

# SANITATION AND HYGIENE PROMOTION FOR THE URBAN POOR

Recommendations from the East Africa Practitioners' Workshop on Pro-Poor Urban Sanitation and Hygiene  
Kigali, Rwanda, March 2011



*Sanitation marketing for Polytoilets in Uganda*  
Photo by Community Integrated Development Initiatives, CIDi

REPUBLIC OF RWANDA



MINISTRY OF HEALTH



## Introduction

In March 2011, IRC International Water and Sanitation Centre in collaboration with the Rwandan Ministry of Health convened over 60 practitioners and researchers from East Africa in a workshop that discussed the progress and challenges faced by the sector in the promotion of effective pro-poor urban sanitation and hygiene. Supported by the German International Cooperation (GIZ), the United Nations Children's Fund (UNICEF), WaterAid and the Water Supply and Sanitation Collaborative Council (WSSCC), a total of 22 papers and photo essays on the topic of urban sanitation and hygiene were presented and discussed.

Over the years, discussion on sanitation has often centred on rural areas where coverage is at its lowest. However, unprecedented population growth in the more recent years has brought to the fore the urgent need to address hygiene and sanitation conditions in urban slums and secondary towns. Based on the experience and perspectives of the workshop's participants, this booklet contributes to filling the gap in current literature and practices in urban sanitation and hygiene in East Africa.

Based on group discussions, fifteen cross-cutting issues that impact on sanitation and hygiene for the urban poor were identified. Of the fifteen issues, six were considered priority areas, namely: the promotion of pro-poor sanitation financing mechanisms; developing appropriate subsidy and incentive arrangements; introducing cost-effective, efficient and appropriate technological options; broadening stakeholders' engagement; political will; and addressing the issue of urban sanitation and hygiene through the lens of sustainability and operation and maintenance (O&M) approaches.

This booklet presents key recommendations that advance pro-poor urban sanitation and hygiene activities based on the six issues collectively identified as priority areas. This booklet is a useful reading material for practitioners and policy-makers involved in urban sanitation and hygiene promotion at different levels. While centred on experiences in East Africa, this booklet also provides important insights to similar programme work elsewhere.



Workshop participants  
Photo by WaterAid Uganda



Latrine building  
Photo by BTC Uganda

## Key issue 1: On pro-poor sanitation financing arrangements and mechanisms

Financing sanitation and hygiene for the urban poor is affected by a wide range of issues that go beyond costing sanitation technology. Often, the sector is confronted by low prioritisation, competing demands, poor planning, political interference, poor policy implementation, weak governance and/or accountability over available resources. Absolute poverty in some urban slum areas and the absence of property and land tenure rights further hinder investments from the landlords in sanitation facilities.

Subsidies were identified as key to pro-poor financing. In addition to this, the workshop's participants also identified sanitation marketing, combined with micro financing and Public-Private Partnership (PPP) as having the potential to increase the urban poor's access to private sector products and services for sanitation and hygiene.

## Key issue 2: On subsidy and incentives

If done correctly, promotion of household investment in sanitation can be a cost-effective public health intervention in terms of estimated health benefits. Debate on the type of subsidy and incentive arrangement for sanitation and hygiene services is often centred on a zero subsidy arrangement (as is the case with the Community-Led Total Sanitation approach), to ones that provides



Sanitation  
marketing  
Photo by CIDI

Pro-poor financing arrangements are often most effective when combined with advocacy and capacity building initiatives that help develop civil society organisations (CSOs) and communities into active participants in planning, monitoring and decision making on sanitation and hygiene services.

At the level of governance, creating a separate budget line for sanitation and hygiene and improving inter-sectoral coordination between ministries involved in sanitation and hygiene (Ministries of Urban Planning, Water and Environment, Local Government, Health and Education) create the necessary structure that supports sustainable access to and delivery of sanitation and hygiene services.

*See for example papers 12 and 15.*

subsidy to groups classified as “very poor”.

However the workshop participants cited that the better-off are already subsidised via sewerage systems and felt that it is about time to subsidise the poor, providing cost reduction and financial support especially to the very poor who for example, are without land or live in water logged areas. It was thus proposed to prioritise financial support

according to a community's willingness and ability to pay – with more financial support allocated to those who are unable to pay. This support may take the form of subsidies (cost reduction), incentive provision (reward / recognition for good performance), charity (unconditional giving) or a grant. Increasing the water tariffs paid by higher income individuals and families also creates a more equitable arrangement that is capable of financing pro-poor sanitation.

Subsidies will need to be well designed and specifically targeted at the very poor. An emphasis should also be placed on raising awareness on existing and/or new subsidy arrangements at all levels. Awareness raising is most effective when supported by various media channels and formats that explain the conditions of urban sanitation and hygiene, as well as the developmental benefits that accompany increased financing for urban sanitation and hygiene for the poor.

*See for example papers 5 and 13.*

### Key issue 3: On appropriate technology

There should be a focus on identifying appropriate, cost effective, productive, environmentally friendly, human friendly technologies and design options. Empowering communities in making an informed choice and putting in place effective sustainability mechanisms for the different technologies are also crucial to support pro-poor access to sanitation and hygiene services.

The appropriate technologies should be piloted through, for example, demonstration centres and thereafter scaling up of specific technologies may be explored. It should be noted that appropriate technology is by definition, a sustainable one, but it does not necessarily have to be of the lowest cost. Cost benefit effectiveness should not only concentrate on the initial costs. If the sanitation system is productive (for example with eco-sanitation by-products), the cost benefit should be calculated in the long term.

While the sustainability of sanitation and hygiene services are influenced by financial, social, institutional, and environmental factors, the choice of technology is central to achieving sustainable sanitation systems. The following were considered as added factors that ensure the effective use of technological options.

- Technological choice must be user-friendly to ensure that people have the capacity to assume the responsibility for operation and maintenance (O&M). Some options include eco-sanitation and urine separation or diversion technologies.
- Training and activities on capacity building must be implemented to enable households and/or communities to carry out work related to for example construction and O&M.
- Spare parts and equipment should be available and/or easily accessible.
- Technological choice should be affordable for people who will bear the costs for O&M.
- Technological choice should be environmentally friendly to prevent groundwater pollution, especially in areas prone to flooding and/or with a high water table.
- The technology provided should be culturally acceptable to the users.

*See for example papers 2 and 3.*



Household latrine  
Photo by WSP Mozambique



Community training  
Photo by BTC Uganda



Making a tippy-tap  
Photo by USAID/HIP Kenya

## Key issue 4: On stakeholders' engagement

The active participation and involvement of all stakeholders – from the grassroots up to the higher levels – in improving sanitation and hygiene for the urban poor is core. Genuine community involvement from the planning stage to monitoring and evaluation is a must to ensure that interventions are transparent and based on the principles of equity and good governance. This also entails the involvement of women at all levels of the process.

## Key issue 5: On political will

In many East African countries, sanitation and hygiene issues are not housed in a specific ministry. There is a need for inter-sectoral cooperation between the responsible ministries (Urban Planning, Water and Environment, Local Government, Health and Education) to place sanitation and hygiene higher on the agenda and to maximise their effectiveness to meet public health and environmental goals. It is a major drawback that sanitation has not received the same level of investment as water supply. The difference in investment between water supply and sanitation is partially responsible for the gap between water and sanitation coverage. Political commitment for sanitation should be key in shaping government policy and investment priorities, and in implementing the programmes required to meet the national and international Millennium Development Goals (MDGs) targets.

Having all stakeholders involved requires that room is allocated to CSOs and citizens at the policy making level, so that they can advocate for prioritisation of sanitation and hygiene and increase budget allocation to the sector. This cannot be achieved without genuine political will.

*See for example papers 9, 10 and 19.*

All stakeholders, including politicians, need to be informed and held accountable for the challenges in urban sanitation and hygiene. In jointly agreeing on a way forward, stakeholders should acknowledge the complex nature of urban slum areas. The participants cited that an important strategy in support of enlarging political will is by engaging in different forms of advocacy and awareness creation activities at various levels (local government, national and international) to ensure that pro-poor sanitation and hygiene conditions are understood as important arenas for development work and funding.

Where political will is weak or absent, strategic advocacy efforts are necessary to ensure that the issue of sanitation and hygiene is placed high on the political agenda, through for example:

- Raising the profile of sanitation and hygiene by linking them to other MDGs

- Creating pressure groups at all levels, including the United Nations
- Holding national and regional forums plus learning sessions for advocacy / lobbying with parliament

Politicians should also be held accountable on their actions to promote sanitation and hygiene for the urban poor. This can be done, for example, by:

- Setting clear targets for the political leaders
- Organising constructive competitions between leaders, and providing awards based on their commitment and involvement in improving sanitation and hygiene

*See for example papers 6 and 14.*

## Key issue 6: On sustainability and operation and maintenance (O&M) approaches

Community ownership is key to sustainability. It is therefore beneficial to develop and employ an inclusive and participatory approach to planning for increased ownership. Activities that support the operation and maintenance of hygiene and sanitation facilities need to be developed to facilitate collective ownership and responsibility for facility maintenance. The promotion of community-based initiatives such as the creation of community and/or school sanitation and hygiene (or health) clubs, village cleaning days (this may be a more top down approach which can work in some places but may also be arranged by the CBOs

or even residents themselves), community-based monitoring and evaluation, local (market-based) cleaning businesses are just among the many examples of activities that may be undertaken. A market-based approach to O&M should also be promoted. This should be based on sound financial models to ensure sustainability, and promote local private sector manufacturing and distribution that foster income generation for both manufacturers and owners of sanitation facilities.

*See for example papers 14 and 18.*



*School sanitation campaign  
Photo by WaterAid Uganda*



*Workshop opening with the Hon. Minister of Health, Dr. Richard Sezibera (centre) and IRC Coordinator for East Africa, René van Lieshout  
Photo by WaterAid Uganda*

## Papers and photo essays presented

For further reading, all papers and photo essays presented in this workshop are available and may be viewed at the IRC International Water and Sanitation Centre website. Please visit: <http://www.irc.nl/page/62632>.

1. Ineke Adriaens (BTC, Uganda): *Improving access to sanitation in Kampala slums – the case of KIEMP.*
2. Eugene Dusingizumuremyi (Ministry of Infrastructure, Rwanda), Paulin Ruzibiza (Kicukiro College of Technology) and Theoneste Nkurunziza (Kigali Institute of Science and Technology): *Effectiveness of eco-toilets management in public places – case of Kigali City.*
3. Gunder Edstrom (UNICEF, Uganda): *Safer, faster, cheaper.*
4. Marco Forster, Norbert Geyer, Andreas Ludwig (Fichtner Water and Transportation), Valentin Nahimana (mayor of Gitega, Burundi) and Astère Ndayisaba (Municipality of Gitega): *Key factors to improve area-wide urban sanitation – case study of Gitega.*
5. Faith Gugu (WaterAid, Tanzania): *Financing sanitation in Dar es Salaam current challenges and the way forward (adapted from a paper by Sophie Trémolet and Diane Binder).*
6. Peter Hawkins and Odete Muxímpua (WSP, Mozambique): *The potential role of local monitoring in changing sanitation behaviour – a case study in Nhlamankulo Urban District, Maputo, Mozambique.*
7. Alexandra Hohne (University of Wageningen, Netherlands): *Rwanda state and drivers of change of Kigali's sanitation – a demand perspective.*
8. Innocent Kamara Tumwebaze (Makerere University, Uganda): *Effect of integrated social marketing on sanitation promotion in urban slum communities – case of three parishes in Kawempe division, Kampala.*
9. Mathias Mulagwanda (People's Voice for Development / PEVODE, Tanzania): *Civil society involvement in provision of sanitation services – case study of Kingugi, Dar es Salaam.*
10. Samuel Musembi Musyoki (Plan International, Kenya) and Grace Nyonyintongo Lubaale (Mperezee Associates, Kenya): *Pro-poor sanitation and hygiene in East Africa – turning challenges to opportunities (Background paper).*
11. Sarah Muzaki (WaterAid, Uganda): *Children as effective change agents – the case of school health clubs in the promotion of sanitation and hygiene.*
12. Dennis Nabembezi (Community Integrated Development Initiative / CIDI, Uganda), Simon Dembe (CIDI), Flugencio Jjuuko (JICA) and Fred Nuwagaba (GIZ): *Harnessing the power of Public-Private Partnership (PPP) and sanitation marketing in promoting urban poor sanitation – lessons from GTZ/JICA/CIDI pilot project in Nateete parish informal settlements, Kampala District.*
13. Mussa Natty (Dar es Salaam City Council, Tanzania): *Costs of sanitation for the urban poor – Dar es Salaam perspective.*
14. Joel Nkako (Ministry of public Health and Sanitation, Kenya) and Rose Nyawira (Community Cleaning Services): *Community sanitation struggles – case of UCLTS in Mathare No. 10.*
15. Fred Nuwagaba (GIZ, Uganda): *Leveraging impact at scale through innovative financing for slum sanitation – PPPs, microcredit schemes and local entrepreneurship concept for slum sanitation in Uganda.*
16. Alex Ojuka Jalameso (WSDF-N, Uganda): *Promotion of hygiene and sanitation in Northern Uganda by Water and Sanitation Development Facility North (WSDF-N).*
17. Chemisto Satya Ali (SNV, Uganda): *Supporting secondary urban centres in the Lake Victoria region to contribute to Millennium Development Goals' achievement – the experience of using systematic action research for capacity development in sanitation in Kyotera Town Council.*
18. Almaz Terrefe (Society for Urban Development in East Africa / SUDEA, Ethiopia): *Eco-sanitation Eco-sanitation – the recycling sanitation and agricultural system – the case of Ethiopian and some Eastern African countries.*
19. Elizabeth Wamera (Academy for Education and Development / AED, Kenya): *Small doable actions targeting hygiene improvement in vulnerable households (poor urban and rural households).*
20. Matthew Waterkeyn (Water Management MSc. Project for WSUP, Kenya): *De-mystifying geospatial technology – a case study on capacity-building in GIS & GPS in Kibera*



### About IRC

IRC International Water and Sanitation Centre (IRC) facilitates the sharing, promotion and use of knowledge so that governments, professionals and organisations can better support poor men, women and children in developing countries to obtain water and sanitation services they will use and maintain.



### About GIZ

The German International Cooperation (GIZ) was established on the 1<sup>st</sup> of January 2011, bringing together the German technical cooperation (GTZ), German Development Service (DED) and Inwent – Capacity Building International, Germany. As a federally owned enterprise, GIZ support the German Government in achieving its objectives in the field of international cooperation for sustainable development in more than 130 countries worldwide.



### About UNICEF

UNICEF works with governments and partners towards realizing children's rights and achieving the MDGs. The focus is on reaching all children, particularly the most vulnerable and disadvantaged.



### About WaterAid

WaterAid transforms lives by improving access to safe water, hygiene and sanitation in the world's poorest communities. In 26 countries in Africa, Asia and the Pacific region, and at the global level, they work with partners and influence decision-makers to maximise impact.



### About the Water Supply and Sanitation Collaborative Council

The Water Supply and Sanitation Collaborative Council (WSSCC) is an international membership organisation that works to achieve sustainable water supply and sanitation for all people, through enhancing collaboration among sector agencies and professionals.

*This booklet is dedicated to the memory of Vincent Njuguna, a friend, colleague and key facilitator of the Sanitation and Hygiene Promotion for the Urban Poor Workshop in Kigali.*