

COMMUNITY INITIATIVES IN
URBAN INFRASTRUCTURE

COMMUNITY INITIATIVES IN **URBAN INFRASTRUCTURE**

A.P. Cotton, M. Sohail and W.K. Tayler

Water, Engineering and Development Centre
Loughborough University
1998

© Water, Engineering and Development Centre
Loughborough University 1998

ISBN Paperback 0 906055 56 3

This document is an output from a project funded by the UK
Department for International Development (DFID)
for the benefit of developing countries.
The views expressed are not necessarily those of DFID.

Layout by Karen Betts
Designed by Rod Shaw

Contents

ABBREVIATIONS	ix
1 Introduction and background	1
About this manual	1
Background and scope of work	2
2 Infrastructure procurement	5
Why community partnering?	7
3 The Cases	9
4 Lessons from the cases	11
Roles and responsibilities	11
Government procedures: a surprising amount of scope	13
Accountability and transparency	15
Whose money is it?	15
How are decisions reached?	16
Performance of community partnered procurement	17
Cost	17
Time	18
Quality	18
Wider benefits of community partnered procurement	20
Constraints on community partnered procurement	21
Institutionalising community partnered procurement	23
5 Guidelines for community partnered procurement	25

Boxes

Box G1. Community partnering	29
Box G2. Identifying the partners	30
Box G3. A planning process for infrastructure	30
Box G4. Roles for community groups	31
Box G5. Scope for partnering in procurement	31
Box G6. Identifying capacity for different roles	32
Box G7. The organisational status of community groups	33
Box G8. Identifying appropriate procedures	33
Box G9. Identifying procedures in urban government	34
Box G10. Cost estimation and access to finance	35
Box G11. Preparing to enter into agreements	36
Box G12. Selecting a contract type	37
Box G13. Negotiating a contract	38
Box G14. Documentation	39
Box G15. Sample form of agreement	40
Box G16. Managing community partnered micro contracts	41

Annex

Box 1. Procurement procedure in engineering departments of urban government	45
Box 2. Urban government procedures for awarding work to construct infrastructure	46
Box 3. Urban government arrangements for awarding contracts through competitive tendering	48
Box 4. Who is allowed to bid for urban government engineering works?	49
Box 5. Administrative and financial demands made on contractors by urban government	50
Box 6. The problem with cost estimates: who uses which cost?	51
Box 7. Working without government: community as promoter	52
Box 8. Community as promoter, government facilitates	53
Box 9. Community as partial promoter	54
Box 10. Community as advisers	57
Box 11. Community as partial engineer	58

Box 12.	Community and NGO monitor a large Government contract	60
Box 13.	Use of departmental works practice	62
Box 14.	Community supplies labour to a private sector contractor	63
Box 15.	Community as a labour-only contractor for government	64
Box 16.	Community as contractors for urban government (Cochin)	65
Box 17.	Community as contractors for urban government (Cuttack)	66
Box 18.	Communities as contractor and manager for 150 government contracts	69
Box 19.	The community contracting process in the NHDA, Sri Lanka	70
Box 20.	The Government of Sri Lanka reviews and assimilates community management and contracting	72
Box 21.	Government of Sri Lanka formally recognises community management and contracting	74
Box 22.	NHDA Guidelines for community management and contracting	76
Box 23.	A more complex process involving the community, NGO and a Governmental project unit	78
Box 24.	Is the client getting value for money? The cost of intermediaries	81
Box 25.	A modified process of Departmental Works using NGO as consultants	83
Box 26.	Conditions of contract for community construction contracts with NHDA Sri Lanka.	85
Box 27.	The community construction contract in Cuttack, India.	88
Box 28.	The contract used in the Departmental Works of SKAA	90
Box 29.	A contract between three parties with a NGO as the partial consultant and partial contractor	91
Box 30.	The contract used in the FAUP, Faisalabad, Pakistan	95

Photographs

Septic tank construction by community contractor in Colombo, Sri Lanka	4
Micro contractors improving secondary drainage, Cuttack, India	10
Community management of neighbourhood drain construction in Colombo, Sri Lanka	10
Community contractors construct a concrete lane, Cuttack, India	24
PMU staff offer technical support to community contractors, Cuttack, India	27
Community management of sewer construction, Faisalabad, Pakistan	29

Figure

5.1. Using the guidelines	28
---------------------------	----

Abbreviations

CBO	Community based organisation
CDC	Community Development Council
CMDA	Calcutta Metropolitan Development Authority (India)
CMG	Community Management Group
CSPU	Clean Settlements Project Unit (Sri Lanka)
ED	Engineering Department
FAUP	Faisalabad Area Upgrading Project (Pakistan)
ICTAD	Institute for Contractor Training & Development (Sri Lanka)
NGO	Non government organisation
NHDA	National Housing Development Authority (Sri Lanka)
OPP	Orangi Pilot Project (Pakistan)
PMU	Project Management Unit
PWD	Public Works Department
Rs	Rupees (local currency in India, Pakistan, Sri Lanka; £ 1~Rs55)
SKAA	Sindh Katchi Abadi Authority (Pakistan)
SO	Support Organisation
SoR	Schedule of Rates

