

# Integrated Sustainable Waste Management in La Ceiba

## *Lessons learnt from the UWEP Programme in Honduras*



### **UWEP City Series** *Uwep Final Report Volume II*

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**Cover photo: Working group in a meeting.**

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## CHAPTER 1 INTRODUCTION

The Urban Waste Expertise Programme, funded by the Dutch Ministry of External Affairs, Division for International Co-operation (DGIS), and implemented by WASTE, Advisers in Urban Environment and Development, lasted from 1996 to 2004, in two sub-programmes, now referred to as “UWEP I” and “UWEP Plus”. UWEP I focused on understanding local processes in waste management and recycling, and then on applying the general lessons learned in four specific intervention cities, called the Pilot Project Settings, or PPS cities. UWEP Plus focused on abstracting from those lessons an integrated approach for Northern and Southern partners to work together on systematic improvement of the urban environment. This approach, called Integrated Sustainable Waste Management (ISWM), now forms the basis for a number of other initiatives, including the ISSUE programme, “Integrated Support for a Sustainable Urban Environment”, which takes Ecological Sanitation as its main subject. In UWEP Plus ISWM was used for integrated waste management assessment and planning in the four PPS cities, and the assessment methodology was crystallised, applied and validated in an additional five cities, for a total of nine UWEP cities world-wide.

The goals of the programme were strongly related to building capacity and generating knowledge, with the goal of supporting Southern stakeholders to mobilise and improve their own urban environment. The initial subjects were solid waste, liquid waste, and sanitation, with solid waste and recycling having the main focus between 1996 and 2004. Over the course of the programme, there were three major activities: research on solid waste and recycling (1995-1998); application of the lessons in four PPS cities (1997-2001); and ISWM assessment and planning in nine UWEP Plus cities (2001-2004). The PPS cities were also the focus of innovative research on the relationship of integrated waste management to cycling of carbon and nitrogen and generation of greenhouse gases.

A very important line throughout the UWEP programme years has been working with local experts, supporting their expanding capabilities and connecting them in networks, as local capacity has a key relationship to knowledge management and sustainability. During UWEP Plus, especially, the regional organisations and local experts co-ordinating ISWM activities became increasingly autonomous and took on ever more directive roles in the decentralised management of the programme. Bearing this in mind, a fourth activity can be described as exploring and implementing horizontal partnerships between North and South in service to participatory urban environmental development.

### 1.1 The ideas behind the UWEP Programme

The Urban Waste Expertise Programme (UWEP) was formulated in response to a complex of problems that Klundert and Rijnsburger saw in their work in East Africa in SNV, the Dutch voluntary service. These problems included the following:

1. The way that development assistance was done meant that neither the agencies in the Netherlands, nor the local host organisations, had any significant institutional memory or tools;
2. Most knowledge came from the North and was applied in South settings without sufficient attention to the local context, and also, without local consultation with stakeholders;
3. There was an assumption that more, better, or more appropriate technology would solve all of the problems

4. The informal sector and small business were not a focus of the development community, but they were clearly an interesting but highly stressed sector; and
5. There was within development assistance, neither a critique nor an active discourse about these problems and about whether it was important to develop a different way of working.

## **1.2 Desired results of the UWEP Programme**

In a real sense, the UWEP programme was developed most directly in relation to number 5, and constituted a long-running attempt to foster discourse and explore alternative and sustainable modalities of working between committed partners in the North and South. While the formal goals of the programme have to do with improving waste management, there is the most to be seen from the five desired results, quoted here below:

1. "A comprehensive set of appropriate waste related knowledge and experience has been generated and customised for dissemination, both at the practical level of organisations in the South and at the policy level of authorities and development agencies.
2. Local waste handling and waste management expertise has been acquired which responds to the demand for expertise by organisations in the South, and by authorities and development agencies developing community and micro-enterprise-related waste policies.
3. Organisations in the South have gained access through local sources in their respective country or region to appropriate waste-related knowledge and experiences.
4. Responsible governments and donor agencies have been subject to promotion of community and micro-enterprise oriented waste policies.
5. Organisations in the South have received assistance to develop and formulate qualitative proposals for improvement and to channel these through responsible governments and donor agencies.

These five results can be characterised by the short names: (1) appropriate knowledge, (2) local expertise; (3) facilitating Southern access to information and expertise; (4) community and MSE policy focus; and (5) Northern experience in service to Southern goals.

## **1.3 Methodology in development: the hallmarks of the UWEP Programme**

### *1.3.1 Co-operation with the South*

The major methodological focus of the UWEP programme was and has remained on the South: southern stakeholders formulate their needs and agendas, southern researchers and local experts execute programmes; management is shared between Northern specialists (who also mobilise Northern funds) and Southern experts and stakeholders; and there is horizontality and mutual respect in every aspect of the North-South relationship.

### *1.3.2 Thematic focus on locally relevant aspects of recycling and waste management*

The second methodological focus was pursuit of themes which arose inductively from local research, and therefore which have inherent relevance to the local situation. This created a need for Southern involvement in all phases of the programme, from identifying the themes to evaluating the results of the activities. The themes were devised based on needs and activities identified in the field, based on identification and characterisation by the local researchers themselves.

### *1.3.3 Regional information exchange*

The third methodological focus was formulated as regional information exchange, and can be interpreted as having both a substantive and strategic element. The substantive element is to make information from one region available and accessible to those in another region with a similar type of activity and a corresponding general level of technological complexity. This makes the knowledge more directly applicable.

The strategic element focuses on counterbalancing traditional post-colonial dependencies, as a result of which information, energy, transport, and goods and services flow North-South between former colonial masters in the North and former colonies in the South, by creating or strengthening South-South channels of information exchange and empowering regional nodes to take on this function.

### *1.3.4 Focus on South professionals*

The UWEP programme had a strong focus on working with and on behalf of a quite specific target group: local experts. The strong emphasis on local research, involving younger specialists or students, and the commitment to contracting work to young professionals relate strongly to the idea of building knowledge and expertise in the South.

### *1.3.5 Sharing, co-operating, and facilitating access to information and knowledge*

These three aspects of the UWEP approach focus on identifying and filling gaps in a collaborative mode, rather than re-inventing the wheel or competing for economic niches. The strategic edge here is to reduce Southern (and donor) dependency on (high-cost) Northern professionals, in order to be able to use more of the available funds for development goals in the South.

### *1.3.6 Pushing the boundaries of knowledge and information*

In UWEP I, this had mainly to do with “daring” to focus on the activities of the informal sector, and to criticise the activities of the formal political authorities for failing to do so. A second radical element in UWEP I was the idea that communities could have a voice, even a systematic one, in the development of urban infrastructure in their own communities and the city as a whole.

In UWEP Plus, WASTE and its partners took the further radical step of analysing the effects of waste management interventions on the cycling of carbon and nitrogen, a line of work done locally by scientific researchers and at WASTE by the C-N Theme Co-ordinator. UWEP Plus was also innovative in the extent to which the regional programme management partner organisation set their own agendas for activities in their regions.

### *1.3.7 South focus, ownership and sustainability*

The leitmotif of South focus has an important effect on, ownership and sustainability. In reducing dependency on the North and supporting knowledge and knowledge-based nodes in the South, there is a commitment to building continuity that doesn't depend on political fads or international donor funds. The focus on ownership puts both the process and results of the interventions into the hands of key city stakeholders, including but not ever limited to the formal local authorities. This ensures, first, that what happens is relevant and important to the local citizens and businesses, and secondly, that they retain control, so that the exit of the

programme, donor, or external consultant has only a minor impact and the activities continue on their own.

#### 1.4 Overview of The UWEP Programme: Development co-operation and waste management

The UWEP Programme operated for nine years, with a first contract from 1995-2001, and an extension called UWEP Plus running from 2001 through June 2004. The practical focus and activities are show in Table 1.

**Table 1. Overview of activities in UWEP I and UWEP Plus**

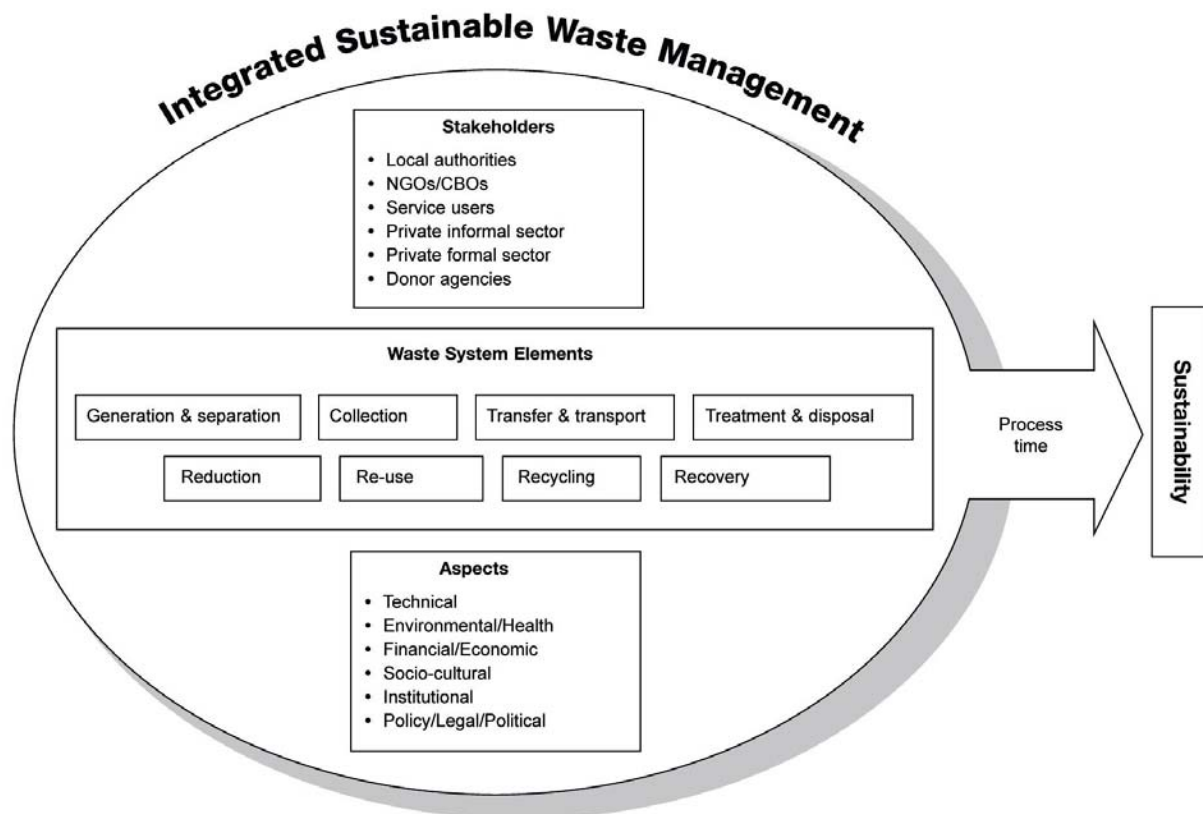
<b>UWEP Phase</b>	<b>Regions or countries</b>	<b>Activities</b>
UWEP 1-1 Research	Latin America, Asia, W. Africa	Intensive research on local waste management and recycling using young local researchers, complemented by periodic working meetings for the researchers
1-2 Formulation of themes and topics	same	From Gouda, identification of themes such as community participation, linkages, knowledge and expertise-sharing, social sustainability, stakeholder platforms, micro-privatisation, and the like
1-3	parallel to UWEP	Based on the themes, and parallel to the UWEP process, articulation of the concept and framework of Integrated Sustainable Waste Management (ISWM)
1-4 Design of Pilot Project Settings	Central America, Philippines, India, Mali	Working with local organisations, design and implementation of practical pilot projects, and documenting them increasingly using the ISWM framework
1-5	All	Reflection, refining the ISWM concept, and formulation of follow-up activities.
UWEP Plus phase 1	Central America, South America, Philippines, India, Mali, Middle East, Eastern Europe	Engagement of the local authorities for an ISWM Assessment and planning process; mobilisation of stakeholders and execution of a Memorandum of Understanding (MoU)
U+ phase 2	All	engagement of stakeholders in an ISWM assessment and planning process in nine cities
U+ phase 3	Central America, Philippines, India, Mali	additional capitalisation of pilot projects and completion of pilot project cycle
U+ phase 4	Central America, Philippines, India, Mali	Validation of the ISWM approach to planning
U+ phase 5	Research in the regions on C and N cycles	Material balance analyses of the effects of integrated approaches to waste management on the emissions of carbon and nitrogen to atmospheric cycling of these materials and to climate change.

UWEP Phase	Regions or countries	Activities
U+ phase 6	All	Increasing importance of the ISWM discourse, together with reflection and discussions on peer relations, partnerships, horizontality and transparency, and the like.
U+ Closing	All	discussions about programme exit, careful exit strategies, explicit (and ceremonial) transfer of project ownership to local stakeholders

## 1.5 The concept of Integrated Sustainable Waste Management (ISWM)

### 1.5.1 The dimensions of ISWM

The concept of Integrated Sustainable Waste Management (ISWM) recognises three important dimensions in waste management: (1) the stakeholders involved in waste management, (2) the (practical and technical) elements of the waste system and (3) the sustainability aspects of the local context that should be taken into account when assessing and planning a waste management system.



**Figure 1. The ISWM model**

### 1.5.2 Stakeholders, the first ISWM dimension

The first ISWM dimension is the **stakeholders**. A stakeholder is person or organisation that has a stake, an interest, in –in this case- waste management. A number of potential stakeholders are listed in below. However, stakeholders in waste management differ in each city, so they need to be identified in the local context. Stakeholders may vary in the intensity

or breadth of their roles and interests in relation to waste management, but they can co-operate for a common interest. In addition, the stakeholders in a particular city or region share a common social and geographic context, and may be bound together by other systems in addition to solid waste<sup>1</sup>. Some typical stakeholders in ISWM are:

- ◆ local authorities
- ◆ community groups
- ◆ NGOs, CBOs
- ◆ local, regional or national institutions, such as schools, hospitals, trade unions, the military, government departments, national parks; tourism associations
- ◆ recycling industries
- ◆ private waste management companies and their clients
- ◆ social and religious groups
- ◆ activists and lobbyists
- ◆ politicians
- ◆ private sector industry and commerce and the associations or trade industry lobbyists that represent them;
- ◆ small and micro-enterprises and entrepreneurs
- ◆ other self-identified parties and individuals with a **stake** in the urban environment in general, and solid waste in particular.

### 1.5.3 *Waste system elements, the second ISWM dimension*

The waste system elements are sometimes referred to as the technical components of waste management. Most waste system elements are also stages in the life cycle of materials. This life cycle movement, or flow, begins with extraction of natural resources, and continues through processing, production and consumption stage towards final treatment and disposal. The waste system elements generally form the “back end” of the life cycle.

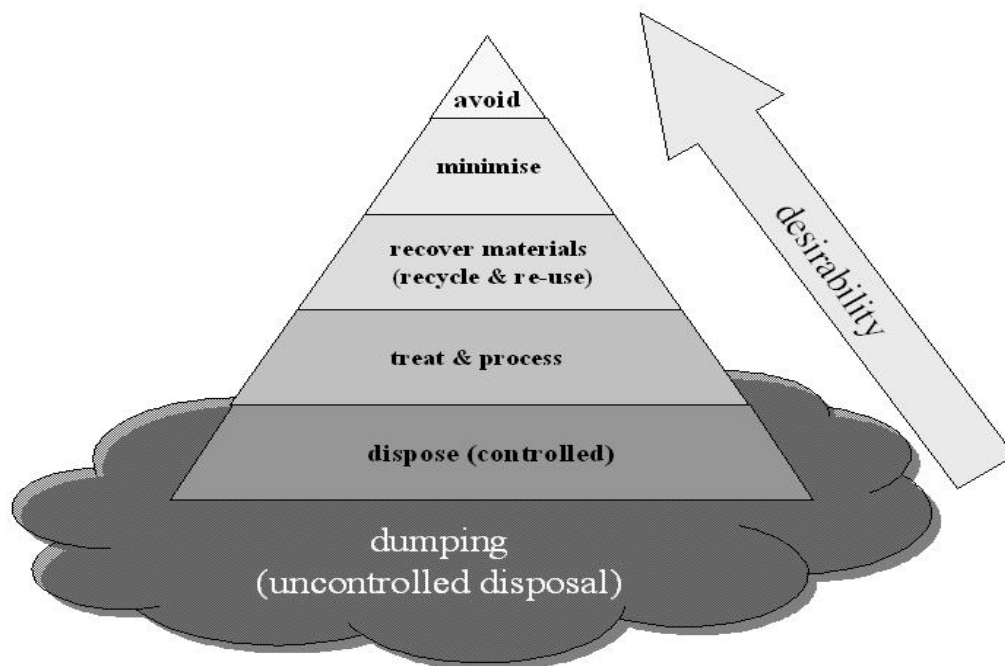
ISWM labels the technical side of waste as the basic waste activities:

- ◆ Waste prevention and minimisation
- ◆ Reuse and repair
- ◆ Collection
- ◆ Transfer
- ◆ Street sweeping
- ◆ Recycling, also called materials recovery
- ◆ Composting, also called macro-nutrient cycling or organic materials recovery
- ◆ Energy recovery
- ◆ Safe disposal

Many countries have prioritised these waste management activities into the so-called *waste management hierarchy*, which varies between an operational policy guideline and an injunction that is part of a national environmental law. This waste management hierarchy, shown in Figure 2, is also a cornerstone of the ISWM approach and has been a governing principle in the UWEP programme.

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<sup>1</sup> For example: clan, caste, ethnicity, professional affiliation, religion, school or university background, commercial relationship, kinship, sport.



**Figure 2. The Waste Management Hierarchy**

*Source: combined ideas about the hierarchy from Dutch and English-language sources.*

#### 1.5.4 The third dimension: Sustainability aspects

Within ISWM the third dimension consists of six sustainability aspects, or lenses, through which the existing waste system can be assessed and with which a new or expanded system can be planned. The sustainability aspects, ranging from political-legal to technical and performance, cover the range of factors influencing solid waste activities and include.

- ◆ The policy or legal aspect;
- ◆ The institutional and organisational aspect;
- ◆ The cultural and social aspect;
- ◆ The financial and economic aspect;
- ◆ The technological and technical aspect; and
- ◆ The environmental aspect.

#### 1.5.5 ISWM as a framework for the UWEP Programme activities

ISWM developed in parallel with the UWEP programme activities, and is in that sense interwoven with their history. The paper where the ISWM concept was articulated for the first time was given at the Ittingen conference in 1997, an event that launched the CWG, a professional information-sharing group of international waste management specialists.

During UWEP I, the pilot projects were designed to capture and apply insights from extensive field work in the regions, but especially in Latin America. There was not, at the time of design, any clear methodological approach, and the ISWM framework was in some sense articulated, based on practical experience, to fill the methodological void, capture the successful approaches tested in the field, and introduce consistency and comparability across cities. ISWM became the main activity and methodological focus of the UWEP Plus phase of the UWEP Programme.

## 1.6 City case studies

The UWEP programme was active in the four PPS cities: Bamako, Mali; La Ceiba, Honduras; Bangalore, India; and Batangas Bay, Philippines; for a period varying from seven to nine years. It was and remains unusual, in development co-operation, for a Northern organisation to co-operate horizontally with South partners, for such an extended period of time, in the same locations. The kinds of information that emerge from such a long period of intervention can be useful for colleagues both in the North and the South. For this reason, WASTE and its partners have decided to prepare case studies of the four PPS cities, highlighting both process and results.

This is one of four city case studies, documenting the work of the Urban Waste Expertise Programme in Mali, Honduras, India, and the Philippines. This work focused on bottom-up solid waste management and development in four communities, and was based on, and contributed to, the concept of Integrated Sustainable Waste Management (ISWM).

The purpose of these case studies is:

1. to document the activities of the UWEP programme and the results achieved in the cities;
2. to capture the institutional memory of the UWEP programme and make it available to future initiatives that build on these results;
3. to make data and information available to the city itself;
4. to enrich the methodological information on integrated sustainable waste management (ISWM).

The case studies are designed to be read by:

- ◆ present and incoming staff of the local authority and provincial, regional, and national government representatives;
- ◆ consultants working on urban services, recycling, or waste management;
- ◆ representatives or staff of other local stakeholders including community groups, NGOs, and the private sector;
- ◆ entrepreneurs wishing to expand or strengthen their solid waste portfolios;
- ◆ academicians and scholars in urban environmental management;
- ◆ the press, especially when seeking background materials;
- ◆ donors interested in supporting future waste management activities;
- ◆ local experts interested in using or replicating the results;
- ◆ other interested parties.

Each of the four case studies focuses on one of the so-called “Pilot Project Setting” cities. These four cities differ widely in climate, character, socio-economic circumstances, and on many different parameters.

The four PPS cities were selected in UWEP I in the period 1996-1998, based on opportunism, serendipity, and a rather loose application of certain criteria, including:

- ◆ a demonstrated interest in improved solid waste management;
- ◆ a commitment to bottom-up processes;
- ◆ willingness to host one or more pilot projects, and ideas about focus for it/them;
- ◆ involvement of a regional programme co-ordination organisation and a local pilot project co-ordinator; and

- ◆ presence of a local NGO or local expert counterpart (with the exception of La Ceiba, where such a counterpart was created by the UWEP programme partners);

### 1.7 Case Study: La Ceiba, Honduras

This case study focuses on La Ceiba, Honduras, at one time the most ambitious PPS, but one which can also, for a number of reasons, be considered to have had the most problems and to have succeeded the least in practical urban improvement. This “bad news” has also its bright side: as is usually the case with problematic results, the information, knowledge, and lessons learned are far more useful than with easy successes. In the case of La Ceiba, the key lessons related to **ownership**: the PPS was never fully owned either by the municipality or by any other La Ceiba organisations or stakeholders outside the municipality. Decisions early in UWEP I by WASTE created a situation where the co-ordination and management for La Ceiba was based in the Honduran capital city Tegucigalpa; and even by moving this to La Ceiba in UWEP Plus, there remained only a limited constituency promoting the programme’s proposed interventions in La Ceiba itself.

Primarily for this reason, the key micro-privatisation goals of the programme, which would have required radical action from the City of La Ceiba, were only partially achieved. Some gains were made with the existing private enterprises in terms of supporting their formation of an organisation, and introducing better routing and more efficient collection, but the contracts remain short-term and politically dependent. There was no direct implementation of the original design for a complete micro-privatisation of the city cleansing system based on contracts between the office of the mayor (l’Alcaldia) and the existing and to be formed micro-enterprises.

The heritage of PPS La Ceiba is that the ISWM approach now has a strong focus on ownership as both a necessary and sufficient condition for sustainable bottom-up urban environmental development. This is perhaps more important than the recycling centre “centro de acopio” which was built at the request of the local waste collectors, to help them focus on activities which were more under their own control.

## CHAPTER 2 THE PROCESS OF IMPLEMENTING UWEP IN LA CEIBA

### 2.1 Introduction to the La Ceiba case study

#### 2.1.1 *Initial contact with the UWEP Programme*

In 1995, the then-mayor of the city of La Ceiba, which is located on the Honduran North Coast, was active in all kinds of infrastructure development. She initiated a project with PASI, the Programme for the Support of the Informal Sector, and the Fund for Infrastructure, to close the Los Laureles dumpsite and develop a new landfill.

As the discussions progressed, the ideas evolved into a more comprehensive approach to improving solid waste services, and, especially, to acknowledging and strengthening the role of the informal sector and micro and small entrepreneurs who were collecting waste and sweeping streets. The technical advisor for this initiative was IPES, the Institute for the Promotion of the Social Economy from Lima Peru, which was at that time already involved in the UWEP programme doing local research on micro and small enterprises and the informal sector.

This La Ceiba initiative became connected with a more general Latin American programme developed by both the World Bank and the Dutch Embassy that was interested in providing funding for La Ceiba, Honduras, but was lacking a counterpart and an additional funding partner to provide \$20,000. IPES made the connection between the municipality, UWEP joined as partner, and the PPS La Ceiba came into being.

At that time, although the Alcaldia was interested, no local counterpart in the NGO or CBO sector emerged, since IPES was based in Peru. La Ceiba has a number of active environmental organisations, but they are focused primarily on the “blue” environmental issues of the marine environment and the “green” issues of open space preservation and biodiversity. The urban environment was not, at that time, on the agenda of any of them, nor was the state of micro and small enterprises, and there was no clear candidate for implementing UWEP, which was not only urban but also an operational-based approach.

Since IPES was most instrumental in developing an approach to MSE-based waste management, IPES, the Alcaldia and the UWEP programme agreed that IPES should work with local stakeholders to form a local NGO to anchor the activities. There was also a recruitment for a local co-ordinator, and, in spite of concerns about having a co-ordinator and counterpart at a distance, a Tegucigalpa-based co-ordinator was appointed, in part because of strong connections to PASI.

Lacking an interested existing counterpart, WASTE and IPES took the unusual step of supporting the creation of one: IPES Honduras, or IPESH was created as a daughter organisation of IPES, and brought into being for the purpose of implementing UWEP. The decision to form a new NGO, rather than working with an existing La Ceiba organisation, occurred in part because the North Coast of Honduras has a special character: while there are many intellectuals and a broad range of voluntary and non-governmental activities in La Ceiba, environment has not been a strong area of focus.

The start of UWEP in La Ceiba was positive: in September 1997 there was government support from the national government, and World Bank financing, a co-operating and supportive municipality. To handle the potential complications from the pending national election, candidates for mayor from all competing political parties signed an MoU in a televised programme. This was necessary because the existing Mayor was retiring, making place for the new mayor who was elected in October of 1997 and became mayor on January 1 1998.

The local co-ordination was done through the Alcaldia (the office of the Mayor), subsequently the lead agency for the pilot project. One of the other candidates for project co-ordinator, subsequently named to a responsible position in the Alcaldia, was designated the municipal liaison to UWEP.

### *2.1.2 What motivated the partners and stakeholders to ask for UWEP support?*

The municipality of La Ceiba was motivated primarily to close the dumpsite, and, secondarily, to make more general improvements in solid waste management. The mayor seized the opportunity to apply for grants to close the dump, but also worked to substantially improve the position of the 22 small MSE waste collecting companies, who worked as contractors but without transparent arrangements..

The idea to expand the scope of the solid waste activities, to improve collection systematically, to build public awareness, and to involve the informal and micro sector in a micro-privatisation strategy appears to have been brought into the process by IPES, together with the WASTE staffperson charged with facilitating La Ceiba. The MSE concept came about through the pre-existing relationship between IPES and PASI, and through IPES's participation in the working group, and their knowledge of the local situation.

Throughout the UWEP interventions, the La Ceiba Alcaldia remained primarily focused on the dumpsite: first planning on closing it, and then, when this appeared premature (given the lack of an available alternative site), improving its operations. Raising the collection coverage and improving the contracting conditions of the private waste collectors was always a second-level priority, and any other activities, such as micro-privatisation of street sweeping or strengthening the informal recycling sector, remained largely outside of the key priorities of the Alcaldia and its operational departments. In this sense, the UWEP programme staff were continually in a kind-of low-level tension with the municipality, since the base motivations were different. In retrospect, this tension should have been an indicator that it was time to stop, open the process, and re-orient UWEP to match the municipal priorities, but at that time, in 1997, the programme was simply too young to understand the message.

### *2.1.3 Who were the key owners of the process?*

The municipality was both the initiator and a key owner of the solid waste system, and interacted extensively with the UWEP programme during the tenure of the Municipal Manager. IPES and WASTE, and later, IPESH, were the main owners of the UWEP programme ideals and goals, with participation by ACEPESA, the Regional Co-ordination programme partner for Central America. These two sets of actors, the municipal officials and staff on the one hand, and the UWEP programme staff on the other, were joined together briefly, in part by the interests of the World Bank, FHIS and PASI, in the period 1997-1998, up until Hurricane Mitch. After this, for a combination of reasons, these parties withdrew from La Ceiba, leaving a situation and a programme intervention without clear goals or

owners. The Alcaldia, in the aftermath of Mitch, had other priorities, and, given the withdrawal of both programme funding and Honduran political support, had much less interest.

This situation was immensely complicated by the departure, in 1998, of the Honduran director of IPESH, and the concurrent long-term absence of the WASTE PPS manager, who was away for most of 1999 on a leave of absence for nearly and then abruptly moved to another organisation. IPES and WASTE also had some difficulties, with the result that IPES halted most activities in La Ceiba in 1999, but because of the change of staff, this did not become clear or official until 2000.

In 2000, as a consequence, PPS La Ceiba was without institutional memory, without core financing, without key vision and technical support of IPES, without a truly local co-ordination base or constituency, and without the political priorities of the Alcaldia. With the programme only scheduled to last until 2001, there was little time to re-orient and rebuild, and the key lack of a local counterpart complicated all of the other factors.

Still, there was some movement: ACEPESA and WASTE, in 2000, decided to analyse the situation and see what could still be done. At this point, the local MSE waste collectors emerged as key stakeholders in the UWEP process: as the parties with the most to gain and the clearest needs, they proved ultimately to be more ‘owners’ than any other party, especially given the circumstances described above.

Apart from ownership, discussion of the “process” in UWEP I is problematic, since so many unforeseen complications made it very nearly two completely discontinuous processes. In what can best be analysed in retrospect as “phase 1”, the period 1996-1999, IPES was not only a key owner of the conceptual framework, ideas and ambitions about micro-privatisation (their term is “social privatisation”), but the point of intersection and driver of decisions and process within UWEP. WASTE was a key owner of the ideas about the informal sector, but did not really have a vision of process; in this early period the municipality was also a key participant and supporter, since the objectives were consistent with the priorities of the Alcaldia.

“Phase 2” in La Ceiba began in early 2000, when there was finally time to take stock of the situation. The result was the appointment of a new WASTE staffperson as PPS Manager, and the official designation of ACEPESA as the regional management entity in charge of the PPS at local level, and to which the (relatively new) Local Co-ordinator was responsible. In the process of reconstructing the PPS, ACEPESA brought in a local consultant to work with the waste collectors, who in this period emerged as the key stakeholder and owner of the process, given that there was, outside of the municipality, no counterpart NGO or CBO organisation motivating activities related to these ideas. By this time the Alcaldia also re-entered the process and appeared to be quite interested in the process of optimising collection, and this, along with planning, became the key theme for UWEP Plus. But it was, by then, clear that the process was quite damaged, and without deep local roots and a local counterpart, even closing well was a challenge.

UWEP Plus was structured much more clearly around a process focused on ISWM assessment and planning, and the stakeholders involved in working groups of the planning initiative developed both interest in and ownership of the process. An ISWM City Manager in UWEP Plus was appointed by ACEPESA but was based in La Ceiba, which also helped with

a clearer local grounding. The key stakeholder that emerged at the end of UWEP 1 and drove the process in UWEP Plus was ESAM, the association of MSE waste collectors. At the same time the Alcaldia was less involved in UWEP Plus than in UWEP I; had fewer staff involved; and also, due to another election, was now in opposition to the party in power at National level and therefore less willing to take risks. For this reason, Key municipal officials (and ex-officials) are disappointed with the failure of UWEP to make a practical contribution to waste management in the municipality, while many of the waste collectors feel that it has in fact contributed quite a lot to their understanding of business and ability to fill their economic niche.

## 2.2 Overview of the UWEP interventions in the city of La Ceiba, 1995-2004

### 2.2.1 UWEP I

#### Structure and actors in UWEP I

In the case of La Ceiba, the primary stakeholders were:

1. the La Ceiba Alcaldia, or City Hall, the Mayor who started the process, the Mayor elected in 1997,
2. the executive staff in charge of municipal cleansing and the Municipal Manager, up until that position was abolished in 2002: the Municipal Manager was especially critical in that this post was the structural liaison for the UWEP Programme.
3. local *patronatos* (community development committees) in three *colonias*: la Alhambra, a middle class community; Los Laureles, the marginal settlement surrounding the landfill and the scavengers who live there and scavenge the landfill, and Bonitillo, a new neighbourhood constructed for families which lost their housing in Hurricane Mitch;
4. two sub-platforms brought into being in the development of the UWEP PPS, and related to the activities of consultants and staff: (1) the technical support committee, consisting of municipal employees and officials in the waste and public health departments; and (2) the community support committee, consisting largely of artists, intellectuals, and a few middle-class women from a variety of local communities; teachers; and similar;
5. the 22 independent local MSE waste collectors, organised in 2000 into the collector's association ESAM
6. several members of ESAM who organised the recycling organisation CAMARESA, which functioned for eight months;
7. schools and teachers;
8. arts and theatre groups
9. IPES Honduras (IPESH), an NGO created to manage the UWEP process;
10. recycling industries from the North Coast

#### Research and knowledge generation

- ◆ Social Privatisation Study. This study, completed by IPES (from their Peru location) in 1997-98, created a blueprint for upgrading urban solid waste management activities in La Ceiba using a comprehensive micro-privatisation approach and creating or providing contract work for 24 micro-enterprises. While it was never published, it strongly informed the overall UWEP programme approach to urban upgrading and sustainable modernisation of the waste management system. Certain elements were published in the 1998 book: "*Solid Waste Management in Latin America - the role of micro- and small enterprises and co-operatives*", Urban Waste Series 5, J. Arroyo, F. Rivas and I.

Lardinois (eds.), WASTE/ ACEPESA/ IPES, Peru. Spanish version, 1997; English version, 1999.

- ◆ The theoretical approach and information was also used in the 1999 report: “Municipal solid waste management - Involving micro- and small enterprises - Guidelines for municipal managers”, H.C. Haan, A. Coad and I. Lardinois, WASTE/GTZ/SKAT/ILO, 1998 (although Honduras is not mentioned specifically in this book).
- ◆ Recycling Study. This study analysed the potential for recycling in La Ceiba using a micro-enterprise-based approach. It was contracted to IPES, delivered in incomplete draft in 1999 by IPESH, and completed under a separate agreement by ACEPESA in 2000-2001. Some of the early research by IPES was used in the book: “*Impacto ambiental de las microempresas en Honduras*” (the Environmental impact of micro-enterprises in Honduras), PROMICRO - OIT. UWEP-WASTE co-financier. Costa Rica, 1998.
- ◆ Recycling Attitude study. This document was supposed to explore the attitudes of community members towards recycling, but failed to do so. It was neither approved nor published by the UWEP programme.

### Design and Implementation of PPS interventions

As described above in the discussion of ownership and process, PPS La Ceiba has had a troubled and largely discontinuous history, beginning in 1996 as the most ambitious PPS, with plans for an entire city cleansing and urban greening system operated by MSEs. This design was only partially “owned” by the municipality, whose main interest was always the dumpsite. It was never fully implemented, and was more or less dropped in the period 1998-1999, due to the changes in staff, the withdrawal of funding, and the shift of priorities in the aftermath of Hurricane Mitch.

After this, the PPS focused for a short time on small-scale community-based activities in primarily the social and cultural sphere, as well as in the framework of disaster relief after Hurricane Mitch. These activities were implemented, in whole or in part, but because they were isolated from the main municipal business of waste management, they had little or no effect, and in fact served to alienate the project from the municipality.

This was both a cause and a result of the politicisation of solid waste management in general, and collection in specific, which made it difficult for an outside organisation and programme, especially one without a strictly local counterpart, to organise interventions or stimulate positive change.

The second UWEP I phase, initiated in May of 2000, reached back to the original conception of supporting the small collectors and improving collection. Although the UWEP programme had by that time become somewhat alienated from the Alcaldia, the decision to work with a staffperson located in La Ceiba, and some renewed contacts, resulted in a series of interventions to strengthen the MSE collection businesses. But this too had a key problem, since the collectors are under contract to the municipality, so that supporting them is perceived as a threat to the right of the mayor to make his own decisions, either in the City’s interests or in his own political interests.

One of the last activities of the project under UWEP I were meetings with all of the new candidates for mayor, as there were municipal elections in November 2001, to gain their support for optimisation of collection, and to secure commitments to protect the livelihood of ESAM members against large-scale, internationally financed privatisation initiatives.

### 2.2.2 Specific Pilot projects and results in UWEP I in La Ceiba:

1. Improvement of waste system performance and promotion of ISWM, through strengthening the role of the association of MSEs in waste collection and recycling as a way to achieve social privatisation. This was originally a very ambitious and comprehensive pilot project, which planned to create 24 micro-enterprises and put them in charge of all urban waste activities.
2. Improving the management capacity of the municipality through developing a waste management information system (dropped, replaced by:)
3. Environmental education and organisation of a participatory urban consultation
4. Improving the working conditions of the dump pickers (dropped due to the active disapproval of the Alcaldia)
5. Installing a well in a community of families displaced by Hurricane Mitch

### 2.2.3 State of the city at the close of UWEP I

**Table 1 State of the art regarding pilot projects:**

PPS La Ceiba	
1. Improve waste management system	<ul style="list-style-type: none"> <li>- Association of MSEs received support to form ESAM, an association</li> <li>- ESAM members received extensive capacity building in enterprise management, client relations, negotiations</li> <li>- Additional research done on recycling potential</li> <li>- CAMARESA was formed</li> </ul>
2. Working conditions dump site pickers	<ul style="list-style-type: none"> <li>- Workshop held on capacity building</li> <li>- "Improved" landfill management made scavenging more difficult and housing around the landfill more dangerous</li> <li>- Landfill collapsed</li> </ul>
3. Urban consultation committee	<ul style="list-style-type: none"> <li>- Cultural committee formed for design of theatre and cultural activities</li> <li>- research initiated on people's attitudes towards recycling</li> </ul>
4. Hurricane Mitch relief	<ul style="list-style-type: none"> <li>- Well installed in the new colonia Bonitillo</li> <li>- Initial steps taken towards participatory management of well</li> </ul>
5. Local and regional co-ordination	<ul style="list-style-type: none"> <li>- IPES Peru and IPES Honduras parted company;</li> <li>- IPES Peru withdrew from the project and this became clear only later</li> <li>- ACEPESA (as regional co-ordinator) assumed management role for PPS La Ceiba</li> </ul>

### 2.2.4 UWEP Plus

#### *Changes in management structure between UWEP I and UWEP Plus*

UWEP Plus consolidated the local programme management in one organisation, ACEPESA, based in Costa Rica. The regional programme management included providing a regional programme manager, located at ACEPESA in San Jose, and a local ISWM city co-ordinator, located in La Ceiba itself. For the first time also, the regional programme manager was responsible for directly supervising the ISWM city co-ordinator; in UWEP I, there was not necessarily any link between the two.

#### *Structure and actors in UWEP Plus*

Main actors in the city in UWEP Plus:

1. The Mayor, weakened by the fact that his political party lost both the national elections, and some of the city council seats, so his access to National funds was greatly reduced;

- also, he no longer had a majority in the City Council, so all of the negotiations locally became more difficult and politically charged;
2. Municipal staff in the Unit of Services and the Environmental Unit, also weakened by the elimination of the post of municipal manager;
  3. Local private waste collectors already loosely joined together in ESAM, the waste collectors' association, who gradually shifted their focus from longer collection contracts to the potential of operating a recycling processing and buy-back centre.
  4. The ISWM city co-ordinator;
  5. Waste pickers in Los Laureles the site of the dump;
  6. Local patronatos (community development committees);
  7. Representatives of the ministries of Education and Health;
  8. Staff of the local school and high school;
  9. Students at elementary and high school;
  10. Municipal council members
  11. Technical programme manager from the DFID co-financed KaR (Knowledge and Research) programme, a collaboration of WASTE, ERM-UK, ACEPESA, and La Ceiba municipality
  12. Regional and Honduras representatives of WPP, a multi-national private sector firm based in Texas in the US, but operating from a regional office in Costa Rica

#### *Stakeholder mobilisation and analysis*

1. Contact with the municipality was re-activated in Q4 2001.
2. Stakeholder identification and mobilisation started in Q4 2001.
3. Presentation of the project to municipal officials and signing of the combined UWEP-KaR MoU (Alcaldia and ACEPESA) began in Q1 2002 and was completed in Q2 2002 in an inception workshop
4. Additional separate workshops were instituted to present the project to organisation and institutions in Q2 2002: these organisations included
  - ◆ FECOPALA (Federacion de Cooperativas y Patronatos de la Costa Atlantica)
  - ◆ REDHES
  - ◆ Ministry of Health
  - ◆ Ministry of Education
  - ◆ CURLA (Centro Universitario Regional Litoral Atlantico)
  - ◆ FUPNAPIB
  - ◆ Municipality of La Ceiba
  - ◆ ESAM
  - ◆ FUDESEDAMH
  - ◆ FUCSA
  - ◆ Chamber of Commerce
  - ◆ All available press and media, including radio, newspapers and other press; and television.
5. Workshop to form Steering Committee in Q2 2002. Steering Committee consisted of: municipal officials, universities, environmental NGOs, social organisations, patronatos, Ministry of Health and Ministry of Education; the Chamber of Commerce, and private waste collectors.. The municipal officials integrated themselves from the beginning as joint organisers, but took a passive role in the organisation. The city council members did not participate.

6. Workshop to develop a vision for Integrated Sustainable Waste Management in La Ceiba in Q2 2002.
7. Work with Steering Committee continued: four municipal ‘regidores’, or city council (municipal corporation) members, delegated by the Council, join the Committee. Their function and assignment was first to analyse the strategic planning framework (a milestone of the combined KaR and UWEP planning process) and to integrate it with the policy and political realities of the city. Later, they were supposed to become owners of the ideas, and manage the presentation of this document to the Mayor and those in charge of municipal operations. This last step never occurred, with the result that the regidores remained outside of the main line of the project and the presentation was done only by the ISWM City Co-ordinator.
8. Steering Committee organises clean up and awareness campaign in Q4 2002 and Q1 2003 in 3 neighbourhoods, with schools, patronatos and the Ministry of Education. Aim is to initiate separation at source.
9. Implementation of clean-up and awareness campaign in Q2 2003.
10. Organisation of painting contest for children in the public library, related to C-N research in Q4 2002. This was organised by the director of the Regional Office of Culture and Arts, as well as the Library “Juan Ramon Molina”. One other Regidor (City Council member), also participated. The objective was to explain, in one poster, the cycling of carbon and nitrogen as presented in the UWEP Plus C-N research theme. See figures 3 and 4.



**Figure 1. Drawing CN La Ceiba**

11. The Alcaldia offers office space for the office of the UWEP ISWM City Co-ordinator. While this offer represented a high point in the engagement and goodwill of the city, it was not implemented until much later. Even then, when an office was made available in the office of public services, it proved incompatible with the conditions of work needed for an international project, so UWEP vacated the office and found other space.
12. Alcaldia pays the airfares of 2 municipal staff to visit Costa Rica for a study tour of a variety of waste management activities, including recycling, awareness campaigns, street sweeping, composting, municipal management, landfill management and integrated waste management.

### *ISWM planning and assessment*

This process was closely integrated with the activities of the KaR project, which made the Strategic Planning Guide developed by ERM-UK available to the La Ceiba planning process. The activities included

1. Develop baseline document, translate to Spanish.
2. Solicit feedback from Steering Committee on baseline document in Q3 2002
3. ToR for Strategic planning process developed.
4. Steering Committee subdivided into 5 working groups.
5. Steering Committee selects 'prioritised alternatives' to elaborate Operational Plan (Q1 2003).
6. Options for the Strategic Plan drafted and discussed with municipal committee/regidores appointed by the Alcaldia to support the planning process (see description above).



**Figure 2.** One of the price winning drawings of the contest, La Ceiba

**Table 2. Priorities selected by the municipal committee**

**Component 2: Collection and recycling of waste materials**

**Re-use**

<b>Options for users</b>	<b>2003</b>	<b>2008</b>	<b>2013</b>
a.- <i>Users</i>			
<ul style="list-style-type: none"> <li>• to sell or give their source separated materials</li> <li>• to process items and materials for their own use</li> </ul>	X	X X	X
b.- <i>Collectors</i>			
<ul style="list-style-type: none"> <li>• prevent from forming an entity ( ?)</li> <li>• provide incentives to form micro-enterprise</li> <li>• achieve an improvement in salaries</li> </ul>	X X X	X	X
c.- <i>Waste pickers</i>			
<ul style="list-style-type: none"> <li>• provide incentives to form micro-enterprise for separate collection at source</li> <li>• implement disincentives for scavenging the landfill</li> </ul>	X	X	
Establish standard methods for collection	X		
Characterise the waste which is to be recovered and identify appropriate processing	X		
Recycling market analysis, and resulting feasibility analysis for recovering materials	X		
Study the legal impacts of the proposed recycling approach	X		
Offer incentives to potential or latent entrepreneurs:			
<ul style="list-style-type: none"> <li>• Capacity building</li> <li>• Providing sites for the activities</li> <li>• Co-financing and Technical Assistance</li> </ul>	X X X		

**Recycling**

<b>Alternatives</b>	<b>2003</b>	<b>2008</b>	<b>2013</b>
Provide incentives for the formation of MSEs		X	
Determine which waste materials will be recycled	X		
Analyse the markets and prices	X		
Train workers in operating the cashier function		X	
Determine the legal form	X		

**Collection coverage**

<b>Alternatives</b>	<b>2003</b>	<b>2008</b>	<b>2013</b>
Place stationary containers	X		
Extend collection coverage			
<ul style="list-style-type: none"> <li>• Additional routes</li> <li>• Evaluate efficiency and effectiveness and economy of scale of routes</li> </ul>	X X	X X	X X
New collection methods	X	X	
Shift the fee basis for collection from fee per household to volume-based fees	X	X	
<ul style="list-style-type: none"> <li>• Promote change of attitude in the population</li> <li>• Use of bags</li> <li>• Schedule and frequency</li> <li>• Avoidance of contamination</li> <li>• Compliance and feedback from supervisors to the clients</li> </ul>	X X X X	X X X X	X X

### **Component 3: Treatment and disposal of solid wastes**

	<b>Objective 1: Close the municipal dump</b>	<b>Objective 2: Development of a sanitary landfill in La Ceiba.</b>	<b>Objective 3: Promotion of composting of organic waste.</b>
<b>Alternatives</b>	The alternative of a technically appropriate and environmentally sound closure of the landfill is ultimately the only choice. The group considered it unwise to wait longer than 2003 before arranging a concession to a private operator, because they found that the municipality lacked the technical and financial capacity to do it itself	The only viable alternative for the city is the design, construction and operation of a sanitary landfill.  Over the longer term, it is possible to evaluate the potential for a regional or multi-municipal landfill.	Strengthen the gardens and orchards for students programme of the Regional Department of Education to introduce and elaborate a complementary programme for making and using compost in the schools in La Ceiba.  A short-term goal is increasing the number of participating students, and then introducing new elements
<b>Institutional Framework</b>	At the level of the municipal corporation there is a need to establish investment priorities for specific investment plans. Establish a genuine office of public relations and promotion that will develop a strategy to create and promote the image of a clean, responsible and responsive city that deserves the allegiance, compliance, and payment of fees from its citizens.	Preparation of documents and teams at the municipality that can assume the management and administration of the (privatised) operations of the waste management system.	
<b>Financial Aspect</b>	Make the case to the National Congress that there is an urgent need for funds for waste management in the City	Continue the process of feasibility studies for the landfill (which has already been initiated by the Secretary of Finance) to qualify later for financing from the Inter-American Development Bank (IADB).	
<b>Consciousness-raising and community education</b>	The priority is to work towards promoting a change in culture, to move from delinquency in payment and non-payment to a culture of compliance, payment of fees and charges, and valuation of a high level of service	An education campaign is needed for the entire community in and around the landfill. Specifically, it will take some time for the residents in that community to understand that a sanitary landfill is not an open dump, and that it functions differently. The beginning is a stakeholder mobilisation and analysis.	

### *Capacity building*

1. UWEP+ city co-ordinator developed action plans with the Alcaldia.
2. UWEP Gouda, ACEPESA and KaR staff gave technical advice to the Alcaldia about the WPP proposal for privatisation of landfill
3. Workshops were offered as follows:
  - ◆ Workshop on landfills: given by the staff of ERM for the KaR-UWEP Planning process to the Steering Committee, Municipal officials and representatives of press and media;
  - ◆ Optimisation of collection routes: given by the staff of ACEPESA to the private collection companies and municipal public works staff;
  - ◆ Institutional strengthening for successful private sector participation in waste management: Given by the staff of ERM for the KaR-UWEP Planning process to municipal officials;
  - ◆ Negotiation and conflict management: given by the UWEP Regional Programme Manager, ACEPESA to the collection entrepreneurs;
  - ◆ Management of solid waste: workshop class given by the UWEP ISWM City Co-ordinator La Ceiba and a colleague to students at the School Quintanilla Jàcamo, Instituto Maria Regina and El Instituto Politécnico. The course was designed to have both a classroom and field component: attendees visited the landfill.
  - ◆ Workshop on financial and economic aspects of collection, and setting collection rates: given by the UWEP Regional Programme financial staff, ACEPESA to the ESAM members and municipal officials.

In addition to the capacity building, UWEP Plus offered study visits within Central America:

- ◆ Study tour for two municipal officials to visit solid waste management activities in Costa Rica;
- ◆ Study tour of regidores/municipal committee members to Puerto Cortez in Honduras to study the operation of a public-private joint venture in solid waste management;
- ◆ study visit to Costa Rica for the engineer contracted to work with the ISWM City Co-ordinator
- ◆ An additional study tour to San Francisco to see waste collection equipment and equipment for separate collection of recyclables was cancelled when it appeared that enough could be learned by looking at pictures of trucks.

Capacity building for local private entrepreneurs and ESAM is discussed under Section 2.3.

### *C-N research*

The research under the C-N theme was designed, as in the other three PPS cities, to develop new information about the relationship between waste management activities, especially in the framework of ISWM, and the atmospheric cycling of carbon and nitrogen (C and N).

Activities under this theme included:

- ◆ finalisation of the ToR for C-N research: Q1 2002
- ◆ Signing of the contract in Q2 2002.
- ◆ Identification of required data in Q2 2002.
- ◆ Co-operation agreement with FECOPALA in Q3 2002 for collaboration on the C-N research and as a way to integrate the results of the environmental C-N research in the Honduran approach to waste management as presented by the national government to the *patronatos*

- ◆ Data collection and modelling in Q3 2002 up until the working meeting in Q2 2003
- ◆ Poster contest for children (see Stakeholder mobilisation) in Q4 2002
- ◆ Working meeting of all C-N researchers in Gouda in March (Q2) of 2003;
- ◆ Drafting of final reports for C and N cycles during Q3-4 2003.

### Pilot projects

Proposals were elaborated by the ISWM City Co-ordinator and regional programme manager in consultation with the KaR technical staff, Steering Committee, municipal officials and private waste collectors. The proposal for pilot projects was based on the priorities set by the Alcaldia and the city in the strategic planning framework, in which the waste collectors also participated.

A work plan was developed for pilot projects, together with the Regional Programme Manager and the UWEP Plus Programme Manager in Q4 2002. At that time, it was planned to (further) develop and implement four pilot projects:

- ◆ PP1: Privatisation of street sweeping, by organising the existing street sweepers into an MSE;
- ◆ PP2: Strengthening of private waste collectors with the goal of improving their contracting situation and moving to three-year contracts, which would allow them to have access to bank loans for new equipment.
- ◆ PP3: Work with waste pickers at dumpsite in Los Laureles to improve their working conditions and strengthen their recycling activities; and
- ◆ PP4: Preparation and conducting of an awareness campaign.

Of these, PP1 was dropped when the (women) street sweepers themselves said they were not interested in losing the benefits associated with being municipal workers. PP2 was implemented and provided a lot of activities, but fell short of its goals, because the mayor, under political pressure, would not follow through on his commitment to give longer contracts; PP3 proved not feasible, and was shifted to construction of a recycling centre under several ESAM members, and PP4 is described below.

### *2.2.5 Conclusion*

PPS La Ceiba had only limited success in facilitating bottom-up development processes in urban environmental management. The main success but also the main disappointment was in relation to the activities to strengthen the small private waste collector sector. A number of capacity building activities increased the knowledge and capacities of the ESAM members, and the final pilot project put a recycling centre into their hands, which will help to improve their functioning, increase income generation, and stabilise their businesses over the longer-term.

The main disappointment was the inability of programme staff to leverage longer contracts, more secure livelihoods, and access to commercial financing. These disappointments had their roots in the series of setbacks and changes in 1998-1999, from which the PPS, without deep local roots, was never fully able to recover. The lessons, as mentioned above, strongly reinforce the ISWM framework in its attention to ownership and mobilisation and involvement of all stakeholders, not only the local authorities.

## 2.3 Featured pilot project or activity in UWEP Plus

Because of the interruption caused by Hurricane Mitch, the change of programme management partner (IPES to ACEPESA) and the change in staffing and local co-ordination (IPESH in UWEP 1 and ACEPESA with an ISWM City Co-ordinator in La Ceiba in UWEP Plus), the pilot projects for the La Ceiba PPS were almost completely discontinuous between UWEP 1 and UWEP Plus. This it is not possible to speak of one pilot project for the entire seven years (1997-2004), but rather only of the pilot projects in UWEP Plus.

In La Ceiba the focus of the pilot project featured in UWEP Plus was:

- ◆ Organisational support work with the waste collectors and ESAM

In this, there was an important role played by political influence on the project (elections, relation mayor and project, etc.), which affected both the activities and also the outcomes.

### 2.3.1 *Why this pilot project?*

This pilot project was selected for several reasons:

1. it was related to, although less ambitious than, the original grand micro-privatisation scheme, in that it maintained the focus on the activities of micro and small enterprises;
2. it focused on understanding and supporting existing private sector entrepreneurs, and strengthening their position in relation to the Alcaldia; in this sense it was consistent with other UWEP 1 and UWEP Plus activities to support and legitimise the MSE sector;
3. the ESAM members were the main stakeholders, outside the Alcaldia, who had shown a consistent interest in the UWEP and UWEP Plus activities;
4. it has high relevance to processes in the region. Specifically, everywhere in Central America, the role of small private collectors is at risk, due to the effects of large-scale privatisation supported by the Inter-american Development Bank, the World Bank, and other international institutions. In Central America, this process is strongly influenced by US policies, and driven by the economic ambitions of North American firms, but is not limited only to firms from the US and Canada: European and Asian companies are also active.
5. the dominance of the view that the right development path for Central America is to follow the OECD countries' choices of technology. This is especially evident in the case of compactor trucks, which are seen as a panacea for municipalities, and are widely considered to be the embodiment of efficiency, modernisation, cleanliness. This dominance undermines viable collection using other kinds of vehicles which operate better on the local waste stream, collect more efficiently, and have affordable operations and maintenance costs. In place of investing in, for example, cattle trucks, waste collection contractors are actually forced (by their client municipalities) to buy second-hand compactors whether they like to or not, in the widespread belief that these vehicles solve all possible problems.
6. it also emerged as a priority in the UWEP-KaR strategic planning process

### 2.3.2 *Goals*

The goals were to introduce the ISWM principles of efficiency, equity, fairness, and sustainability into the activities of waste collection in La Ceiba.

### 2.3.3 *Activities and results*

The main approach, which started at the very end of UWEP 1, was to work to build the capacities, negotiating position, legitimacy, knowledge, and effectiveness of the 22 small private collectors, some of whom were or became members of ESAM, the collectors' association, and a few of whom had made an initiative, in 2000, to start CAMARESA, a recycling organisation which functioned for only eight months.

In spite of the seemingly strong reasons to choose this as a PP in La Ceiba, there was always, on the part of the Alcaldia, considerable ambivalence about strengthening the small haulers, as it appeared to the Mayor to offer a potential threat to the financial and negotiating position of the Alcaldia, as the giver of the contracts. At certain moments in UWEP Plus, when the Mayor himself felt his political position vis a vis the national government and the city council to be more secure, he and his staff were positive and actively supportive of the activities of the PP. At other times, especially in moments of political stress, he and his staff were either passive or resistant to the activities and their potential effects.

#### PP2: Strengthening of private waste collectors

UWEP activities included:

- ◆ Technical analysis of collection routes and redesign of collection routes with private waste collectors;
- ◆ Technical analysis of costs and rate-setting;
- ◆ Institutional strengthening;
- ◆ Workshop about optimum design and execution of routes and institutional arrangements for private collectors and municipal staff;
- ◆ Approach to collection within the strategic ISWM planning process;
- ◆ Proposal for reorganisations of routes submitted to the mayor and municipal staff;
- ◆ Negotiations between the Alcaldia and the private entrepreneurs to improve the terms of the contracts, specifically to lengthen them to more than three months.

While the collectors themselves were positive over the activities, the influence of UWEP Plus was not sufficient to change their contracting terms very much. In the middle of the project, that is, in the period January-May 2003, the mayor himself agreed to longer-term contracts, but with a co-operative or larger firm, rather than with individual MSEs, and based on a commitment to get better vehicles and equipment. This stimulated a development where the entrepreneurs divided into two groups (proto-firms) and initiated the process of legalisation and registration of two separate firms. One of the firms, consisting of the ESAM members and those most closely involved in the UWEP Plus capacity building activities, made a proposal for a different routing plan, submitted it to the Mayor, and proceeded to seek financing for renovating or replacing the equipment.

While the Alcaldia consistently said they supported this initiative, their actions indicated both ambivalence and even resistance. Thus when it appeared that financing would only be forthcoming with a municipal guarantee or a contract for more time, the Mayor refused to provide these.

The contractors also had difficulty in holding a position of solidarity for purposes of negotiation, as many of them also had a political relationship to the Mayor, and felt (a) that he had already done much to improve their position (in his first term, he raised the value of

the contracts considerably) or (b) that they did not want to risk their contracts by making individual or collective demands. At the very end of the project period it appeared that several members of the ESAM group had had some new insights and in fact were ready to take action, but by this time the period of UWEP Plus had run out, and there was a decision to exit La Ceiba rather than continue in a place that had proved so problematic.

In this, the Alcaldia maintained, with some reason, that the entrepreneurs were never able to present a creditable proposal to the City, nor to organise financing for new equipment. Specifically, the entrepreneurs were not able to qualify for loans because their experience was individual, and the firm itself had no track record. They could have qualified if there were external loan guarantees or collateral to cover 60% of the requested loan sum, but the vehicles to be purchased were not accepted as collateral.

This financing barrier held valid for as long as they had only short-term contracts, so the situation became a catch-22: the Alcaldia would not give contracts unless there were new trucks, and there could be no financing for new trucks unless the Alcaldia gave longer-term contracts. The UWEP Plus interventions were not able to help the Alcaldia or the ESAM members out of this impasse.

A key lesson here goes back to some of the original ideas of UWEP and ISWM: even with support such as the UWEP programme provided, the institutional boundary conditions make it difficult for the MSE sector to take steps to a higher level of capitalisation or operations. La Ceiba is a good example of a case in which a partnership with a Northern municipality (like a Sister City) or bank, either of which could have provided vehicles or financing for vehicles, might have made a difference, in giving the private collectors access to the vehicles that were required to have longer contracts.

As a result, when the final attempt at better contracts with the Alcaldia appeared to have reached an impasse, both the entrepreneurs and ACEPESA as the regional programme manager shifted the emphasis, to leave something concrete behind with the UWEP exit from La Ceiba. This shifted to a focus on recycling, and the resulting PP activities had the following results:

- ◆ Private entrepreneurs dissolve ESAM and reorganise themselves into two companies (Q1 2003). Group A: Younger (contracts started less than 6 years ago), better routes, better equipment. Group B: Older (contracts of 8 years and more), more difficult routes, older equipment. UWEP + support focuses on Group B.
- ◆ UWEP staff consults with the group to identify training needs of private entrepreneurs.
- ◆ Group B indicates interest in running recycling centre, which has been considered in UWEP I but is then planned in under UWEP Plus. They agreed to give the waste pickers of Los Laureles preferential treatment regarding hiring and buying from them, but prefer not to involve them in direct operation of the centre.
- ◆ Discussions with potential buyers of recyclables,
- ◆ discussions with local industries who could produce pre-processing equipment locally
- ◆ Training of private waste collection entrepreneurs in conflict management, negotiation and operational cost calculation precede opening of the centre.

On the basis of this, the decision was made to focus on the recycling centre (“centro de acopio”) and to prepare it and train the waste collectors as part of the UWEP Plus final activities and exit strategy. In addition, because of the late date at which this decision was

made, ACEPESA made a commitment to stay involved for six to 12 months beyond the end of the official UWEP Plus programme period, to facilitate a good transition to sustainable operations.

The development of the centre comprised the following steps:

1. rental and renovation of the building for the centre
2. purchase of the baler, circular saw/cleaver and the rest of the equipment recommended by ACEPESA and external specialists;
3. capacity building in administration of the centre
4. training in operating the machines and the control mechanisms
5. training in marketing and commercialisation of recycling

The recycling project also attracted the attention of the Coastal Sustainable Tourism Project (which has a prosperity fund), which considers the recycling initiative to be of great importance to the City. The project is now promoting separation at source for hotels who are part of the Project, and beginning in June the Project will disburse funds for purchase of equipment (at the Centre) such as grinders for plastic, and a 2.5 ton collection vehicle.

The work with the two collection companies and the Alcaldia came together in two additional activities, integrating the centre into municipal waste management in La Ceiba:

1. formulation of a framework for the municipal waste management regulations;
2. preparation of a model contract by area for the service of collection and transport, as analysed by municipal staff and the collection entrepreneurs.

#### *2.3.4 Stakeholder engagement, mobilisation, involvement and ownership*

The stakeholder engagement, mobilisation, involvement and ownership was in UWEP (1 and) Plus divided into two main areas of activity:

1. extensive investment of time and expertise into building the capacities of the collection entrepreneurs and municipal staff in technical subjects, such as route planning, technical aspects of green space management and street sweeping, beach cleaning, collection contracts, the landfill, separation at source, recycling, administrative management, institutional strengthening, marketing, client management, and the like. Here the main actors were the municipal staff (manager and route supervisor) and the collection contractors.
2. Secondly, this same type of activity, but with a different focus, took place with the Steering Committee. This group consisted of higher-level municipal officials in public services and environment, officials from the health and environmental ministries, and the NGO agency FECOPALA. In the early meetings in the ISWM-strategic planning process, there was also considerable participation of environmental organisations and the collectors, but this did not continue into the planning process.

## CHAPTER 3 THE IMPACT OF UWEP ON THE CITY

### 3.1 Situation in the city of La Ceiba before UWEP

The specific UWEP-Plus goals are to contribute to:

- ◆ **Building of *capacities* of local actors**
- ◆ **Development of appropriate *models***
- ◆ **Establishment of functional *systems***

How has this worked out for the city of La Ceiba? How was the situation before UWEP I?

#### 3.1.1 *Capacities of local actors*

Capacities of local actors, specifically the mayor, city councillors, and staff, have grown somewhat, with the most attention and results in relation to the staff. The ESAM/private collectors report that they have better self-confidence and more knowledge, but that this does not necessarily translate to overcoming barriers. The waste pickers at Las Laureles have remained largely outside of the process, but the city is perhaps a bit more sensitive to their position. The awareness campaign did focus on residents and patronatos, so a certain amount of change in capacity can be expected there.

#### 3.1.2 *Appropriate models*

In this area, the UWEP approach, especially UWEP I, promised much but delivered little in La Ceiba. At the close of the programme, the threat of external large actors entering la Ceiba and driving the collectors out of business is greater than at the beginning.

#### 3.1.3 *Functional systems*

UWEP has introduced some ideas about separate collection of recyclables, and also has financed the recycling centre. These systems are just beginning to be functional.

### 3.2 Situation in the city of La Ceiba now

The main general change in La Ceiba is that there is more attention to and awareness of the solid waste problem and more interest, by a wider number of actors, in potential solutions to waste management problems.

The investment in capacity building for the small MSE collectors has resulted in some improvement in their operations as well as their active involvement in recycling, which fills a gap that was previously unattended. Especially in the area of recycling, the collectors have made big steps and appear to be on a steep learning curve that will improve their situation and the La Ceiba environment in a practical way.

It can be said here that the collectors have gone as far as the boundary conditions permit them in turning the capacity building they have received into implementation, but that up until the present time, the room for improvements has been limited. Still, changes in the activities of the collectors compare favourably with the changes in municipal operations: the municipal staff, although they have actively participated in the trainings, have succeeded to a much lesser extent in bringing the information into their work than the collectors.

There has also been some increase of interest in schools, colleges (high schools) and neighbourhoods who participated in formulating the pilot plan (as part of the committee) for three neighbourhoods, which have instituted separate collection of recyclables.

### *3.2.1 Capacities of local actors*

Under UWEP I:

- ◆ The intensive capacity building trajectory with the independent collectors and ESAM (the association of the collectors), in the period July-November 2001, including a peer exchange and attendance of a conference in Costa Rica, resulted in the first stage of capacity building for the collectors.
- ◆ Work with the Technical Committee of the Alcaldia to build their own, primarily technical knowledge.
- ◆ Raising the profile of waste management in the general public, and with a wide variety of social and cultural groups in the city of La Ceiba
- ◆ Mobilisation and maintenance of a certain level of political commitment to waste management, in a country where this is rare
- ◆ Raising the consciousness of and the performance standard of urban cleanliness in the centre of the city, including an estimated increase of 14% in collection coverage

Under UWEP Plus:

- ◆ Private waste collection entrepreneurs: more organised, more self-respect, more coherent as a group. Skills in negotiation and conflict resolution.
- ◆ Alcaldia: more knowledge and awareness of solid waste assessment and planning. This is illustrated by the fact that in 2003, the staff of UWEP La Ceiba offered support to another municipality in Honduras to help analyse its waste management
- ◆ The Alcaldia also gained more knowledge on stakeholder involvement and on contracting of private companies for landfill management.

### *3.2.2 Appropriate models*

UWEP I sought to make La Ceiba into an example of a complete micro/enterprise-based approach to urban services. This ambitious approach was never implemented. La Ceiba remained with the existing small scale collectors, a system which had and has the potential to be sustainable but is vulnerable to large/scale privatisation from outside. During the years of UWEP Plus, there was proof of this vulnerability, as the interest of a number of local, national and international politically powerful individuals and firms, who sought to have an exclusive collection contract. This would have driven the small collectors out of business and threatened their livelihoods. This threat is still active in La Ceiba.

### *3.2.3 Functional systems*

La Ceiba had an already functional waste collection system based on MSE collectors at the time of UWEP I; the landfill was only marginally functional, and there was no formal recycling system (and very little informal recycling).

The goals of UWEP I and Plus were to strengthen and broaden this system. In this sense, both programmes failed to reach their objectives. The recycling exists, but early experience indicates it will be some years before it reaches capacity or sustainability.

La Ceiba has now a contract with WPP to renovate the landfill: there are divided opinions about whether this threatens, or contributes to, sustainability. On the one hand, it is possible that WPP would not have focused on La Ceiba, had there not been an international project there that raised local interest in solid waste and built capacities to the extent that the Alcaldia would take action. In principle, La Ceiba is too small a landfill to attract WPP: by their own statement, they see it as a chance to enter the Honduras market and create a track record.

It is debatable, and only time will show, whether this represents a positive or negative development, and a functional or parasitical system. One key question is whether WPP will be capable of landfill operation; and if they are, a much more critical question is whether landfill operation will be enough for them, or whether they will poach the collection routes of the MSE collectors to improve their profitability. Up until the time of this writing, a short year into the contract, they are focusing on the landfill, and any expansion tendencies appear to be leading towards new landfills, rather than an entry into collection. This is good news, since if WPP chooses to stay in La Ceiba and limit themselves to landfill management, this could indeed prove to be a contribution made by the UWEP programme to sustainability and functional systems.

### **3.3 Conclusion: what has been the contribution of UWEP?**

La Ceiba is seen as the least positive PPS because it has failed to make a practical contribution to the situation, something largely attributable to its failure to mobilise municipal leadership and progressive, sustainable change. This means that even the positive developments such as capacity building have not had much effect, and the effects have not been lasting.

In spite of this, there does appear to now be a kind of concentration of technical knowledge and information in the municipal staff and waste collectors in La Ceiba, and they are beginning to get some recognition. It may be that when the political situation changes, this knowledge will come out in more active and sustainable ways.

La Ceiba does now have a solid waste plan, something few Honduran cities have; it has a privatised collection system with private operators who have a high level of capacity to think for themselves and manage change; and it has a private operator involved in renovating the landfill in an environmentally responsible way. The presence of the UWEP programme and KaR co-financed planning project had a direct influence on the first, and an indirect relation to the second. This is some kind of movement: whether it is progress is something the future will tell.

## CHAPTER 4 LESSONS LEARNT

### 4.1 Analysis

The KaR-UWEP planning process in La Ceiba took the UWEP programme into new areas, and with the formation of the Steering Committee, there began to be a local anchor for the UWEP programme activities. According to UWEP programme staff, the weaknesses and obstacles encountered in establishing a strong steering committee include:

- ◆ The process was too slow and took too long, so participants had little sense of movement or progress, which lowered their motivation;
- ◆ The process was too abstract: there was too little in the way of concrete, tangible, practical results, and also nothing tangible for the committee to do;
- ◆ The Alcaldia never took the leadership of the process, and remained outside the coordination and actions.
- ◆ This created, for the planning initiative, a permanent crisis in legitimacy that inhibited many actors from participating fully;
- ◆ As a result, the process as a whole was not clearly in the ownership of any local stakeholder.

In spite of this, a number of lines of activity and ideas did make it through, and to the extent that the Alcaldia adopted these lines, there was some ownership of the content of the PPS. Some of these initiatives appear to be likely to bear fruit in the next 12 to 18 months. Perhaps the most significant of these is the intention now stated by the Alcaldia to form a mixed company (public-private) to operate all public services.

Another actor with some potential to have more of a protagonist role in the future is the College Institute Maria Regina. This year, as a result of the work in the community, they are implementing a source separation programme in all of their buildings and facilities.

The general absence of the media in the process probably hindered its progress, but this is typical of Honduras, where the media does not see itself in any kind of educative role in relation to the population, unless there is a direct payment for advertising or publicity services.

In spite of the ambiguous contribution of UWEP, La Ceiba does now have four pieces of solid waste infrastructure which are rare in Honduras: a solid waste plan; collection infrastructure (including information on route optimisation, if the City chooses to implement it); a recycling centre, and a private landfill operator renovating the old landfill. The direct interventions produced the first two and strengthened the third, and the last can be related to the generally elevated level of attention and activity around solid waste generated by the UWEP programme.

All of these results would be strengthened if and when the political situation permits the Alcaldia, either in the current administration or the following one, to re-enter the kind of proactive leadership that first led to the choice of La Ceiba as an intervention site. When that happens, the effects of the work with ESAM and the municipal staff, the general raised level of awareness and capacities, and the development of the recycling centre are likely to form the basis for a rapid series of local developments and improvements to urban environmental management.

#### 4.1.1 *Lessons learned*

The lessons learned in La Ceiba are more useful for the strengthening of the ISWM paradigm and approach than they have been for the citizens of La Ceiba, but even so, they are of considerable value, and can be summarised as follows:

1. an ISWM intervention has to be demand-driven and respond to a clearly articulated need that local stakeholders and local authorities themselves recognise. This demand also needs to be a priority for the municipal and external stakeholders themselves. This establishes both engagement and legitimacy of the intervention, both of which were weak or lacking in the UWEP years in La Ceiba.
2. political will and a favourable political macro-landscape are both critical to integrated and sustainable management of solid waste; without clear demand from the citizenry, a high priority will not be assigned to solid waste, and so political will may be at risk.
3. when political will or attention is lacking, the importance of a local constituency or interest of local stakeholders rises correspondingly, as this is a path to either changing the focus of the politicians or changing the politicians themselves in a following election. Therefore, community mobilisation rises in importance as a first step to working in municipalities with low political interest in waste management.
4. interventions depend on a strong counterpart both inside and outside the Alcaldia. Outside stakeholders should have political reach, in addition to their other characteristics. The municipal counterpart needs to have both a political and technical relation to the work of the programme.
5. co-ordination or management at a distance does not work in ISWM. During UWEP I, problems occurred both because the co-ordination was in Tegucigalpa and the technical management in Peru. The shift between UWEP Plus and UWEP I improved the situation, but could not compensate the damage done by the distance approach in the beginning.
6. longer-term interventions depend for their effectiveness on the base laid in the early years. In La Ceiba, even the concentrated and heroic efforts in UWEP Plus could not compensate for early errors and the weakness of the base relationship with the Alcaldia.
7. municipalities expect investment, so that the line taken by a “soft investment” programme like UWEP cannot compete with a practical offer of investment from a firm like WPP
8. the methodology of the intervention is critical to effectiveness and sustainability. On the one hand, the programme itself becomes a model of good governance, and if it is not rooted in demand and transparency, the model itself is not useful. On the other hand, the methodology has to fit local circumstances. The planning methodology used in UWEP Plus/KaR was partially but not fully adapted to local circumstances.
9. any intervention, but especially a multi-year programme, has to have broad and formalised political support, in the form not only of an MoU, not only from the mayor but also from the municipal council, national and provincial governments, and the like. Any of these actors could lose their position or power, and the programme then has to be able to count on the other actors for support.

#### 4.2 **Obstacles and barriers**

Any project faces conditions that hamper or impede its progress at some stage. The UWEP I and UWEP Plus programmes in La Ceiba encountered several problems during their implementation, related to:

In la Ceiba, the following factors contributed to the outcome.

- ◆ Solid waste was not a priority of the local government, which had little interest (and lost even that when the big money from the World Bank was withdrawn in 1998)
- ◆ Governance in La Ceiba relied (relies) on decision making centralised in the office of the mayor, leaving little room for negotiation;
- ◆ The priority-setting of the Alcaldia was influenced by circumstances external to the solid waste system, and lost momentum;
- ◆ There was a low interest of other social actors and stakeholders to participate in planning or advocate for improvement;
- ◆ There is a pervasive culture of clientalism and the politics of patronage and friends in La Ceiba;
- ◆ The timeframe of the project did not match the pace of autonomous change in La Ceiba, and forced some decisions which were far from ripe;
- ◆ The project could not count on any reliable existing data, nor on a consistent level of municipal collaboration in gathering that data;
- ◆ The local authorities themselves had low credibility and few interests outside economic and political topics;
- ◆ The reliance on external co-ordination (based in Tegucigalpa) in the UWEP I years probably interfered with the establishment of strong local connections to other organisations or donors for financing improvements;
- ◆ in the transition from UWEP I to UWEP Plus, the change in political parties at the national level undercut the previous support of the mayor, and became an excuse for him to avoid making decisions, especially difficult ones like accepting the recommendations for redesigning the collection routes;
- ◆ this political change accentuated the divergence of priorities, so that at a time when UWEP Plus counted on more municipal support and engagement, there was in fact less;
- ◆ the loss of the municipal manager removed a key piece of institutional infrastructure that weakened the Alcaldia and the programme's connection to it.

#### *4.2.1 Institutional weaknesses*

One of the institutional characteristics of PPS La Ceiba is that it is the only PPS in which an organisation was created to manage a PPS. This institutional form proved in some ways to be the Achilles heel of the PPS.

The organisation that managed the PPS, IPESH, was created for the purpose of being the UWEP counterpart by the Peruvian organisation IPES, with support and agreement of WASTE. The resulting daughter organisation had no roots in La Ceiba, and also no history in Honduras at all. This might have been offset if IPESH had taken on personnel from La Ceiba, made stronger contact with people active in La Ceiba, or put the co-ordination in the hands of a local organisation or individual, but this did not happen until the end of UWEP I. UWEP Plus did benefit substantially from having a local ISWM city co-ordinator on site.

This institutional isolation was partly responsible for the failure of the original ambitious PPS plans. One element of the institutional weakness was the reluctance of the Honduran government to contract directly with an organisation which was not Honduran, although this organisation ultimately did win the tender (and the agreement fell apart for other reasons).

Unlike the case with other local co-ordinators in UWEP, this situation also meant that the first IPESH staffperson who worked as the La Ceiba Local Co-ordinator had the task of

creating a constituency and building stakeholder platforms totally from scratch. There were no natural connections to any of the stakeholders. This institutional isolation changed little over the elapsed period of the PPS, so that even at the end of the active PPS period, links to genuine stakeholders in La Ceiba remained tentative, weak, and lacking in history.

#### *4.2.2 Relationship with the municipality*

The strongly politically biased activities of the PPS were both a strength and a weakness in relation to the Alcaldia. The strength of the political orientation of the LC gave her entry into the Mayor's office, and there is little doubt that she had the ear and the full attention of the mayor during the "first phase", which in some sense was the most important three years of PPS operation. This had a strong effect in terms of municipal good will and co-operation.

The weakness of this political character of the relationship is that substantive relationships and activities with technical and operational staff remained weak and superficial, and the professional credibility of the PPS was not well grounded. Public works professionals treated the PPS as a political programme, not as a source of technical exchange and ideas. The substantive activities with the haulers and the landfill that occurred at the end of the PPS introduced some additional dimensions, and may have altered this somewhat. In UWEP Plus this improved with local co-ordination.

### **4.3 What is typical ISWM of the process and results?**

ISWM, had it been fully formulated in 1997, would have informed the initial phases of the PPS and could have resulted in a different set of decisions about the involvement of UWEP and the set-up of the programme.

### **4.4 What is typical for this city?**

The high level of politicisation of solid waste combined with low level of prioritisation are somewhat typical for Central America, where local authorities have a weak relation to public services except at election time, when they promise big improvements. For La Ceiba, the emphasis on the arts and education is quite typical of the city, but, when applied to solid waste in the PPS context, these produced some interesting results but further alienated the Alcaldia.

## CHAPTER 5 CONCLUSION

While PPS La Ceiba cannot be considered a success, it had several positive results, both in La Ceiba and for ISWM in general.

1. it raised knowledge and information at the municipality of La Ceiba
2. it built confidence and capacities of the local MSE sector
3. it raised the profile of solid waste in La Ceiba and Honduras
4. it produced an example of an strategic ISWM plan in Honduras.
5. La Ceiba has a recycling centre and a private landfill operator.
6. it showed the importance of ownership, local demand, and local control for sustainable change in the urban environment

While these do not add up to a success, they do suggest that the programme delivered some value locally, and added to knowledge of ISWM processes.

## ANNEX 1 UWEP TIMELINE AND KEY EVENTS

YEAR AND COLLABORATORS	GOALS AND OBJECTIVES	ACTIVITIES/PRODUCTS (SUMMARY)
1997 PASI, ILO-PROMICRO, IPES, World Bank	<ul style="list-style-type: none"> <li>- Social Privatisation</li> <li>- Urban waste management</li> <li>- Waste services to low-income communities</li> </ul>	<ul style="list-style-type: none"> <li>- Reconnaissance missions, appointment of local co-ordinator, signing of MoU, TOR for research</li> </ul>
1998 La Ceiba, PASI, IPES, LOO-Pro-MICRO	<ul style="list-style-type: none"> <li>- Develop and test concepts for collaboration of public, private, and community sectors in ISWM</li> </ul>	
PP1: Urban Environmental Management	<ul style="list-style-type: none"> <li>- introducing efficiency in environmental management by transferring the services to micro and small enterprises</li> <li>- Reducing investment costs</li> <li>- Stimulating participation of the population to achieve changes in behaviour and attitudes</li> </ul>	<ul style="list-style-type: none"> <li>- capacity building</li> <li>- video produced</li> <li>- environmental education</li> <li>- [constitution and operation of MSEs-delayed due to decision to tender]</li> <li>- [implementation of new tariff system]</li> <li>- Technical assistance to municipality</li> </ul>
PP2: Municipal information system	<ul style="list-style-type: none"> <li>- Improve the management capacity of the municipality by designing, developing and implementing an Information System</li> </ul>	<ul style="list-style-type: none"> <li>- missions, meetings, discussions</li> <li>- start recycling study</li> <li>- TOR for attitude study and start of attitude study</li> <li>- PP2 started in quarter 4</li> </ul>
1999-1 IPESH	<ul style="list-style-type: none"> <li>- Develop and test concepts for collaboration of public, private, and community sectors in ISWM</li> </ul>	
PP1	<ul style="list-style-type: none"> <li>- Postponed/delayed due to institutional problems between UWEP, PASI and IPES related to tendering requirements; original plans cancelled due to aftermath of hurricane Mitch;</li> </ul>	
PP2	<ul style="list-style-type: none"> <li>- Cancelled due to demands on municipality related to aftermath of Hurricane Mitch</li> </ul>	
PP3	<ul style="list-style-type: none"> <li>- Improve organisation and working conditions of the informal dump workers</li> </ul>	<ul style="list-style-type: none"> <li>- workshop and capacity building</li> </ul>
PP4	<ul style="list-style-type: none"> <li>- organisation of a participatory urban consultation</li> </ul>	<ul style="list-style-type: none"> <li>- formulation of a Support Committee</li> </ul>
PP5	<ul style="list-style-type: none"> <li>- provision of an emergency drinking-water system in Bonitillo, and building capacity of the community to manage it</li> </ul>	<ul style="list-style-type: none"> <li>- design and tendering documents prepared</li> </ul>
1999-2 IPESH, Stichting Medische Hulp Oost-Europe	<ul style="list-style-type: none"> <li>- Develop and test concepts for collaboration of public, private, and community sectors in ISWM</li> </ul>	
PP1	<ul style="list-style-type: none"> <li>- Re-conceived and re-established as "Strengthening Urban Waste Performance in La Ceiba and Promoting the Concept of ISWM"</li> </ul>	<ul style="list-style-type: none"> <li>- Recycling study submitted in draft, comments given. Contacts with waste collectors.</li> <li>- Initiative with OPS to finance landfill remediation and site identification</li> </ul>
PP3	<ul style="list-style-type: none"> <li>- Improve organisation and working conditions of the informal dump workers</li> </ul>	<ul style="list-style-type: none"> <li>- workshop and capacity building,</li> <li>- contact with informal recyclers in Los Laureles</li> </ul>
PP4 (sometimes referred to as PP2)	<ul style="list-style-type: none"> <li>- Environmental education and organisation of a participatory urban consultation</li> </ul>	<ul style="list-style-type: none"> <li>- formulation of a Support Committee, workshops, training, diagnostic consultation in la Alhambra, continued work on attitude study</li> <li>- beach clean-up activities</li> <li>- attitude study delivered in draft</li> </ul>
PP5	<ul style="list-style-type: none"> <li>- provision of an emergency</li> </ul>	<ul style="list-style-type: none"> <li>- design and tendering documents prepared,</li> </ul>

<b>YEAR AND COLLABORATORS</b>	<b>GOALS AND OBJECTIVES</b>	<b>ACTIVITIES/PRODUCTS (SUMMARY)</b>
	drinking-water system in Bonitillo, and building capacity of the community to manage it	tender let, work begun - support for formation of a Water Committee in Bonitillo
<b>2000 ACEPESA and IPESH</b>	- Develop and test concepts for collaboration of public, private, and community sectors in ISWM	
General	- IPES Peru dropped La Ceiba - IPESH Honduras brought under regional co-ordination of ACEPESA in May 2000	- Mission in May 2000, identified work with waste collectors and landfill as priority - Work with ESAM initiated by ACEPESA using consultant Patricia Ulloa
PP1	- “Strengthening Urban Waste Performance in La Ceiba and Promoting the Concept of ISWM”	- study tour for local co-ordinator and municipal staff in El Salvador and Costa Rica - completion of recycling study by ACEPESA
PP4 (sometimes referred to as PP2)	- Environmental education and organisation of a participatory urban consultation	- attitude study finalised - activities with local high school and street theatre - eco-clubs in schools organised in connection with OPS
PP5	- provision of an emergency drinking-water system in Bonitillo, and building capacity of the community to manage it	- well completed and opened in September - water committee placed in charge
All	- PPS closed	- closing ceremony and performances in December 2000
	- exit of IPESH from UWEP Programme	- Closure of UWEP 1
<b>2001 Start of UWEP Plus -- ACEPESA</b>	- ISWM assessment and planning process - Initiation of KaR co-financed Strategic Planning Process	
PP1	- “Strengthening Urban Waste Performance in La Ceiba and Promoting the Concept of ISWM”	- peer exchange with MSE collectors from Costa Rica - Local Co-ordinator, MSE collectors and municipal representatives attend conference of Mayors in Costa Rica - capacity building trajectory with waste collectors, and work on routing and organisation - support to collectors to activate ESAM - formation of CAMARESA by haulers for recycling centre
PP3	- Improve organisation and working conditions of the informal dump workers	- landfill collapsed - work with waste pickers indefinitely postponed due to complications at landfill