitation, improved drainage, street lighting, traffic management etc.

Box 59: Stakeholders Activities

Box 60: Potential Areas of Intervention

8.3.2 Good governance

The stakeholders can make efforts for ensuring good governance. They themselves can better determine the detailed elements for good governance. However, better tax collection, transparent official procedures, access to information of the municipal businesses, accountability to the citizens, responsive municipality, social security, opportunities for the socially disadvantaged, women and the marginal groups etc. could be major areas for good governance.

8.3.3   Social awareness and mobilisation

Social awareness and mobilisation campaigns can be launched on good governance, cleanliness drives, health awareness, community policing, negative impacts of polluting substances, necessity for urban planning, social cohesion and integration etc.

8.3.4   Environmental management

The stakeholders can also involve themselves in the field of overall urban environmental management pooling the resources from the internal and external sources.

8.3.5   Housing and slum improvement

Housing and slum improvement is another potential area of intervention that could attract many stakeholders to step in. Provisions of basic amenities to slums, improvement of their housing, creating access to land and other facilities, relocation, rehabilitation, land readjustment etc. are possible entry points for the intervention. Government departments, municipality, NGOs, CBOs, IVOs, ESOs, community groups, professional bodies and business associations can also play their important role in this sector. The duty of the facilitating organisation is to bring them together.

8.3.6   Urban planning and management

In urban strategic planning and management the participation of all the stakeholders is an essential element. Another important element is to create awareness among the people and urban managers about: natural urban growth, future development interventions and their implications in various sectors of the economy, safety, security, public recreation, aesthetic beauty, social integration and cohesion and above all the equity among the different segment of the citizens. Participation of women and children could be instrumental in all these aspects of urban planning, since they constitute about two thirds of the total population and play a significant role either in improving the urban environment or polluting them knowingly or unknowingly.

However, facilitating strategic planning exercise at the city level requires specific skills that are not yet easily available in the context of Bangladesh. Training Urban Planners in new skill of action & Strategy Planning should be high in the agenda of training providing agencies and Universities.

Box 61:Central Canal previous condition, Community participation and Intervention

Previous condition before intervention

Consensus for intervention Through Task Force

Intervention through Central Canal cleaning Drive

8.4 What are the Roles and Responsibilities of the Stakeholders?

It is observed that the potential stakeholders Municipality, facilitating organisation, NGOs and CBOs play major roles in the process. In chapter nine the roles and responsibilities of the facilitating organisation viz-a viz the Change Manager have been discussed. In this section we will limit our discussions to the roles and responsibilities of the Municipality, NGOs and CBOs assuming that these three major partners, can facilitate others to come on consensus on their roles and responsibilities.

8.4.1 Roles and Responsibilities of the Municipality

The municipality has a number of vital roles and responsibilities to play in establishing and promoting participatory local initiatives for the sustained urban development efforts. Apart from its mandated duties and responsibilities as incorporated in the Municipal Acts and Bye-laws, it has to perform the following activities that are especially required for promoting the participatory local initiatives geared to the sustained urban development.

    I.   Triggering community participation.
   II.   Co-ordination of activities of different stakeholders.
  III.   Taking the role of leadership.
  IV.   Owning and sustaining the urban development initiatives and interventions.
   V.   Supporting and nurturing local initiatives.
  VI.   Establishing partnership with different stakeholders for the implementation of its activities.
 VII.   Ensuring transparency and accountability of the municipality to the citizens and stakeholders.
VIII.   Creating free flow of information for the citizens and establishing direct communication with them.
  IX.   To be responsive to the citizens.
   X.   Establishing a relevant database and its proper management along with computerisation and development of a Management Information System.
  XI.   Taking adequate measures for Human Resource Development (HRD).
 XII.   Initiating new Urban Management Tools (action and strategic planning instead of statutory planning)
XIII.   Generating local resources in order to provide improved services.
XIV.   Starting Policy Lobbying with the Central Government in favour of a Participatory Process.

8.4.2 Roles and Responsibilities of NGOs and CBOs

The NGOs and CBOs can play vital roles and assume responsibilities that are required for the participatory urban development initiatives. The major roles and responsibilities they could perform would, among others, be following:

- To help conduct participatory surveys.
- To contribute in stakeholders' analysis and making an inventory of the activities of different stakeholders.
- To conduct and participate in different capacity building activities, such as, training, workshops, seminars, social mobilisation drives etc.
- To organise communities and different stakeholders and implement different urban development initiatives.

Box 62: Pre-SINPA situation, Task Force meeting and community awareness creation

Pre-SINPA situation on Solid Waste Management

Task Force on Solid Waste Management preparing the strategy

Inauguration of Solid Waste Drive in a community

- To assist both the Municipality and the Facilitating Organisation in developing and implementing participatory urban development plans.
- To provide necessary support both human and financial to the Urban Platform and its Task Forces for the implementation of their functions.
- To undertake social mobilisation campaigns on various development issues.
- To share resources for the implementation of the development interventions.
- To mobilise local resources and help harness external support, if necessary.
- To act as an 'important link' between the communities, facilitating organisation and different support providing agencies.
- To help ensure people's participation in designing, planning, implementing and monitoring of the activities.
- To act as a 'pressure group' and 'citizen voice' for ensuring transparency and accountability of the service delivery organisations including the Municipality.
- To help establish and run the public library, city archive, citizen information center, educational institutions etc.
- To form and operate 'environment brigades' comprising of students of different educational institutions, youths and professional groups.
- To help organise development debates and child art competitions.
- To observe different national and international days and events.
- To establish partnerships among different stakeholders.
- To own and internalise the initiatives by them.

Box 63: Traffic Jam, Task Force intervention and Traffic Management Drive

Prevailing situation on Traffic Management

Task Force discussing the issue along with all concerned Stakeholders

Traffic Management Drive with the assistance of all the stakeholders

Chapter 9

Process and Change Management

Process and change management refers to the facilitation of all the activities required for smooth operation of the participatory processes. The functions of process and change management are varied and complicated in nature and sensitive in implementation with all its diversified implications. In fact, it is very difficult to prescribe a clear or definite formula for the purpose. It is, indeed, a ladder of learning and experience to be gathered over time during the process of action and learning. It should be flexible enough to take recourse or adapt into the changing scenario in order to make the things happen. The exact elements of the process and change management are to be determined while on the path, not before hand.

Nevertheless, there are some basic elements in the process that the facilitating organisations and the change managers should know and gather experiences in dealing with them. The SINPA experience in Tangail suggests, ten basic elements in the process and change management that are described below in section 9.1.

Although some of the elements to be discussed here may appear to be merely a duplication of what has already been incorporated in other chapters. We believe it is of use to the users or readers of this manual to have a clear view of the basic elements of the process uninterruptedly in this chapter.

In section 9.2 the chapter ends with translating these ten elements in required roles, responsibilities and skill of a Change Manager.

9.1 Ten Basic Elements of Process and Change Management

9.1.1   Establishing and Facilitating Citizen Forum and its Implementing Arms

Establish and facilitate a Citizen Forum or Urban Platform and its implementing arms in order to create an institutional opportunity for the participatory urban development initiatives. The various steps for setting up of the Urban Platform, its implementing arms, the Task Forces, and their functions have elaborately been discussed in chapter four and five.

9.1.2   Building Partnerships with Different Stakeholders

The success of the participatory processes, in essence, depends much on the partnerships they can make with different stakeholders in the field of their mutual needs and understanding. Partnerships can be of various types that have been elaborately discussed in chapter seven.

Box 64: Slum situation and Task Force try to find way & means of intervention.

Slum dwellers housing condition

Environment of a slum

Task Force discuss means of intervention

9.1.3   Promoting and supporting the Existing Local Initiatives

Experience shows that the prime element in the process is, at first, to promote and support the existing local initiatives. Quickly going for creating new initiatives by the Change Manager may prove to be a liability at the end or may turn out to be eventually counter productive. Before promoting or supporting the existing initiatives, one should also make an objective analysis of their real potentials and possibilities for further development. Their reliability and public image could also be analysed while making any agreement for supporting them.

9.1.4   Understanding the Roles and Responsibilities of Different Stakeholders

The fourth element is to understand the roles and responsibilities of the stakeholders other than the Change Manager. The stakeholders can decide on their own roles and responsibilities in participatory workshops or in a manner that they consider appropriate. However, it should be kept in mind that the roles and responsibilities of the stakeholders may vary from partner to partner, place to place and intervention to intervention and the like. It may also depend on the nature of the activities to be undertaken and the characteristics of the stakeholders.

9.1.5   Understanding the Capacity Building Needs of Different stakeholders
[
The capacity building needs of the stakeholders here refer to two types of capacities. One is related to the participatory processes and another is to undertaking activities. The detailed discussions on building local potentials and undertaking capacity building activities for supporting participatory processes have already been discussed in chapter seven. The prime objective of referring to it here again is to make a particular point that the facilitating organisations or the change managers should have a clear understanding of the capacity building needs of the different stakeholders.

9.1.6   Establishing Linkage with the "Providers or Suppliers" of the Capacity Building Needs of the Different Stakeholders

Having understood the capacity building needs of different stakeholders, the Change Manager should establish necessary linkages with the "Providers or Suppliers" of the capacity building needs of different stakeholders. The facilitating organisation may think of establishing a Forum for Capacity Building Institutions to cater for the training needs of the stakeholders. Under the SINPA program a Capacity Building Forum has been formed with the different capacity building institutions. **Box 68** elaborates how it establishes and functions.

9.1.7   Building the Local Capacities and Strengthening the Potentials of the Stakeholders

One of the major elements in the process is to build the capacities of the local stakeholders and strengthen their potentials, so that the stakeholders can contribute effectively to the development of the city situation as well as involve themselves meaningfully to the participatory urban development processes. Their capacities could be built upon in various ways. Assisting them in assessing their capacity building needs may be an entry point. Undertaking necessary training, workshops, on-the job training, developing a sound Management Information System (MIS) for the stakeholders could,

Box 65: Capacity Building of the Stakeholders

Are Community members, CBOs/NGOs stakeholders were being trained on Leadership

Are Elected Representatives & Staff of the Municipality was being trained on Management

Training on Resource Mobilization is being imparted to the concerned official of the Municipalities

inter alia, be considered important to build their capacities. To strengthen the potentials of the stakeholders is another important aspect of building the local capacities.

9.1.8 Creating the Improved Access for the Citizens to Information on Urban Development

Creating for the citizens an improved access to information on urban development is also a crucial element. Access to information can be created by a variety of ways. The concerned stakeholders especially the Municipality and those who are involved in service delivery for the citizens can make all the relevant information accessible to the people through their own organisational procedures. The facilitating organisation can make it happen by policy lobbying and advocacy. Apart from this opportunity the stakeholders may think of establishing a formal Citizen Information Center that can cater for the information needs of all the stakeholders and citizens at large.

9.1.9 Documenting the Relevant Experiences and Making them Accessible to all Concerned

Making proper documentation of the relevant experiences is vitally important to the process. Otherwise, the process manager or the change agent can not substantiate the claim of the experiences and lessons gathered during the implementation of specific activities. However, making documentation of the experiences is not an end in itself; making them accessible to the concerned is of equally importance. This can help the concerned institutions, organisations and individuals benefit from the documented experiences.

9.1.10 Making the Initiatives Sustainable

To make the initiatives sustainable is critical in the process without which the process is not complete. The stakeholders together can develop various ways and means for making the initiatives sustainable. However, institutionalisation of the initiatives by the stakeholders can be considered vital for the sustainability of any initiative. Chapter ten deals entirely with this issue.

9.2. Understanding the Roles and Responsibilities and required Skills of a Change Manager

9.2.1 Roles and Responsibilities of the Change Managers

Roles and responsibilities of a 'Change Manager' are, in fact, multiple in number and variegated in nature. The lists may be longer or shorter depending on the specific situation of the particular areas and organisations whom the facilitating organisation or the 'Change Manager' has to start with the participatory development processes. The roles and responsibilities of the 'Change Manager' can broadly be categorised into three. These are: 'roles and responsibilities in the **'preliminary' stage'**, 'roles and responsibilities in the **'preparatory' stage'** and 'roles and responsibilities during **'implementation, monitoring and evaluation'.** This categorisation, though not mandatory, can help the 'Change Manager' arrange as well as perform her/his responsibilities in a logical sequence. Please note, the tasks to be implemented in the three stages by the facilitating organisations and the Change Managers constitute the major part of facilitating participatory actions under the platform model.

Box 66: SINPA dissemination through workshop and Seminar at local and national level

Launching of SINPA through a Seminar at local level (Tangail)

Orientation workshop on SINPA for the major stakeholders

Pourashava Resource Mobilization- a National dissemination workshop

9.2.1.1 Roles and Responsibilities in the Preliminary Stage

The following, are the major roles and responsibilities that a 'Change Manager' can perform in the preliminary stage of initiating a participatory process:

- To make an inventory of local urban development initiatives.
- To build a good rapport with the different stakeholders and harness necessary support from them for initiating a participatory development processes.
- To create a database on selected criteria of urban development and related issues and concerns, so that the stakeholders can use it to satisfy their development needs.
- To share ideas with different stakeholders and make the intentions of the facilitating organisation clear to them.
- To create an environment of mutual trust and co-operation.
- To hold a series of both formal and informal meetings and participatory workshops with different stakeholders in order to know the problems, felt needs and the priorities of a specific area or of the stakeholders.
- To conduct stakeholder analysis in order to know the interests, resources and potentials of different stakeholders for initiating participatory urban development activities.
- To identify local initiatives and best practices.
- To organise planning workshops and develop a project concept with the different stakeholders using various participatory tools, such as, ZOPP, PRA etc.

9.2.1.2 Roles and Responsibilities in the Preparatory Stage

The roles and responsibilities of the change manager in this stage refer to those that are necessary before going for implementation of participatory development initiatives. These are as follows:

- To identify and select partners as well as stakeholders for initiating the interventions.
- To identify areas of interventions in consultation with the stakeholders.
- To negotiate with the different stakeholders in order to build partnerships between different stakeholders and set modalities for partnerships.
- To develop Memorandum of Understanding (MOU) or enter into an agreement with the partners. The MOU or the agreement should clearly specify the roles and responsibilities of different partners.
- To develop a detailed plan of operation with the concerned partners specifying time frame of each activity, its budget and responsibilities for implementation.

9.2.1.3 Roles and Responsibilities during Implementation, Monitoring and Evaluation

The 'Change Manager' should perform the following roles and responsibilities at this stage.
- Organise formal inauguration or inception meeting/workshop with a view to informing all the stakeholders and the citizens at large.
- Assess the capacity building needs of the stakeholders and prioritise them.
- Undertake capacity building activities for the stakeholders.
- Strengthen the existing local initiatives by providing technical support and a kind of token stimulating financial assistance on a pilot basis.

Box 67: TCIC Activities to create Awareness & motivation among the stakeholders

Educational Film Show to create awareness among students

Creating awareness on Environment at institutional level

Creating Motivation & Awareness on preservation of Environment at local level

- Co-ordinate, make a liaison and build alliances and networking with different stakeholders
- Establish linkages with the providers of the capacity building needs of the stakeholders.
- Promote innovations and strengthen the local initiatives.
- Help mobilise resources from local as well as external sources for the implementation of the particular activities identified by the stakeholders.
- Help the stakeholders to converge their resources in order to make synergy and avoid duplication.
- Resolve the conflicts of interests among the stakeholders and keep the process going.
- Help implement activities ensuring the involvement of different stakeholders.
- Develop a mechanism of proper follow-up and feedback, so that the activities are done according to the action plan or with modifications if necessary.
- Keep on constantly monitoring the progress of the activities with the stakeholders.
- Undertake professional as well as participatory evaluation of the activities so far undertaken.
- Adapt to the changing situation and re-plan the activities, if necessary, with stakeholders.
- Help document the processes of the activities
- Document all the activities.

9.2.2 Qualities, Knowledge and Skills of a 'Change Manager'

In order to perform the desired roles and responsibilities effectively, a 'Change Manager' should possess some basic qualities, knowledge and skills, otherwise s/he can not facilitate or manage the participatory process.

9.2.2.1 Qualities of 'Change Manager'

The Change Manager should, ideally, possess some basic qualities that contribute to facilitate and promote the participatory processes in a situation of often diverse and conflicting interest among the different stakeholder.

S/he should be:
- Morally sound;
- Frank and friendly;
- Imaginative and innovative;
- Mature and emotionally balanced;
- Motivating, communicative & enthusiastic;
- Democratic, decisive and organised;
- Responsible and flexible;
- Resourceful & accessible;

Box 66: The National Capacity Building Forum's aims and objectives

The National Steering Committee (NSC) within its meeting held on 26 January 2000 decided to establish a National Forum of Capacity Building Institutions (NFCBI) aiming at providing capacity building support services to local government bodies in general and urban local government bodies in particular. The NFCBI comprises of 22 representatives from government, autonomous, non-government and professional organizations. These institutions provide support services to the implementation of the National Plans of Action.

Objectives
- Collect information about the capacity building institutions and their activities and disseminate this information to different clients.
- Establish linkage among capacity building organizations and the experts of such organizations.
- Enhance capacity of member organizations and the municipality bodies.
- Assist and advise the government to identify national priorities and make more resources available for capacity building for urban local government bodies.
- Explore possible aid and support from the national and international organizations and donors in the interest of member organizations of the Forum and the local government bodies.

Major activities
The Major activities of the Forum will include, among others:
- Making inventory of the nature, capacity and needs of the member organizations.
- Establishing an Information Centre in the Secretariat of the Forum.
- Arranging regular meetings of the capacity building organizations.
- Assessing capacity building needs and demands of the local governmental bodies.
- Conducting opinion sharing meetings and workshops.
- Making documentation of the needs of different local government bodies, experiences, best practices in the field of urban good governance and improved municipal service delivery.
- Publication of Bulletins and Journals.
- Developing web page facilities for all member organizations and local government bodies.
- Establishing linkage to international networks.
- Training & skill improvement for trainers of the capacity building institutions.
- Policy advocacy, lobbying and networking.
- Conducting studies and action research and sharing experiences among the members of the forum.

Membership of the Forum
Academic institutions, Public sector agencies, professional bodies, research organizations and institutes, private organizations, NGOs or associations who have potentials and interests in providing capacity building support services can become the members of the forum.

Management structure of the forum
An eleven member executive committee is entrusted with the responsibility of managing the affairs of the forum. The composition of the executive committee is as follows: Chairman, Vice Chairman, General Secretary, Joint Secretary, Treasurer and six members. In total an eleven members committee.

9.2.2.2 Knowledge of a 'Change Manager'

Apart from these qualities, the 'Change Manager' should acquire thorough knowledge of:

- Concept and strategies of the activities and initiatives to be undertaken
- Duties and responsibilities of different stakeholders
- Participatory processes and different participatory urban development initiatives across the globe
- Government as well as local government structures, their functions, procedures, limitations and potentials
- NGO interventions, its management and their development potentials
- Concept of institutional/organisational development
- Different management theories and functions of management
- Social dynamics and urban sociology
- Human relations, its principles and methods.

9.2.2.3 Skills of a 'Change Manager'

Beside having acquired the desired qualities and knowledge as described above, the 'Change Manager' must also develop a number of basic skills, such as, leadership skills, management skills and facilitation skills. The required skills for the Change Manager can be described into the following three broad categories:
- leadership skills
- management skills
- facilitation skills
However, this categorisation, though arbitrary, does not exclude the necessity of the other types of skills the Change Manager should possess and further develop.

- **Leadership Skills**

   The leadership skills of the Change Manager vis-a vis the facilitating organisation can be considered to be the stumbling block for the smooth operation and promotion of the participatory process. With this reality in mind, the Change manager must be equipped with some basic leadership skills that are absolutely necessary to keep the process continuing. S/he should be:

   - Creative in thinking
   - Analytical
   - Assigning tasks/work to others
   - Able to select appropriate people and place them in the proper positions
   - Keep people informed
   - Control the quality and costs of the activities to be accomplished
   - Alert/ready to handle emergencies
   - Enforce rules and procedures
   - Setting a good personal example of excellent performance and of good moral character
   - Respectful to others
   - Appreciative of other's contributions
   - Maintain the spirit de corps and keep the morale of the team high
   - Able to resolving conflicts among the stakeholders

Box 69: Institutionalization of the Interventions- National Steering Committee

Box 70: Meeting of the National Capacity Building Institutions

- **Management Skills**

The Change Manager should also acquire and practice some basic managerial skills that are necessary and useful for facilitating the participatory processes. S/he should be:

- o Active in functions, such as, planning, organising, staffing, directing, co-ordinating, reporting and budgeting etc;
- o Implement, monitor, get feedback and following-up of the work
- o Building partnerships, alliances and networking with different stakeholders

- **Facilitation Skills**

Apart from these, the Change Manager should acquire the facilitation skills that are also highly required for facilitating the process. In acquiring these skills s/he should:

- o Be able to moderate action planning / ZOPP workshops / meetings effectively
- o Be concrete about what s/he presents to the team or audience
- o Respect the people whom s/he deals with
- o Stay relevant to the topics or context
- o Share ideas with the group or people around him and reaching consensus
- o Let all the group members or people involve themselves in the process
- o Create an opportunity for all the people to participate in the process
- o Help the team or the stakeholders develop their potentials
- o Use time effectively
- o Make good use of available information
- o Adhere to team or group norms
- o Focus on tasks
- o Listen to everyone
- o Eliminate and/or reduce domination of one or group of people on others
- o Resolve differences of opinion positively

Box 71: Promises and Pitfalls of the SINPA Model

Promises of the SINPA Model

The SINPA model has so far demonstrated and exhibited a number of strengths and promises that are as follows:

    I.   Formation of National Steering Committee and National Capacity Building Forum at the national level.
    II.   Establishing and operating TUP and Task Forces at the city level.
    III.   Institutionalization of the activities of the TUP and TFs under the municipal committees and sub-committees.
    IV.   Establishing and operating TCIC at the city level.
    V.   Institutionalization of the activities of the TCIC through the partnership agreement between the Zilla Parishad (Tangail District Council) and RADOL, a facilitating organization of SINPA, in operating and maintaining the TCIC beyond the SINPA period.
    VI.   Spontaneous requests from a number of other cities to be incorporated in the program.
    VII.   Formation of community committees.
    VIII.   Establishment and operation of community composting forum of NGOs and CBOs.
    IX.   Operation of NGOs and CBOs in the field of solid waste management, traffic management and environmental improvement on self-reliant basis.
    X.   Operation of environmental brigades and partnership with the educational institutions.
    XI.   Operation of mobile van library in collaboration with the Tangail Archive.
    XII.   Partnerships with professional bodies, business associations, womens groups and students.
    XIII.   Utilization of the potential of the retired personnel.
    XIV.   Harnessing political support and social recognition.
    XV.   Partnership with press and media.
    XVI.   Potential cooperation with the national capacity building institutions through the National Forum of the Capacity Building Institution (NFCBI).

Pitfalls of the SINPA Model in Tangail

Although there are a number of encouraging promises the model has shown that we still encountered some pitfalls that are presented below:

    I.   Accountability for TUP funds under the SINPA project was with the consultants to the client (Netherlands Government) and budget lines were predefined. This set-up did not allow for self-management of the funds by the TUP and remained as a source of conflict.
    II.   Questions were raised about the transparency of the facilitating organization and change manager, causing the image of the Facilitating Organization to be in question.
    III.   Limited investment funds to support pilot initiatives, this sometimes frustrated the potential stakeholders including the Municipality.
    IV.   Choosing a single pilot city did not allow for any comparison on selected criteria for success on one hand and provided a monopoly towards a particular municipality that at times contributed to make the success of SINPA vulnerable.
    V.   Lack of positive leadership from the Tangail Municipality resulted in weak institutionalization of the activities and inadequate outside support. Given the political reality in Bangladesh and for reasons of continuity, smooth operation of Tangail Urban Platform (TUP) and its Task Forces (TFs) has become too dependent on the willingness of the Mayor.
    VI.   Lack of previous experience in working with this new model.
    VII.   Lack of arrangement for facilitation beyond the SINPA period.

Chapter 10

How to Make the Urban Platform, the CIC and the Partnerships Sustainable

In order to make any initiative sustainable it is, at first, required to motivate the stakeholders and arouse genuine enthusiasm among them about the initiative. Another important step is to demonstrate quick and tangible results of the initiatives that contribute further to generate more initiatives from the stakeholders and create a sound base for consolidation of activities. Nothing is, perhaps, more powerful than the quick, feasible and tangible result to motivate the stakeholders to take initiatives by themselves and make them sustainable.

10.1 What are the Criteria for the Sustainability of an Initiative?

There are definitely certain criteria for judging the sustainability of any initiatives. The experiences gained during the SINPA operation in Tangail suggest that the following are possible criteria for the sustainability of the participatory initiatives, such as, UP, CIC and partnerships:

1   **Motivated and enthusiastic stakeholders**
    Motivated and enthusiastic stakeholders, in general, may prove to be a driving force for making the initiative sustainable. Next to quick, tangible result a clear concept and orientation on the participatory urban development activities of both the facilitating organisation and the stakeholders contributes to motivate the stakeholders and make them enthusiastic. It also contributes to bring attitudinal change among them.

2   **Ensuring Transparency and Accountability of all Partners**
    Ensuring transparency and accountability by all stakeholders in general and partners in particular can greatly contribute to the sustainability of the initiatives.

3   **Stakeholders' involvement, ownership and sense of belonging**
    The stakeholders should feel that the initiatives are theirs. It is their responsibility to keep them going.

4   **Regular communication between stakeholders and monitoring of activities**
    An institutionalised system of regular communication between the stakeholders and a kind of mechanism for monitoring should be put in place. If the local capacities are not increased enough to shoulder these responsibilities, it is advisable that the facilitating organisations continue with the process in order to make them fully sustainable.

5   **Committed members and strong leadership**
    It is of critical importance that the process management builds a team of committed members and has a strong leadership. A strong leadership with support from the committed members and individuals, can push the initiatives forward and continue with them.

Box 72: Concern NGOs/CBOs are being trained to compost organic solid waste to make their activity sustainable.

Box 73: Capacity Building Concept
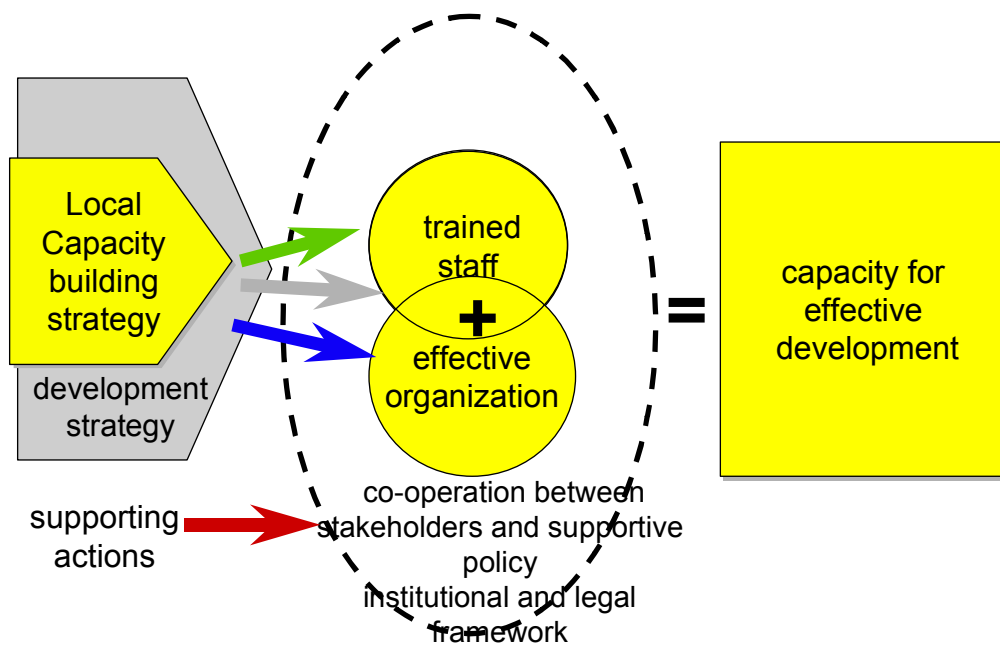
6 **Involvement of the Potential, Honest, Dedicated and Committed Social Activists**
Involving potential honest, dedicated and committed social activists with the activities and initiatives can increase the better chances of achieving sustainability.

7 **Potentials for producing quick and tangible results**
The people in general and the partners or stakeholders in particular tend to support and own the activities that are feasible as well as affordable and have the potentials for producing quick and tangible results. Although the participatory process is, logically and practically, lengthy and time consuming, it is necessary to initiate the process with such activities having potentials for producing quick and tangible results. Otherwise the stakeholders may lose their interests and thereby they may end with only a rhetoric nothing, and no motivation to carry on further.

8 **Ensuring that the demands are addressed not the needs**
This is another critical element in the sustainability of any initiatives. The change managers should always keep in mind that there may be a number of needs, articulated or not, of the stakeholders and target groups. As and when these needs turn into demands of the target groups as well as the stakeholders, one should make efforts to address these demands. Otherwise, efforts are, experience suggests, bound to bounce back after a certain period due to immaturity of the initiatives.

9 **Adopting safety measures to avoid risks in achieving sustainability**
Adequate alternative routes or avenues for making the efforts sustainable should be thought of and sought for if necessary during the implementation of the activities. It will help the facilitating organisations avoid the risks of reluctance or non co-operation from any stakeholder(s).

10 **Availability of skilled manpower in crucial positions**
In initiating platform and task forces, establishing partnerships with different stakeholders, setting up and operation of citizen information center and making them sustainable, it is required to have skilled manpower in crucial positions. The skilled facilitators are those who have adequate experiences and time to manage the participatory activities. They can be a group of individuals or organisations having required competencies in the specific fields.

11 **Continued efforts for capacity building**
There should be an opportunity for continuous capacity building efforts by either: the facilitating organisations, the government, the local urban bodies, other stakeholders in some form or another until achieving a certain degree of maturity with the process.

11 **Flexibility for continued relevance and response to changing requirements of the city**
The approach should be flexible enough to accommodate the continued relevance and changing requirements of the city.

13 **Continued availability of resources**
The required local resources and ability to mobilise external resources from various agencies, if necessary can also be considered to be an important criterion for sustainability.

14   **Institutionalisation of the interventions and initiatives**
This is the ultimate way of making the initiatives sustainable. Since the internalisation of the activities and initiatives by the Municipality, NGOs, CBOs, Business Associations, Professional bodies and other social groups can create a favourable environment for the continuation of the activities. **BOX 74** depicts the scenario in brief.

15   **Policy support**
All these initiatives may go in vain if the government or local government policies do not support them, and if the new policies palatable to these initiatives are not formulated and put into practice. A strong political will can also contribute meaningfully to formulate the supportive policy and create a favourable environment for the sustained actions.

16   **Making use of promises and being aware of pitfalls**
To make a good use of the strengths and promises can be worthwhile in achieving the sustainability of the initiatives. Likewise, to be aware of the weaknesses and pitfalls can also be rewarding in guarding the process from the possibility of breakdown. The promises and pitfalls the SINPA project at Tangail demonstrates.

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