



# Achieving sanitation at scale

## *Innovative approaches to rural and urban sanitation*

If the world is serious about addressing the Millennium Development Goal (MDG) target of halving the current 2.6 billion people without access to basic sanitation services by 2015, sanitation programmes must move beyond successful, yet isolated, projects – the “islands of success” – towards ensuring equitable coverage at scale.

Here, three different but innovative approaches are identified, all of which appear to have potential for tackling the sanitation problem at the scale required in the rural and urban contexts. A cautionary note is that whilst these approaches have all worked in more than one locality, the evidence on scale-up remains slight.

The aim of this briefing note is to use three case studies where governments work in partnership with small scale private sector and civil society groups in successful innovative approaches to sanitation.



### Headline facts

- Diarrhoeal disease kills 5,000 children a day- almost two million a year. Best estimates suggest that sanitation improvements could prevent 600 000 of these deaths.
- There is little evidence of sanitation programmes that have successfully delivered sustainable improvements at the scale required to achieve national targets in line with the MDG sanitation target.
- The nature of partnerships is critical to success. Countries that are on track to achieve the water target have activities that are clearly owned and driven by government.
- The Total Sanitation Campaign in Bangladesh has achieved 100% sanitation coverage in over 400 villages, with no household subsidy for infrastructure.
- Marketing sanitation has been successfully applied in a low income settlement in Dar es Salaam.
- An urban sanitation programme in Mumbai, India is successfully constructing and operating good quality community toilet blocks for use by slum dwellers.



Open defecation free village

## What to Do and When to Do It

### *The political agenda*

Growing awareness of the impact of sanitation and hygiene practice is moving the issue onto the political agenda as demonstrated by the African Ministerial Initiative for Water, Sanitation and Hygiene (AMIWASH). Such commitment helps promote an enabling environment to implement country action plans.

### *Allocating adequate resources*

National sanitation budgets account for about 20% of sector investment. As the political focus on sanitation grows, increased resources are needed to satisfy demand.

Policies on subsidies for sanitation vary but they should be coherent across programmes and only cover that for which nobody else will pay. E.g. household latrine construction is not subsidised, but sanitation promotion and capacity building for service suppliers is.

### *Matching supply and demand*

Limited government capacity is a major constraint to achieving sanitation targets. Operating in partnership enables the private sector, non-government agencies and civil society to provide technical, educational and human resources which government may lack in-house.

### *Involving government in sanitation partnerships*

Although current thinking sees government's role changing from implementation to enablement, in fact, it has rarely had an implementing role on the scale required. What is actually needed is to identify the role of government in a partnership with those who have long been facilitating access to sanitation. Countries on track to meet the MDG water supply target are doing so through activities owned and driven by government.

## The Total Sanitation Campaign (TSC) Bangladesh

### **Results**

TSC has seen over 400 villages throughout Bangladesh achieve 100% sanitation coverage (i.e. no open defecation) without the use of a general household subsidy for infrastructure. This approach has also been adopted in India where, in 2004, 12 blocks claimed to have achieved sanitation coverage for every household, affecting over 2 million people.

### **The approach**

TSC is based on the principle that rural communities can address their own sanitation problems, with external support from NGOs. Central to this approach is the no open defecation rule. Motivational tools involve the whole community, such as calculating the volume of faeces and urine ('goo') dumped through open defecation, considering its effects on collective health, and how the situation can be improved.

### **Political support**

Sanitation provision has attracted high level support in Bangladesh, with government commitment to a National Sanitation Strategy to achieve full coverage by 2010. This is supported by a multi-sectoral strategy involving CBOs, NGOs and private entrepreneurs.

### **Resources**

20% of the Annual Development Programme (ADP) funds are now committed to improving sanitation for the poorest. From 2005, 25% of rural sanitation funding is allocated to promotional activities. The remainder is for hardware, with subsidy only for the most vulnerable 'hardcore poor'. The range of user-safe, hygienic latrines provides affordable options for almost everyone in the community.

### **Matching supply and demand**

Low cost latrine components are easily available at local shops and rural sanitation marts. The growing market provides income generating opportunities in the community.

### **Partnerships**

The TSC is a working partnership between small scale entrepreneurs and community groups, supported by national and local governments and national and international NGOs. Community involvement is key to the success of this approach.



**Table 1. Addressing key constraints to achieving sanitation at scale: an overview**

Key constraints to achieving sanitation at scale	What to do	How it was done: Total Sanitation Campaign Bangladesh (Rural)
<b>Political support</b>	<p>Rise to the challenge of sanitation. Ownership by government can be demonstrated by instigating change to existing ways of working to create a more enabling environment.</p> <p>Decisions taken by appropriate level of government.</p>	<p>National government endorses the TSC approach.</p> <p>Ministry of Local Government, Rural Development and Cooperatives integrates TSC into the National Sanitation Strategy.</p>
<b>Resources</b>	<p>Set clear rules for</p> <ul style="list-style-type: none"> <li>• allocating financial resources</li> <li>• targeting the poorest</li> <li>• leveraging maximum user contributions</li> </ul> <p>Rules for allocations and subsidy need to ensure consistency and be appropriate and affordable to local circumstances.</p>	<p>National government provides specific allocation for sanitation in annual development programme for local administrations.</p> <p>Phased switch of resources from subsidising latrine construction to supporting community sanitation promotion.</p> <p>Narrow the targeting for hardware support to “hardcore poor”.</p> <p>Households responsible for financing operation and maintenance costs.</p>
<b>Capacity to deliver: matching supply and demand</b>	<p>Address capacity constraints for both demand and supply</p>	<p>Demand creation is community-wide, focused around stark messages about poor hygienic behaviours.</p> <p>Households develop affordable solutions, to meet basic criteria. Hardware is provided by small-scale independent providers of low-cost latrine components who are trained in providing a range of products.</p>
<b>Approach to Partnerships</b>	<p>Identify key partners against the specific roles that the approach requires. Note that whilst these are often generically the same (e.g. government, private sector, NGO, CBO, household) their roles may be quite different.</p> <p>Government needs to be a proactive partner and provide leadership.</p> <p>The partnership is the key to ensuring information availability and flow.</p>	<p>Focus is on community-wide behaviour change.</p> <p>Partnership between NGOs, households, CBOs and local government agencies to create demand through awareness raising.</p> <p>Local private sector works with households for construction of latrines.</p>

## Urban Sanitation Marketing, Tanzania

### **Results**

Although a relatively new approach, sanitation marketing has been successfully adopted in a high-density, low income urban settlement of Dar es Salaam. Early results are encouraging and it is being considered for use in a further 31 unplanned settlements.

### **The approach**

The sanitation marketing approach sees users as consumers with the right to buy the toilets they want. Market research revealed strong social factors and user preferences for the improvement of sanitation facilities. Consequently, marketing assumes that households want to be independent, which is reflected in the brand name *choo chetu*, ‘our toilet’. Key elements of this approach are to provide suitable technology, plus effective delivery mechanisms and tried and tested marketing strategies.

### **Political support**

Sanitation marketing is recognised and supported by municipal governments, wishing to adopt it for the Dar es Salaam Community Infrastructure Upgrading programme (CIUP). Temeke Municipal Council intends to scale-up the approach to other settlements.

<b>How it was done: Sanitation marketing Dar es Salaam, Tanzania (Urban)</b>	<b>How it was done: Community-managed toilet blocks, Mumbai, India (Urban)</b>
<p>Urban government in Dar es Salaam endorses the sanitation marketing approach.</p> <p>The three municipal councils in Dar es Salaam adopt sanitation marketing as the way of working on their Community Infrastructure Upgrading Programme (CIUP).</p>	<p>Urban government in Mumbai endorses the approach of community managed toilet blocks.</p> <p>The Municipal Corporation of Mumbai changes its contractual processes to provide the flexibility necessary for effective collaboration between civil society and private sector contractors.</p>
<p>Increased allocation of funds from the CIUP to sanitation.</p> <p>Specific support targeted to understanding users' motivation, identifying preferences and affordable latrine options, awareness-raising, training for local service providers.</p> <p>Zero financial support for latrine construction; all capital and operation costs borne by the household.</p>	<p>Capital costs for construction are met in full by urban government.</p> <p>Operation and maintenance costs are borne by the users.</p> <p>CBO appointed to manage the toilet block and collect revenue from users.</p>
<p>Achieving the right balance is the key issue.</p> <p>Demand creation is through identifying the key motivational force predominating across a sample of households (in this case the convenience of having own latrine) and developing strong promotional messages.</p> <p>Households employ builders trained to construct a range of toilet options. Components are supplied through local production centres.</p>	<p>Demand: community involvement through CBOs is used to reflect users' preferences in the design and construction of toilet blocks.</p> <p>Supply (construction) uses local contractors appointed by the municipality in partnership with NGOs.</p>
<p>Focus is on stimulating and informing household demand.</p> <p>Innovative feature is the involvement of professional marketing and advertising agencies working with NGOs and local government to create demand.</p> <p>Local trained builders are suppliers of component parts, with households as paying customers.</p>	<p>Focus is on community management of new assets.</p> <p>Partnership between local government (who have a major role in letting contracts for construction), NGOs, CBOs and private sector contractors.</p> <p>Operation and maintenance of services is community-based, via registered CBOs.</p>

### **Toilet centres and builders**

The centres are managed by trained informal toilet builders, providing information, advice and building services to households. The centre has sample slabs, model superstructures, lining materials, components, posters and a catalogue of the options, costs and materials required.

The Choo Chetu Fundis in Temeke Municipality are a CBO of 19 male and female masons and social mobilisers. Trained in toilet construction and technology, they now assist sub-ward governments to establish credit schemes for local toilets. Credit is available for up to 50% of costs, repayable in instalments.

### **Resources**

Building on initial funding by DFID, scaling up is now possible through the World Bank CIUP. There are no household subsidies, but there is investment in key software aspects such as promotion, education and builder training to ensure sustainability.

### **Matching supply and demand**

Achieving a balance between supply and demand is vital as successful marketing requires responsive supply mechanisms. Part of this is to strengthen the capacity of toilet builders to supply affordable, quality products at a sustainable profit margin.

### **Partnerships**

Sanitation marketing in Dar es Salaam has brought together trained masons and the public, in partnership with marketing agencies, NGOs, government and financial institutions in a customer-centred approach to providing latrines. Women also play an important role in manufacturing and selling components at toilet centres. Effective communication and marketing is achieved via schools, using children to take home messages about improved toilet services.

## Community Managed Toilet Blocks, India



### **Results**

The first phase of the Slum Sanitation Programme (SSP) has resulted in the construction of over 300 toilet blocks with 5500 toilets. Each block has the potential for a long service life supported by sustainable operation, management and maintenance.



### **The approach**

The legacy of contractor-built public toilet blocks in Mumbai's slums is unhygienic and unstable structures, 80% of which are malfunctioning. The number does not meet demand, they lack water supply, electricity and privacy for women, and have a typical life span of two to three years. The SSP was initiated with World Bank assistance, as part of the Mumbai Sewage Disposal Project, as a collaborative effort between the Municipal Corporation of Mumbai (MCGM), the private sector, local CBOs and NGOs. The MCGM let the contracts for work by private contractors and NGOs. There are Memorandums of Understanding with CBOs, who collect community contributions and manage completed toilet blocks. Design decisions are made in consultation with users, and construction is to high specifications. This results in high usage levels and revenues leading to sustainable management.

### **Political support**

Although the MCGM retains ownership of the toilet blocks, a flexible approach is applied to contractual aspects so that the contractor/ NGO partnership can respond to local demand. Combining both technical and community development elements allows faster implementation and a more holistic and sustainable approach.

### **Resources**

The MCGM pays construction costs and connection charges for water and electricity supplies. Users cover operation and maintenance costs. Joining the CBO entitles users to a low monthly flat rate. Pay as you go charges can be ten times as much.

### **Matching supply and demand**

Community involvement ensures that user needs are met and that capacity keeps up with demand. The MCGM will now prioritise more slum areas for development; this is easier for those built on municipal rather than private land.

### **Partnerships**

The SSP is a tripartite partnership between local government, civil society and the private sector. They define sanitation as a package of both hardware and software, including management by CBOs, providing information to users, construction and the supply of utility services. This is a radical departure from traditional, centrally provided services. It works best if the municipality contracting out the services, focuses on the outputs of the contract rather than the details of implementation, allowing those party to the contract to work towards the parameters agreed. It is also important that the partners promote the toilet blocks to nearby unserved communities.

## Lessons Learned

- There is no single 'off the shelf' model that will deliver scaled-up sanitation coverage. The nature of the partnership and the roles and responsibilities need to reflect the local context.
- Key to partnerships is that government owns the problem and an enabling environment is created, and sufficient resources provided.
- Access by users to information about what is available and what they need to do is as important as access to the hardware and software.
- Although capacity to deliver services can be problematic as demand grows, partnership approaches offer solutions to this at district and municipality level.



This briefing note outlines three innovative approaches for sanitation provision at the scale required in urban and rural contexts.

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