CMS

WATER & SANITATION FOR ALL

Methodological Guide



n°5

How to manage public toilets and showers

pS-Eau

PDM

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How to manage public toilets and showers

Concerted Municipal Strategies (CMS), a program coordinated by the Municipal Development Partnership (MDP) and programme Solidarité Eau (pS-Eau)

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Introduction

What is this publication about?

The purpose of this decision-making aid is to provide practical advice and recommendations for managing toilet blocks situated in public places. It is primarily aimed at local decision-makers in developing countries and at their partners (project planners and managers).

A publication on 'toilet blocks'

The toilet blocks dealt with in this publication relate to all facilities installed in public places and which are comprised of latrines, ideally accompanied by urinals, handwashing facilities and, possibly, showers.

The term 'handwashing facilities' can cover many different things depending on the context. It could be a washbasin connected to the drinking water supply network, a tank with a valve, a bucket or an upturned water bottle equipped with a plastic spout for pouring, or a bowl and plastic kettle, etc.

What does 'management' mean?

The aim of toilet block management is to provide a functioning and sustainable service that responds to users' needs at an affordable price and which, at the same time, improves sanitary and environmental conditions in the area in which it is located.

The expression 'toilet block management' covers several activities:

- use of the equipment by the users;
- provision of consumable items;
- cleaning, maintenance, repairs, emptying, replacement or rehabilitation of toilet block facilities and equipment;
- contract management;
- allocation of roles and responsibilities to all those involved and collaboration with public authorities;
- financial management.

What are the four types of public places covered in this guide?

The public places covered by this guide are:

- schools (primary, secondary, and high schools, institutes of higher education, public or private);
- public places of commercial activity such as markets, bus stations, cinemas, etc. Also included in this category are certain other public toilet blocks in non-commercial locations, such as those situated alongside main urban roads;
- health centers (clinics, First Aid centers, hospitals, public or private);
- deprived neighborhoods where the inhabitants do not have individual toilets at home, but share collective latrines.

Main issues identified in the management of public toilet blocks

Problems of utilization	Problems of care and maintenance	Problems of financing and control
• Blocks ill-adapted for correct utilization by the users (toilet blocks closed at peak times). • Over-intensive use by users (due to undersized blocks or use by the neighborhood that was unforeseen during conception) leading to the rapid degradation of equipment. • Low willingness of users to utilize the equipment due to lack of cleanliness and functionality. • Inadequate hygiene practices of users.	• Insufficient or no maintenance equipment. • Absence of water for cleaning the toilet blocks and handwashing. • No-one made responsible for maintenance.	• Absence of a sustainable financing mechanism for care and maintenance. • Lack of involvement by municipal authorities and ministerial technical services (Education, Public Hygiene, Sanitation, Health) in the management control of the installations.

This guide covers the management of facilities in small, medium and large towns, as well as in peri-urban zones of developing countries and is particularly aimed at Sub-Saharan Africa.

Why a guide on toilet blocks in public places?

• Because the quality of service offered by toilet blocks in public places is often inadequate. The construction of toilet blocks does not pose any major technical difficulty, but their management remains problematic. This explains why toilet blocks are frequently seen to be in poor working order, dirty and not properly utilized by the users. As a result, the blocks are gradually neglected and the practice of open-air defecation develops – with all the sanitary, environmental and social risks that this entails.

• Because this failing is linked to recurrent problems. Observations conducted in the field show that the poor functionality and limited lifespan of toilet blocks are due to several factors, often common to different types of public places. The difficulties encountered are mainly related to three types of problem: problems of (i) utilization, (ii) care and maintenance and (iii) financing and management control.

• Because it is a subject rarely dealt with and for which there is a strong demand. Although numerous studies have been carried out into on-site sanitation in people's homes, there are very few publications that deal with collective toilet blocks in public places. When they do, they most commonly deal with hygiene education or technical aspects: this often, therefore, consists of listing the different possible technical options and defining the technical specifications. In contrast, management problems, if mentioned, are rarely dealt with in depth and are not supported by recommendations covering all the issues. In addition, where they exist, national policies or strategies relating to the sanitation and hygiene sectors do not contain operational guidelines for managing toilet blocks.

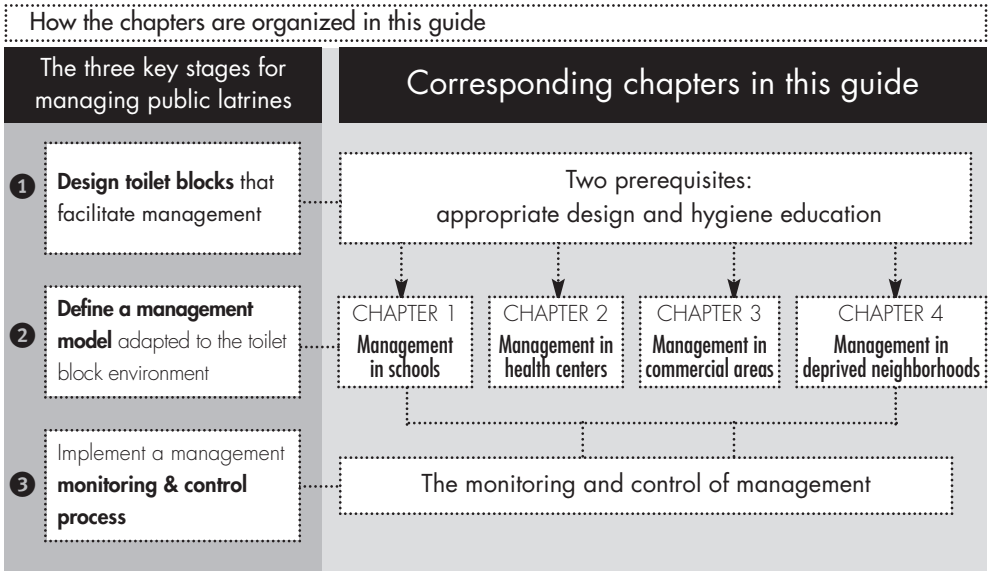
How to use this guide

A study into the management of public latrines can be broken down into three stages: it is this three-stage process that is presented in this guide:

❶ Successfully control those conditions that are not directly related to management but have an impact on it. These conditions, to be dealt with prior to any consideration of the actual management itself, are presented in the chapter entitled: 'Two prerequisites for good management: the appropriate design of facilities and targeted hygiene education'.

❷ Define the methods for managing toilet blocks. The different possible management models vary according to the nature of the public place in which the toilet block is located. Four separate chapters are presented in this guide to cover each situation: 'The management of toilet blocks in schools', 'The management of toilet blocks in health centers', 'The management of toilet blocks in commercial public places, 'The management of shared toilet blocks in deprived neighborhoods'. The reader is therefore invited to refer directly to the section (information sheet) that corresponds to their situation.

❸ Determine a protocol for monitoring and controlling the management that is to be put in place. Finally, the last key stage, vital for implementing efficient management, is to define and put in place monitoring and control procedures, whatever the nature of the public place under consideration. Proposals and recommendations are presented to the reader in the chapter: 'The monitoring and control of toilet block management'.



Two prerequisites for good management: the appropriate design of facilities and targeted hygiene education

Design suitable toilet blocks

Adapting the design of the facilities to users' needs renders the management of public toilets and showers all the more effective. For each of the four environments dealt with in this guide (schools, health centers, places of commercial activity and deprived neighborhoods), the toilet blocks are destined for use by specific groups, each with their own particular expectations and requirements. The recommendations for each of these four configurations are presented here below. Whilst not relating to the actual management activity itself, these non-exhaustive principles should, depending upon whether they are applied or not, have a large impact on the quality of the service proposed and on the constraints relating to operating the facilities.

Design principles to keep in mind, regardless of the location

• Separate toilets for men and women (or boys and girls) are a fundamental basic principle. In accordance with cultural and local traditions, there are many places where women will not use toilets used by men.

• Access to water and one or more washbasin is essential from a sanitary perspective (particularly for handwashing and anal cleansing, but also for cleaning the premises). A tap connected to the drinking water supply network is ideal, but not always technically feasible (no such network exists or the network is too far away from the toilet block). If necessary, alternative solutions can be developed (wells, borehole equipped with handpump, storage containers regularly topped up by water sellers, etc.).

• Access and a turning area for vacuum trucks make emptying activities easier. Although it is not possible to meet this requirement in every location (mainly due to high concentrations of housing), it still needs to be carefully considered: public toilets need emptying on a regular basis (every three to six months for the most frequently used latrines). Providing areas adapted for large vehicles enables quick and efficient emptying, which is better for both the operator and the users.

• Similarly, to reduce the frequency and cost of emptying, it is important to design pits of sufficient volume. Where it is difficult to dig down into the ground to increase the depth of the pit, a possible solution is to raise the toilet block.

• It is very rare to find toilets that have been adapted for access by the elderly, the incapacitated, pregnant women and the disabled[1]. Providing access to the service to all is, however, a principle that should be integrated into the whole toilet block design process.

• A connection to the electricity network enables lighting to be installed in the toilet blocks and thus means that a night-time service can be provided. Whilst not an essential requirement for schools or certain places of commercial activity, this is highly relevant for health centers and deprived neighborhoods.

• It is not essential to install showers in the toilet blocks. Nevertheless, these provide an additional service for which there is often high demand.

• Regularly checking the robustness of materials used in the building superstructure and also of the most frequently used equipment, such as washbasins and locks, helps to reduce maintenance and renewal costs.

• As the public toilets must be cleaned daily, it is highly recommended that toilet blocks be fitted out to facilitate cleaning, with tiles on the floor and walls, for example, or smoothed concrete.

• In relation to cleaning requirements, a place dedicated to storing cleaning products (and consumable items) will make the cleaner's job easier.

Specific recommendations for toilet blocks in schools

• The minimum required ratio is 1 latrine to 30 girls and 1 latrine to 60 boys[2].

• Separate toilets for girls and boys are essential.

• Separate toilets for pupils and teachers are highly recommended.

• Latrine slabs and urinals adapted to the morphology of children and young adults will encourage pupils to use the toilets more frequently.

Specific recommendations for toilet blocks in health centers

• Separate toilets for different types of user - medical staff, patients, visitors – are indispensible and in line with the hygiene and public health principles that are fundamental for hospitals.

• Handwashing facilities with soap or antiseptic are vital given that they are regularly and systematically used by medical staff.

Specific recommendations for toilet blocks in areas of commercial activity

• A clearly visible notice about the type of service offered (with or without shower, for example) and about the tariffs charged provides potential users with clear and precise information.

• In places that are particularly densely populated or spread out, where use is often occasional and irregular, a signposting system to help locate the toilets (in a large market or very big station, for example) will guide potential users.

Specific recommendations for toilet blocks in deprived neighborhoods

• Including showers in community toilet blocks is highly recommended to add value in deprived neighborhoods where users have no sanitary facilities in their own homes.

1 See: 'Water and sanitation for disabled people', H. Jones and B. Reed, WEDC, 2006.

2 Based on the Minimum standards in the water supply, sanitation and hygiene promotion sectors – SPHERE, adapted from Harvey, Baghri and Reed (2002), Emergency Sanitation: Assessment and programme design, WEDC, Loughborough University, UK

Carry out relevant activities in hygiene education and the promotion of sanitation

On the one hand, sanitation promotion and hygiene education help convince users of the importance of using the latrines and, on the other, encourage them to use hygienic practices, such as handwashing with soap. These educational activities can also improve the practices of cleaners and toilet block operators.

In schools

In schools, awareness-raising activities and training can take several forms. The teacher is, however, key to promoting hygiene due to their status as an educator. Teachers are, therefore, able to promote hygiene messages through the school syllabus. It is possible to develop real educational projects with pupils, or even with their families and the community. Tools for this purpose are available from UNICEF or WHO and these can be put in place with the support of the relevant national and decentralized ministerial services.

In health centers

Hygiene promotion is crucial in health centers for both medical staff and patients. Raising awareness of hygiene specific to the medical environment can be achieved by explaining health care protocols to the medical teams. This can then be further reinforced by regular visits from administrative officers who ensure that the protocols are being respected and who can continue the awareness-raising campaign. Some health services and NGOs offer awareness-raising sessions not only to heath workers, but also to patients and visitors. Although passive, notices placed around the building and adapted for both medical staff and patients are another means of raising awareness of hygiene practices that can supplement training and awareness-raising sessions.

Lastly, the theoretical hygiene messages circulated in health centers need to be aligned to the actual (and occasionally ineffective) practices of medical staff and their patients.

In public places of commercial activity and in deprived neighborhoods

The objectives of sanitation promotion and hygiene education messages in public places of commercial activity and deprived neighborhoods are as follows:

- to increase the use of toilet blocks and so reduce open air defecation;
- to inform the users of hygiene practices (handwashing with soap, in particular) and how to use the facilities;
- to encourage users to pay the tariff, where there is a charge for the service, by explaining how the money collected is then spent.

There are several possible means of getting these messages across. Mass communication (notices, radio, television and newspaper adverts) can be a very powerful tool provided that the messages circulated are aligned to the real motivations of users to change their habits (as such, speeches on sanitation and hygiene are not always suitable as they are not enough to bring about long-term change in certain behaviors).

Local communication can also be a very effective strategy. Home visits (particularly in deprived neighborhoods) and discussions with toilet block users enable more personal messages to be passed on and permit users to ask questions. In ad-

dition, illustrated signs and painted murals, both inside and outside the toilet blocks, can also be an effective means of communication.

In all cases, regardless of the awareness-raising strategy employed, this strategy must relate to the services actually offered. An awareness-raising campaign lauding the benefits of handwashing with soap will have little impact if the public toilets contain neither soap nor washbasins.



CHAPTER 1 The management of toilet blocks in schools

THE MAIN ISSUES REGULARLY OBSERVED IN SCHOOL TOILET BLOCKS ARE:

1. Lack of hygiene education given to users and administrators leading to poor utilization and poor upkeep of equipment.

2. Absence of materials necessary for cleaning the toilet blocks and lack of consumable items for users (such as soap for washing hands) leading to the misuse of facilities or the continuing practice of open air defecation.

3. No-one made specifically responsible for maintenance.

4. Undefined or unsustainable rules for care and maintenance.

5. Lack of involvement from municipal authorities and technical services of the state (Education, Health, Sanitation, Public Hygiene) in management monitoring and control.

KEY QUESTIONS

1. What care and maintenance activities should be planned to guarantee good service quality? Who should undertake these activities?

2. How are the provision of consumable items, maintenance activities, emptying, repairs and replacement, all vital to ensure a sustainable service, to be funded?

3. How can the involvement of public authorities in the control of service quality be increased?

4. How can the division of roles and responsibilities between each party involved be achieved?

• The aim of this chapter is to provide recommendations in the form of instructions or reminders. These recommendations are illustrated by case studies which are provided in boxes.

Use, maintain and rehabilitate: what tasks need to be carried out?

Use of toilet blocks

Toilet blocks in schools are used by pupils, teachers, supervisory staff and even management. Before starting construction work on the toilet blocks, during the planning phase, a decision needs to have been made as to how these blocks will be used (for use by pupils and on the basis of separate latrines for girls and boys). There are three key questions that can help inform discussions when defining rules of use:

- will one or more latrines be reserved for the school's management staff and teachers?
- should each latrine be allocated to a class?
- should each latrine be allocated to an age group?

Some toilet blocks suffer from over-use which has a negative impact on their maintenance as, not only are they used by pupils and teachers, but also by the local community.

In some schools, it has been observed that only one latrine is open to pupils the first year, the other latrines are then opened one by one over the years that follow once the first has become unusable. This notion of 'using the latrines sparingly' is misplaced as, not only is one latrine insufficient for the number of pupils (the aim being to achieve a ratio of one latrine to 30 – 60 pupils), but also this practice does not promote good upkeep of the blocks.

Prevent or limit the use of school toilets by the local community

How to prevent (over)use by the local community? Fencing off the school is one option but there is a cost associated with this. Raising the awareness of the local community is also a possibility, but awareness-raising activities would probably need to be repeated at regular intervals. The toilet block can also be padlocked every evening: the person in charge of locking and unlocking the toilets needs to ensure that they are there each morning, that the padlocks don't rust and also that they don't lose the keys.

Provision of consumable items

Objectives

- To ensure the availability of all materials required for hygienic use of the toilet block;
- To ensure that there is a stock management system in place to prevent stock shortages.

Which consumable items?

An indicative list is given below:

- for anal cleansing: water, toilet paper, jar or bucket, sheets of paper, etc. to be adapted to local practices, plastic kettle;

• for handwashing: water, soap, ash, possibly a towel for drying, handbasin, handwashing facilities, etc.;

• for cleaning the toilet block: water, jar or bucket, broom, gloves, floor wipes, sponges, long-handled brushes, soap, detergent, bleach, other cleaning products, etc.

Cleaning the blocks and checking they are in good working order

Objective

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (and the latrines, urinals and handwashing facilities contained therein) is always in a state of cleanliness.

Tasks to be undertaken

• Regular checks to ensure that each element of the toilet block is in good working order: the stability of the latrine slab or ceramic toilet and of the seat, the level of waste in the pit, the cleanliness of the defecation holes, the state of the walls, roof and ventilation system, the functioning of doors and any locks, the functioning of handwashing facilities (reservoir, tap, pouring spout, etc.), the functioning of wastewater evacuation systems into the soakaway, etc.;

• Daily check to ensure the availability of materials required for cleaning and handwashing;

• Clean the toilet blocks and handwashing facilities once or twice a day: sweep the floor, wash the floor and latrine slabs with soapy water if made of cement, clean the walls, clean out the water reservoir and pouring spout of the handwashing facilities, etc.;

• Carry out minor repairs, such as changing taps, tightening faulty bolts, etc.

Repairs, emptying, rehabilitation

Objectives

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (latrines, urinals and handwashing facilities) is in good working order;

• To ensure that the toilet block does not endanger the local environment or the groundwater table.

Tasks to be undertaken

• Major repairs (plumbing, building work) that require the intervention of an external, skilled tradesman;

• Replace any faulty parts in the toilet block.

• Empty the pit when full (where the block is not connected to the sewerage system).

How to manage the toilet blocks

Regardless of the type of establishment (primary, secondary or high school, public or private), there are several questions that arise relating to the management of toilet blocks:

- who takes the decisions relating to the tasks listed above?
- who undertakes these tasks and how?
- how are the financial costs met?

The response to each of these questions is presented below. The advantages and disadvantages are also specified and are supported by recommendations.

Whichever management method is selected, it is essential that this is discussed and clearly determined from the very beginning (ideally even before the toilet blocks are put into service). This should then be written down in one or more documents which are known to, and recognized by, all those involved both within the school, as well as at commune level and by the state's technical services.

An example 'Management and Maintenance Plan'

Activity	How often	Who is responsible	Materials, parts tools and equipment needed	Who finances the materials, parts, tools and equipment?
Supply of soap, filling of water reservoirs, provision of clean towels	Daily			
Cleaning of toilets, water supply facilities, school yard	Daily			
Supervision: inspection for maintenance needs and repairs, as well as checking if toilet pits are full or septic tanks need to be cleaned	Once a week			
Maintenance: minor repairs, major repairs, emptying of pits	Once a month			

Source: UNICEF, Strengthening water, sanitation and hygiene in schools, 2010

Certain countries have introduced laws or put national policies in place that provide advice or directives to be followed for organizing either school life or hygiene and sanitation management in schools. Nevertheless, these texts need to be broken down to individual school level. Stakeholders need to agree on a method of organization that, whilst conforming to national texts, is aligned or made more specific to the context of the establishment.

The document(s) to be developed and introduced around the school are: the internal school rules, the status and internal regulations of the parents' association or board, the 'Management and Maintenance Plan' and any other appropriate document.

Who makes the decisions?

Decision-making here relates to all important decisions that involve a collective action or a financial expense. In fact, in schools, decisions can be made by several different groups.

The school's management

It can be down to the head of the school to take the decisions as it is he who is responsible for the overall running of the school. He generally works together with the accountant who keeps the books and deals with purchasing.

• The advantage of this option is that the head of the school is already effectively under the supervision of the ministry of education – notably through school inspectors - and that a process of control and sanctions is already in place. In addition, he often remains in his post longer than the teachers, which ensures some management continuity and instills a sense of responsibility. Lastly, the fact that the decision rests with just one person rather than a group speeds up the decision-making process and, again, instills greater sense of responsibility.

• The disadvantage of this set-up is that any decision taken by just one person can never be consensual, which means that it does not reflect the preferences of teachers, pupils or parents. It is also possible that the decision taken is not the best option: indeed, the head of the school has numerous responsibilities and, at the same time, is subject to heavy budget constraints. This means he may opt to prioritize aspects other than hygiene and sanitation. It is, therefore, essential that he consult the teachers, technical staff and parents before reaching a decision and that there is transparent financial management in place – particularly where funds have been raised from parent contributions. Given this situation, it would be useful to create a specific budget item for 'hygiene and sanitation' in the school budget.

The parents of pupils

In certain countries and certain schools, it is the parents of the pupils that pay expenses relating to hygiene and sanitation, as the ministry in charge of education does not provide the school with any budget for this type of expenditure. Thus, the parents want to have a say in decision-making. As a result, they organize a not-for-profit parents' association (PA) which not only deals with matters of hygiene and sanitation, but also deals with all aspects of the daily running of the school, with the exception of the remuneration of school staff.

The PA is generally comprised of a general members' assembly (i.e. all the parents) who elects an executive board. The board is made up of at

least a president, a secretary and a treasurer (who keeps the books and deals with purchasing). The PA is self-governing. The PA budget comes mainly from annual contributions fixed by the general assembly. The amount to be contributed varies from one school establishment to another and according to the area (urban or rural). Contributions are collected during enrolment at the start of the school year.

PAs can be found in pre-schools, primary and secondary schools, both public and private. The teachers are also sometimes members of the association (in certain English-speaking African countries or in Asia, in particular): this is then known as a Parent Teacher Association (PTA). The teachers' involvement ensures that the interests of everyone in the establishment are better able to be taken into account.

• The advantage of this system is that the health and hygiene conditions in which their children grow up is of primary importance to the pupils' parents. It can therefore be assumed that the PA will take these matters seriously and give them their undivided attention. In addition, decisions are discussed at length and taken collectively.

• The limitations are threefold. Firstly, parents are not always aware of the importance of hygiene and sanitation on their children's health.

Parents' Associations (PA) in Burkina Faso

The participation of parents in these associations developed rapidly during the revolution with the adoption of new texts in 1986 and 1987 that clarified the roles of the different education stakeholders in the management of school buildings.

Apart from the parents, others are also involved in the PA: administrative and support staff, who are members 'by right', and local politicians, who are 'honorary' members. The general assembly usually meets once a quarter to agree activity programs and set the budget for each. In principle, the executive board of the PA consists of seven members: a president, a general secretary, an assistant general secretary, a treasurer, an assistant treasurer, an organization secretary and an information secretary.

In theory, the PA is responsible for all aspects of school life; however it tends to concern itself mainly with the canteen at the expense of everything else. In fact, not only is there little awareness among parents of the importance of hygiene and sanitation, but also the PA has limited financial resources. These resources are mainly made up of members' contributions (annual and one-off payments), revenue from activities, donations and other aid.

For the PA to function, each family pays an annual contribution whose amount is fixed by the parents' assembly. This amount varies from one PA to another and from one year to the next in line with requirements. The PA contributions can vary from between 1,000 CFA Francs and 2,000 CFA Francs (1.5 to 3€) in rural areas and between 2,000 CFA Francs and 6,000 CFA Francs (3 to 9€) in towns. The money is generally collected by the PA board during pupil enrolment.

Two legal auditors, non-executive board members, are charged with verifying the association's accounts. The basic texts make provision for the Provincial Director of Basic Education and Literacy (DPEBA), among others, to take on the role of technical advisor during this process.

Source: Souleymane Sawadogo, Sidwaya journal (Burkina Faso) 7 July 2010; communication by Maxime Compaoré to Colloque international 'Education/Training: the Search for Quality', April 2006

They therefore prioritize other activities. Secondly, they lack funds: the amount collected from contributions is often not enough to cover all the costs that have to be met by the PA and it is difficult to increase this amount given the low capacity of families to pay. In Ouagadougou in Burkina Faso, for example, it is estimated that 30% of families do not pay their contribution due either to lack of money or because they believe that school should be completely free-of-charge. The third obstacle is that the illiteracy of parents often leads to a poor understanding of the legal texts that govern the PA and means they have poor financial and account management skills. This issue often leads to teachers becoming involved in the PA's (or PTAs) internal affairs and can mean that teachers gain a certain sense of superiority over the parents.

Therefore, the prerequisites for a dynamic and effective PA are: 1) a good level of literacy and regular training of board members on legal texts and rudimentary management and accounting practices; 2) awareness-raising of parents on the importance of hygiene and sanitation in the school environment.

The teachers

Decisions relating to hygiene and sanitation in a school can be delegated by the head of the establishment, or by the parents, to the teaching staff. This is often the case where the teachers are considered to be the best trained in matters of hygiene and sanitation or where there is no PA or PTA in the school. The teachers then manage the school budget or parent contributions, notably for expenditure linked to water and sanitation. They make the decisions, keep the books and deal with purchasing (sometimes entrusting these last two tasks to whichever of them has been designated treasurer).

• The advantage is that the teachers are able to manage all aspects related to the toilet blocks (technical, organizational, financial, etc.).

The disadvantage is that the teachers are sometimes intent on paying more attention to the toilets reserved for their own use than to those of the pupils. Furthermore, teacher appointments change rapidly which is not conducive to either management continuity or for instilling a good sense of responsibility.

Therefore, a prerequisite for teachers to carry out decision-making is to introduce some means of supervision by the head of the school and the parents (a place can also be given to those pupils who express an interest); this assumes that there is a basic level of organization, plus consultation procedures and regular reporting in place. To complement this, a specific budget item for hygiene and sanitation can prevent spending on toilet blocks from being relegated to the bottom of the list of priorities.

All parties

The most collective form of decision-making is, without doubt, that which brings together the head of the establishment, the teachers, the parents and even the pupils themselves. All these parties form part of the 'management committee' set up for: either daily school life in general or for hygiene sanitation, and perhaps drinking water, in particular; the management of communal areas and the management of waste disposal. The advantage of this latter option is that it makes it easier to properly deal with all matters relating to health and hygiene. It is recommended that the 'general' management commit-

tee set aside a budget item dedicated to hygiene and sanitation.

It is also recommended that each group of stakeholder is represented on the executive board (teachers, supervisory staff, management, pupils and parents) and that this board provides regular reporting to the management committee's general assembly. The advantage is that everybody's interests are considered and the decision-making process is more consensual, meaning decisions are easier to implement. It also reinforces management capability. The risk is, of course, that the decision-making process can become quite drawn out.

How to carry out decisions made and care & maintenance tasks

Once again there is no single response to the question of who is to carry out the decisions made and how. There are several options available, regardless of the decision-making method selected.

By whom?

The specific maintenance tasks can be allocated to different stakeholders: supervisory staff, teachers, pupils, parents or a cleaner specifically appointed from within the establishment or an external contractor (cleaner or cleaning company).

As far as the division of tasks is concerned, there are many possibilities:

• one or several of these people (or groups of people) can ensure the constant supply of consumable items, check that the toilet blocks are used and function correctly, carry out cleaning duties and repairs and identify and raise major repair and emptying requirements;

• total responsibility can be assigned to one person, or a group of people, on a permanent basis. It could also be revolving, which means that responsibility is passed on successively from one person, or group of people, to another;

• it is also possible to create different groups, each in charge of a particular task.

For major repairs, it is often better to call upon the services of an external, skilled tradesman, such as a plumber or builder, once the treasurer has ensured that there is money available in the accounts to pay for the work to be carried out.

Emptying the pit usually involves using a mechanical or manual cesspit emptier; this may either be a private contractor or a service provided by the municipality. Some schools, particularly in peri-urban and semi-rural areas or small towns (for example, in Rwanda), call upon the services of a neighboring farmer or truck farmer who collects the mineralized (solidified) sludge to use as fertilizer.

Organization principles

There are some basic principles that must be respected when carrying out the different tasks associated with managing toilet blocks:

• the children's well-being is paramount: for example, they should not be required to clean the toilet blocks where there is a risk to their health. Where children are given tasks, they are given only to older children (from a minimum age of ten) who are placed under the close supervision of a teacher, for example;

• training in hygiene and sanitation is vital: this should be a prerequisite for the adults and there should be continuous teaching on these topics

for the children (mainly as part of their lessons in class). Refresher sessions should be organized once or twice a year;

• equipment needs to be available in sufficient quantities and be of suitable quality: cleaning materials and protection against pathogens;

• the children rarely have the right to make decisions as part of the decision-making body and yet it is they who are most concerned by the condition of the toilet blocks. They should, therefore, at least be able to undertake the role of monitor and ensure that their needs are taken into account during the decision-making process. Moreover, observing and participating in maintenance tasks enables them to put into practice the hygiene messages learnt in class.

Bad practice: entrusting the youngest children with toilet cleaning duties

According to the teachers and heads of primary schools visited in Ouagadougou, the latrines are cleaned once or twice a week, whereas the UNICEF recommendation is twice a day (at midday and in the evening). Out of all these schools, two-thirds entrust the cleaning of toilets to the pupils. In general, each class is given one cubicle to clean; the objective being to encourage the users to take good care of it. However, pupils are poorly supervised and are not provided with adequate cleaning and protective materials, meaning that they are directly exposed to pathogens. This can have negative consequences as hygiene messages will not be put into practice, installations will be dirty and so remain unused and open air defecation will persist. Furthermore, the cleaning of toilets is used as a type of punishment in some schools, which can have a long-term negative impact on the pupils' perception of sanitation. In other schools, the PA is against pupils cleaning out the cubicles for hygiene reasons. In these cases, cleaning duties are entrusted to a janitor.

Source: Hydroconseil, 'The management of latrines and public showers in the schools of Ouagadougou, Burkina Faso', 2008

'Health and Hygiene clubs'

In some countries, pupil groups have formed 'health and hygiene clubs' in their school with the help of one or several teachers. Their aim is to contribute to improving sanitary conditions within the school – and sometimes even beyond. They can implement the decisions taken by the decision-making body in charge of running the school. They can also, however, undertake extracurricular activities (after school hours) or even include children who do not go to school in their club. They, therefore, act as a useful vehicle for disseminating hygiene and sanitation messages throughout their community.

Membership is voluntary. Club members should be as mixed and as representative of the composition of the school as possible (socio-economic groups, ethnicity, religion, age, etc.). Their leader must be respected by members and always ready to listen. Together they can:

• ensure the supply of water and consumable items;

• use equipment and materials to keep the blocks clean;

• make sure the blocks are used correctly and are in good condition;

• act as role models within the school for hygiene and sanitation practices;

• organize revenue-generating activities to fund their other ventures.

School health brigades in the 'Healthy Schools' program in the Democratic Republic of Congo

In 2006, the Ministry of Primary, Secondary and Professional Education set up a 'Healthy Schools' program that benefits from the financial and technical support of several international donors, one of which is UNICEF. In 2008, this program concerned 640 primary schools across the whole of the Democratic Republic of Congo.

In those schools that expressed an interest in participating in the program, the teachers were trained in hygiene and sanitation practices and in transmitting this knowledge to their pupils. At the same time, 'School Health Brigades' were democratically elected by the pupils and then trained on their future responsibilities. These are self-governing groups managed by the pupils themselves, who are chosen by their peers by majority vote. The members of the 8 brigades fall under the responsibility of a brigadier general and a deputy, who themselves are monitored by a different teacher each week.

In theory, there are 8 brigades in each school, each in charge of a different activity: monitoring open spaces, the fight against HIV, checking handwashing facilities, ensuring latrines are clean, checking food products, making sure pupils are clean, ensuring the playground and garbage dump are kept clean, verifying that classrooms are clean. It is hoped that every pupil in the school will have been a member of all of the brigades by the time they finish their education.

All materials used by the brigades are provided by the head of the school. The cost of these materials is funded by contributions from parents.

Source: UNICEF and the Ministry for Primary, Secondary and Professional Education, Education Program for Health and the Environment (unpublished program document), RDC, 2008

• potentially raise awareness of good hygiene and sanitation practices in the neighborhood and local families;

• organize the cleaning of public places outside school (markets, roads, etc.). Please note that the role of the health and hygiene club is not necessarily to undertake cleaning and maintenance duties itself, but rather to arrange for these tasks to be carried out, supervise activities and encourage the children to adopt and share good practices.

The body responsible for ensuring the correct management of the toilet blocks must verify that any decisions it makes are reflected in the club's initiatives; that the club has access to all it requires and carries out its work correctly.

How to recover operating costs

List all recurrent expenses

The management body in charge of the toilet blocks should start by identifying and assessing all management and maintenance costs:

• the provision of consumable items;

• any salaries paid to the person or people responsible for maintenance, any possible remuneration of management committee members, etc.;

• pit emptying (if the block is not connected to the sewerage system);

• repairs and rehabilitation;

• any teaching materials required to enable teachers to provide pupils with hygiene education.

On this basis, expense items need to be shared out among the possible contributors, resources need to be mobilized and good financial management needs to be assured.

Cost sharing

It is recommended that all the recurrent expenses listed above be managed at school level and in a sustainable manner; this includes major repairs and the printing of teaching materials.

Any aid from the state and its development partners (NGO, twin town or donor) is only used for constructing new facilities.

Subsidy given to schools: case study of the Louga commune in Senegal

For many years, the municipality of the town of Louga paid the water bills of its education establishments. This situation led to very high water consumption, partly due to possible wastage, but mainly due to the fact that local people were using the school taps to get free drinking water. Given this situation, the municipality decided to stop paying the water bill and instead to introduce a subsidy, given to the school as a lump sum. In this way, they gave responsibility to the head of the school for managing consumption and implementing necessary controls.

The paragraphs below concentrate on funding recurrent expenses and not on construction work.

Possible funding options

The possible sources of funding are:

• enrolment fees and other school fees paid by parents in private or public schools, including the contributions from the parents' association, if there is one. This is often the main source of funding for hygiene and sanitation activities and the most sustainable, even though it is often insufficient;

• the proceeds of revenue-generating activities carried out at school level (school garden, events, etc.). It is important not to overlook this funding option, even though such revenue-generating activities take time for the school to organize;

• subsidies allocated by the public authorities. For example, the commune or state may decide to defray the cost of schools' water bills. This is essentially a political decision (see the box below), which is often made in favor of public establishments;

• a fine imposed by the health and hygiene club (between 10 and 25 CFA Francs in some schools in Mali) for any poor behavior or practices on the part of the children (accessing the water point without first removing their shoes, open defecation, children not taking their turn to clean the latrines, using the latrines without handwashing with soap, etc.).

• the contribution from the local development committee, present and active at neighborhood, village or commune level or from the parents' association.

It is crucial that the majority of the resources are

Financial management in the primary schools of Ouagadougou

Public primary school expenses are borne by the parents' association (PA). The PA sets up an operating budget entirely funded by the contributions paid by parents at the start of the year (on the basis of a contribution of between 2,000 and 4,000 CFA Francs - €3 to 6). It is estimated that about a third of families don't pay this fee, either because they don't have the money or they refuse to pay in the belief that public school education should be free-of-charge. Based on visits to several medium-sized schools, the average PA budget has been calculated at around 700,000 CFA Francs (over €1,000). This budget is intended to cover all the school's expenses with the exception of salaries. Expenditure linked to sanitation is, therefore, supposed to come out of this budget. In private establishments, school fees can reach 40,000 CFA Francs, giving the PA a vastly higher budget.

The annual average water bill for those public schools studied is 62,000 CFA Francs (€95), paid out of the PA budget. This represents only 9% of the average operating budget.

This is one of the rare sanitation-related expenses at school level. In fact, no anal cleansing materials (paper, kettle or water recipient) are provided and pupils have to use sheets of paper torn from their exercise books. In addition, the school does not provide soap. Pupils, therefore, only have water with which to wash their hands. Rehabilitation work is left up to the National Office for Water and Sanitation (ONEA: Office National de l'Eau et de l'Assainissement, an urban operator). Expenses for maintenance and minor repairs (changing locks, for example) come to 7,000 CFA Francs (€10.70) a year on average, which is only 1% of the average budget.

Thus, if these expenses are all considered to relate to sanitation (and excluding the costs of pit emptying which are impossible to estimate), only 10% of the PA budget is allocated to managing toilet blocks.

Source: Hydroconseil, 2008

local (or national through state operating subsidies), as this is the only way to ensure sustainable funding from one year to the next. Sustainable and continual cost recovery at local (and national) level does not, of course, include incidental donations which can be used to complement other resources: donations from parents or school staff in materials (soap, materials for anal cleansing, cleaning products, etc.) or in cash, donations from international or non-governmental (NGO) organizations, donations from twin towns (decentralized co-operation) or even donations from the state. All these one-off donations, however, are resources that the school cannot depend on medium to long term.

Managing funds

The money collected goes into the funds of the management body (or of the establishment, where appropriate). This can be a general fund or one that is specifically dedicated to hygiene, sanitation or even drinking water supply. This second option is strongly recommended as it ensures that funds are ring-fenced and so only used for hygiene and sanitation expenses. Where

there is only one fund for all school expenses, the establishment is encouraged to create a specific budget item for 'hygiene and sanitation'.

The funds can be kept within the school or placed in a bank account, in a financial institution (bank, savings and credit bank, microfinance institution, etc.). It is managed by the treasurer of the executive board (or by the establishment, where appropriate).

There are some simple principles to be followed when managing funds:

- it is recommended that double signatures be made mandatory for all deposits or withdrawals: for example that they are signed off by the treasurer and the president or another executive board member. This ensures that the operation in question corresponds to the collective decision taken by the management body, as well as reducing the risk of embezzlement;
- the treasurer should keep the account book up-to-date by noting down all incomings and outgoings. The treasurer should also provide and keep documentary evidence (bills, receipts) of all expenditure. This guarantees transparency of financial management and enables the treasurer to provide more accurate reporting to the management body;
- outgoings should not exceed available funds.
- where there are insufficient funds available, it is recommended to try to increase these funds rather than reduce expenses;
- the treasurer must ensure that there is always a sufficient cash reserve to cover both forecast expenses (emptying, rehabilitation) and unforeseen expenditure (repairs).



CHAPTER 2

The management of toilet blocks in health centers

THE MAIN ISSUES REGULARLY OBSERVED IN TOILET BLOCKS IN HEALTH CENTERS ARE AS FOLLOWS:

1. Inadequate hygiene practices of the patients and medical staff.

2. Absence of materials necessary for the upkeep of toilet blocks and of consumable items for users (such as soap for handwashing), leading to poor use of the facilities.

3. No-one made specifically responsible for maintenance.

4. Financing methods for cost recovery are not defined or unsustainable.

5. Lack of involvement from municipal authorities and ministerial technical services (Education, Health, Sanitation, Public Hygiene) in management monitoring and control.

KEY QUESTIONS

1. What care and maintenance activities should be planned to guarantee good service quality? Who should undertake these activities?

2. How are the provision of consumable items, maintenance activities, emptying, repairs and replacement, all vital to ensure a sustainable service, to be funded?

3. How can the involvement of public authorities in the control of service quality be increased?

Use, maintain and rehabilitate: what tasks need to be carried out?

Use of toilet blocks

Toilet blocks in health centers are used by patients, their visitors, medical and supervisory staff and even management.

Before starting construction work on the toilet blocks, during the planning phase, a concerted decision needs to have been made as to how these blocks will be used. In particular:

- if it is not possible to have separate blocks, how many latrines should be reserved for the use of medical staff to prevent the risk of contamination?
- for the patients, it is essential that there are separate latrines for men and women;
- the latrines reserved for patients must be adapted to the needs of the ill, elderly or disabled in terms of access and ease of use.

Some toilet blocks suffer from over-use, which has a negative impact on their maintenance as they are not only used by patients and medical staff, but also by the local community.

In some health centers, it has been observed that only one latrine is open to patients the first year, the other latrines are then opened one by one over the years that follow once the first has become unusable. This notion of 'using the latrines sparingly' is misplaced as, not only is one latrine insufficient for the number of patients (the standard being a ratio of one latrine to 20 – 30 patients), but also this practice does not encourage good maintenance of the blocks, whereas regular and adequate upkeep is essential.

Provision of consumable items

Objectives

- To ensure the availability of all items necessary for hygienic use of the toilet block – including showers;
- To ensure that there is a stock management system in place to prevent stock shortages.

Which consumable items?

Below is an indicative list:

- for anal cleansing: water, toilet paper, jar or bucket, sheets of paper, leaves, etc. to be adapted to local practices;
- for handwashing: water, soap, ash, possibly a towel for drying, etc.;
- for cleaning the toilet block and showers: water, jar or bucket, broom, gloves, floor wipes, sponges, long-handled brushes, soap, strong disinfectant, bleach, etc.

Cleaning the blocks and checking they are in good working order

Objectives

- To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (the latrines, urinals handwashing facilities and showers contained therein) is always in a state of cleanliness.

Tasks to be undertaken

• Regular checks to ensure that each element of the toilet block is in good working order: the stability of the latrine slab or ceramic toilet and of the seat, the level of waste in the pit, the cleanliness of the defecation holes, the state of the walls, roof and ventilation system, the functioning of doors and any locks, the functioning of handwashing facilities (reservoir, tap, pouring spout, etc.), the functioning of wastewater evacuation systems into the soakaway, plumbing, etc.;

• Daily check to ensure the availability of materials required for cleaning and handwashing;

• Clean the toilet blocks, showers and handwashing facilities several times a day according to the frequency of use: sweep the floor, wash the floor and the latrine slabs with soapy water if made of cement, disinfect, clean the walls, clean out the water reservoir and pouring spout of the handwashing facilities, etc.;

• Carry out small repairs, such as changing taps, tightening faulty bolts, etc.

Repairs, emptying, rehabilitation

Objectives

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (and all the latrines, urinals, handwashing facilities and showers contained therein) is in good working order;

• To ensure that the toilet block does not endanger the local environment or the groundwater table.

Tasks to be undertaken

• Major repairs (plumbing, building work) that require the intervention of an external, skilled tradesman;

• Replace any faulty parts in the toilet block;

• Empty the pit when full (where the block is not connected to the sewerage system).

How to manage the toilet blocks

Regardless of the type of health center (basic health center or large hospital, public or private), there are several questions that arise relating to the management of toilet blocks:

• who takes the decisions relating to the tasks listed above?

• who undertakes these tasks and how?

• how are the financial costs recovered?

The response to each of these questions is presented below. The advantages and disadvantages are also specified and supported by recommendations. The aim is to support the decision-making process where there are no advice or directives provided in national legislation.

Whichever management method is selected, it is essential that this is discussed and clearly determined from the very beginning (ideally even before the toilet blocks are operational). This should then be written down in one or more documents which are known to, and recognized by,

all those involved within the establishment, as well as at commune level and by the state's technical services.
Certain countries have introduced laws or put national policies in place that provide advice or directives to be followed for health centers to operate properly or to ensure hygiene and sanitation management in these centers. Nevertheless, these texts need to be broken down to individual healthcare establishment level. Stakeholders need to agree on a method of organization that, whilst conforming to national texts, is aligned or made more specific to the context of the establishment.

The document(s) to be developed and introduced around the health center are: the internal rules of the establishment, the status and internal regulations of the management committee, the 'Management and Maintenance Plan' and any other relevant documentation.

Who makes the decisions?

'Decision-making' here relates to all important decisions that involve a collective action or a financial expense. In fact, in a health center, decisions can be made by two different stakeholders.

The management of the health center

Decision-making could be carried out by the management (head of the health center assisted by his accountant or treasurer). This is an entirely legitimate option as it is the management's responsibility to ensure that the center as a whole operates correctly.

• The advantage of this option is that there is often already a supervisory, control and sanctions process in place. Moreover, there is more reactivity, and interventions can take place sooner, when decisions are taken by one single person (the head of the health center);

• Nevertheless, there are at least two prerequisites that need to be in place to ensure that decision-making at management level works: firstly, hygiene and sanitation in health centers must come under the remit of the ministry in charge of health, so that the health center's hierarchy has effective decision-making and supervisory powers; secondly, a suitable budget must be made available;

• The limitation of this set-up is linked to the fact that any decision taken by just one person can never be consensual, which means that it will not reflect the preferences of staff, patients and visitors. It is also possible that the decision taken is not the best option: indeed the head of the health center has numerous responsibilities and, at the same time, is subject to heavy budget constraints. This means that he may opt to prioritize aspects other than hygiene and sanitation (especially if he has the use of a private toilet, as is sometimes the case). It is, therefore, essential that he consult the users before reaching a decision; that there is a specific budget item for hygiene and sanitation; and that there is transparent financial management in place.

Management committee

A popular option is to have a management committee manage the latrines in a health center. The composition of this committee can vary from one country to another and also from one healthcare establishment to another:

• the management committee can be made up exclusively of health professionals working in the

The institutional organization of public health center management in Burkina Faso

Each basic healthcare establishment is run by a Management Committee (COGES). This committee is composed of 7 to 9 members elected by the population from the center's catchment area. Voting is carried out by counting raised hands. The COGES is elected for a 2 year term that can be renewed once. It is made up of members of the community and of the medical team. The COGES manages the health center finances, oversees the scheduling of different programs, ensures the supply of materials, etc. Its budget comes from the health center's revenue.

Source: Hydroconseil, Etude des latrines / douches publiques et des latrines institutionnelles au Burkina Faso, 2008

establishment (management, medical staff and perhaps even supervisory staff);

• the management committee, made up of the establishment's health professionals, can also be expanded to include representatives from the population covered by the center.

This form of organization by management committee can be found in both public and private establishments and there are as many in small health centers as in large urban hospitals.

The committee can be limited in size or very large, in which case the general assembly usually elects an executive board made up of at least a president, a secretary and a treasurer who keeps the books and is in charge of purchasing.

The committee is self-governing. The majority of its financial resources usually come from the center's revenue, as well as from external contributions. In addition to the toilet blocks, the management committee can also oversee several other aspects of the life of the healthcare establishment, such as running costs, materials, the canteen, drinking water supply, etc. However, it does not deal with salaries.

The advantage of this management model is that decisions are made in a concerted and consensual manner. Furthermore, it is also to be hoped that the management committee will give priority to the maintenance of the toilet blocks, as it is its members who use them (staff and people in the center's catchment area). In addition, the medical staff is often best trained in matters of good hygiene and sanitation practices.

It is recommended that each group of stakeholder be represented on the executive board (medical staff, supervisory staff, management, inhabitants within the catchment area) and that regular reports are provided to the general assembly. Moreover, a specific budget item can be created to prevent other issues dealt with by the committee from systematically taking precedence over hygiene and sanitation.

How to carry out decisions made and care and maintenance tasks

Regular maintenance

Regardless of the decision-making method selected, regular maintenance tasks can be allocated to:

• an internal staff member (one or several cleaners) responsible for cleaning the premises;

• an external contractor (cleaning company) responsible not only for cleaning (potentially with

their own equipment), but also for the provision of consumable items.

Where the body in charge of toilet blocks opts to use a private contractor – which is usually the case in large and busy health centers – a service contract must be drawn up and signed. The contract should contain performance objectives, as well as incentive measures. Detailed information regarding this option is provided in the chapter on toilet blocks in public areas of commercial activity.

It is possible to combine the two options and employ both internal staff and an external contractor: some large hospitals (such as Charles de Gaulle pediatric hospital in Ouagadougou in Burkina Faso) use an external contractor to clean all the premises once a day (including the toilet blocks); at the same time, they also have a janitor permanently on-site to carry out minor repairs and maintenance tasks during the course of the day. As a result, cleaning is conducted regularly and repairs carried out quickly.

Major repairs and emptying

For major repairs, the services of an external, skilled tradesman (a plumber or builder, for example) can be called upon, once the treasurer has ensured that there is money available in the accounts to pay for the work to be carried out.

Emptying the pit usually involves using a mechanical or manual cesspit emptier; this may either be a private contractor or a service provided by the municipality. Some healthcare establishments, for example in semi-rural areas (as is the case in small towns in Rwanda), call upon the services of a neighboring farmer or truck farmer who collects the mineralized (solidified) sludge to use as fertilizer.

How to recover operating costs

List all recurrent expenses

The person or body in charge of toilet block management should start by identifying and assessing all management and maintenance costs and any other recurrent expenses linked to hygiene and sanitation, such as:

- the provision of consumable items;
- any salaries paid to the person or people responsible for cleaning;
- the remuneration of management committee members;
- pit emptying (if the block is not connected to the sewerage system);
- repairs and rehabilitation;
- information and awareness-raising materials for patients to encourage them to use the blocks properly and practice good hygiene.

On this basis, the expense items need to be shared out among the different possible contributors, resources need to be mobilized and good financial management needs to be assured.

Cost sharing

It is recommended that all the recurrent expenses listed above be managed at establishment level and in a sustainable manner - this includes major repairs and the printing of information materials.

Any aid from the state and its development partners (NGO, twin town or donor) is only used for constructing new facilities.

The paragraphs below concentrate on funding recurrent expenditure and not on the construction of new facilities.

Possible funding options

The possible sources of funding are:

• the establishment's general fund, financed by revenue from the health services, or a special fund where money can be ring-fenced solely for use on the maintenance of toilet blocks. This type of revenue is the main source of funding for hygiene and sanitation activities for many health centers. It is found to be more sustainable, although often insufficient;

• regular subsidies granted by the public authoritie: this is the case in public health centers where part of the cost of consumable items used for toilet blocks is met by the municipality, including all of the water bill (as seen, for example, in the town of Ouagadougou in Burkina Faso);

• any fees paid by the patients for being treated by the healthcare establishment.

It is crucial that the health center mobilizes sustainable financial resources to ensure that there is good hygiene in the toilet blocks and that these are always in good working order. This recommendation does not, of course, exclude incidental donations that can be used to supplement resources: donations from individuals, organizations of international co-operation (NGOs, twin towns or donors, such as UNICEF or WHO), the state or from religious institutions, for example. However, these financial contributions, whilst sometimes not insignificant, are only ever irregular. Even though these may become repeat donations in time, the establishment cannot always count on them in the long-term.

It is also vital to ensure that the financial resources mobilized are sufficient. This is not always the case and in such a situation, priority is often seen to be given to the staff latrines at the expense of the patient toilet blocks. This type of negligence engenders serious sanitary risks that can have far-reaching consequences.

Funding from the municipality of part of the maintenance costs for toilet blocks in health centers: Ouagadougou case study

A large number of public health centers (if not all) are connected to the drinking water supply network, the bill for which is paid by the municipality. Furthermore, major rehabilitation work is also financed by the municipality, as is emptying and the purchase of certain consumable items (medical material, cleaning materials, occasionally soap and anal cleanser for the patients). As far as cleaning products are concerned, donations from the municipality don't always cover these costs, so the Management Committee (COGES) is obliged to pay a part. The same is even true for soap. The cost of minor repairs and maintenance work comes under the remit of the COGES. As an example, the maternity unit in Gounghin allocates 20,000 CFA Francs (€30) per month to buy toilet paper for its medical staff and around 2,000 CFA Francs (€3) for soap, which represents 2% of its annual budget. Lastly, the majority of the expenses linked to hygiene and sanitation are paid for by the municipality (water, cleaning products, anal cleanser, electricity and emptying); the remainder comes out of the COGES budget.

Source: Hydroconseil, Etude des latrines / douches publiques et des latrines institutionnelles au Burkina Faso, 2008


W.C HOMME

CHAPTER 3

The management of toilet blocks in commercial public places

THE MAIN ISSUES REGULARLY OBSERVED IN TOILET BLOCKS IN PUBLIC AND COMMERCIAL PLACES:

❶ A lack of hygiene education among users and managers leads to poor use and poor maintenance of the facilities. Consequently, there is low willingness from users to pay for a service which is of below-average quality and so it is more difficult to make an operating profit.

❷ Ill-adapted tariff lists mean it is not always possible to recover operating costs and nor, therefore, to ensure a sustainable service.

❸ Where there is delegated management, the methods used for selection and contract agreement with the operator are often inadequate: the respective obligations of the contractor and delegating authority (the municipality) are not properly defined; there are no performance criteria or incentive measures; there is little or no public authority control, etc.

KEY QUESTIONS

❶ What care and maintenance activities should be planned to guarantee good service quality? Who should undertake these activities?

❷ Where there is private sector involvement, which selection, contract agreement and control methods should be considered? What are the respective obligations of the delegating authority and the delegatees? Whichever management method is selected, what incentive measures should be considered in order to ensure good service quality?

❸ How are operating and maintenance costs to be met in order to guarantee a sustainable service? Where management is delegated to the private sector, how can profitability be ensured?

❹ How can the involvement of public authorities in the control of service quality and delegatees be increased?

The management of toilet blocks in commercial public places

Use of toilet blocks

Before starting construction work on the toilet blocks, and when they are put into service, a decision needs to have been made as to how these blocks will be used. In particular: how many latrines will be reserved for women, men and children?

Access to the toilet blocks and the cubicles themselves need to be adapted to the needs of users. In particular, ease of use needs to be assured for all, including the ill, elderly and disabled.

Provision of consumable items

Objectives

• To ensure the availability of all items necessary for hygienic use of the toilet block;

• To ensure that there is a stock management system in place to prevent stock shortages.

Which consumable items?

Please find below an indicative list:

• for anal cleansing: water, toilet paper, jar or bucket, sheets of paper, etc. to be adapted to local practices;

• for handwashing: water, soap, ash, possibly a towel for drying, etc.;

• for cleaning the toilet block: water, jar or bucket, broom, gloves, floor wipes, sponges, long-handled brushes, soap, detergent, bleach, other cleaning products, etc.

Who is responsible?

In general, it is the manager's responsibility to ensure that all items required for the toilet block are in stock and available for use. The manager can also be assisted by:

• an accountant or cashier, in charge of the accounts and purchasing;

• a cleaner who puts out materials and consumable items for users on a daily basis.

Cleaning the blocks and checking they are in good working order

Objectives

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (the latrines, urinals, handwashing facilities and showers contained therein) is always in a state of cleanliness.

Tasks to be undertaken

• Regular checks to ensure that each element of the toilet block is in good working order: the stability of the latrine slab or ceramic toilet and of the seat, the level of waste in the pit, the cleanliness of the defecation holes, the state of the walls, roof and ventilation system, the functioning of doors and any locks, the functioning of hand-

washing facilities (reservoir, tap, pouring spout, etc.), the functioning of wastewater evacuation systems into the soakaway, etc.;

• Daily check to ensure the availability of materials required for cleaning and handwashing;

• Clean the toilet blocks, showers and handwashing facilities several times a day according to frequency of use: sweep the floor, wash the floor and the latrine slabs with soapy water if made of cement, disinfect, clean the walls, clean out the water reservoir and pouring spout of the handwashing facilities, etc.;

• Carry out small repairs, such as changing taps, tightening faulty bolts, etc.

Who is responsible?

All these tasks are to be carried out by the person responsible for cleaning and maintenance.

Repairs, emptying, rehabilitation

Objectives

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (latrines, urinals, handwashing facilities and showers) is in good working order;

• To ensure that the toilet block does not endanger the local environment or the groundwater table.

Tasks to be undertaken

• Major repairs (plumbing, building work) that require the intervention of an external, skilled tradesman;

• Replace any faulty parts in the toilet block;

• Empty the pit when full (where the block is not connected to the sewerage system).

Who is responsible?

For major repairs, it is often necessary to call upon the services of an external, skilled tradesman (plumber or builder).

Emptying the pit usually involves using a mechanical or manual cesspit emptier; this may either be a private contractor or a service provided by the municipality. It is possible to achieve economies of scale if there are several latrines, blocks or sites to be emptied. The operators of some toilet blocks in public places, particularly those in peri-urban areas and small towns, call upon the services of a neighboring farmer or truck farmer who collects the mineralized (solidified) sludge to use as fertilizer.

How to manage the toilet blocks

There are several questions that arise relating to the management of toilet blocks in public places of commercial activity:

- what different management models are available? Which is the best model for each context?
- where the public authorities decide to delegate management of toilet blocks to an independent operator, how should this operator be selected? What are the most important contractual clauses that should be included?
- how are any costs to be met?
- how can satisfactory management and maintenance be assured?

The response to each of these questions is presented below. The advantages and disadvantages are also specified and supported by recommendations. The aim is to support the decision-making process for selecting the most suitable management model. It will, however, also be necessary to consult the directives and advice provided in national legislation.

What are the different forms of management available for toilet blocks in public places of commercial activity?

A state service, a municipality, a public company owns and operates the toilet blocks (public control)

A public service can be directly provided by a public body: when this service is directly provided by a public body: by a state service, local government or a public company.
For example, in Burkina Faso the RAGEM (Régie Autonome de Gestion des Equipements Marchands – Independent Operator for the Management of Commercial Facilities, a public company which is self-governing yet supervised by a board of directors made up of town councilors and technical staff) manages and operates the majority of toilet blocks situated in commercial centers.

A private entrepreneur owns and operates the toilet blocks

In the same way as there are professionals in some countries offering manual or mechanical cesspit emptying services, there are also sometimes privately-owned toilet blocks which are for public use. Where these are found in commercial centers, the owners are those who have built the latrine blocks, either spontaneously, or after having requested permission from the public authorities. There is, therefore, a charge for the use of the latrines; the income from which makes up the operator's revenue. In Nouakchott, in Mauritania, there were 27 private operators of toilet blocks for public use in existence in 2002. The fact that this entirely private and spontaneous offer exists proves that the construction and operation of toilet blocks can be a sufficiently profitable activity to enable operators to break even and earn at least a living wage.

Given the abundance of toilet blocks and the diversity in terms of service quality, the public authorities may decide to regulate this activity, by

putting a license system in place, for example. Whilst there are different forms of license, the principle is always the same: the public authority grants the right to occupy the land for the construction and operation of toilet blocks to an entrepreneur or association, in exchange the operator accepts certain constraints and obligations (in terms of minimum service level or limited period of operation, for example). For operating licenses, these conditions form the service requirements. Adherence to these requirements can be checked periodically. If the requirements are not being respected, the operator's license can be revoked. Operators may be charged for the license, either through means of an initial one-off payment or through regular installments.

The public authorities own the toilet blocks and entrust their management to a private entrepreneur or to an association

Entrusting management to the private sector or an association: what does this involve?

A public authority (state, municipality, public company, etc.) responsible for the sanitation (and hygiene) service in public places of commercial activity can decide to entrust the operation of one or several toilet blocks to the private sector or association, either for a limited period or on a permanent basis. This is known as delegation of management. Where management is delegated to a third party, responsibility for the service (and service quality, in particular) rests with the public authority. As such, the authority needs to ensure that the service provided by the delegatee is properly monitored and controlled.

The 'private sector' includes individual entrepreneurs, economic interest groups (EIG) and companies, etc. The 'association sector' includes community-based organizations, local development associations and NGOs for international co-operation, etc.

Why entrust management to the private sector or an association?

Toilet blocks in public places provide a service of common public interest. The public authority responsible for these blocks may decide that it is better qualified to control the service quality than to actually run the service itself. There can be many reasons for this: lack of interest or motivation, lack of human and financial resources, a low level of technical and managerial skills, etc. The public authority may then decide to bring in a competent external contractor who has the motivation to provide a high quality service:

- a private entrepreneur will be motivated by the profitability of the concern. The higher the service quality, the higher both the number of users and their willingness to pay for the service provided, thereby guaranteeing the profitability so sought-after by the entrepreneur;
- an association based locally (for example, local people organized to form an association) will be motivated to ensure a high quality and sustainable service, as it is in their interests to ensure the quality of the neighborhood's environment and living conditions.

There is a wide range of responsibilities that can be delegated to the private sector or an association. The different options are listed below.

The different forms of management involving the private sector or an association

The different management models available that involve the private sector or associations are presented, in brief, below. They can be applied

equally well to both private entrepreneurs and associations.

• The service contract: as when purchasing supplies or work, the operator with a service contract is paid a fixed rate by the public authorities for the services he provides. In contrast to the other options listed below, there is no financial risk for the operator: income is not necessarily reduced if management is found to be of poor standard. The only possible sanction is termination of the contract.

The following management models are different to service contracts in that there is a financial incentive for the operator to provide an effective service: his remuneration depends on the level of service provided. 'Delegation of management' means that there is a specific financial incentive (or 'profit-sharing'). The difference between each form of delegation resides in the scope of responsibilities given to the operator (called the 'delegatee') and in the level of financial risk involved, which can be higher or lower.

• The management contract: this is a contract whereby the operator takes over the operation and maintenance of toilet blocks that are already in place. More specifically, he ensures the timely opening and closing of the blocks, regularly replenishes consumable items and cleans the blocks on a daily basis. He collects the tariff paid by users and ensures necessary repairs are carried out. His income is made up of the revenue he receives, as well as a fixed remuneration (called a 'remittance') which is paid to him periodically by the contracting authority. It is, therefore, in his interests to increase revenue, which means offering a good level of service to attract users.

• The leasing contract: in this scenario, the contractor operates and maintains the latrines; in addition, he is responsible for investment:

. *the most 'simple' case*: the contractor takes receipt of a toilet block that is already operational, and has to pay rent (the 'lease') to the contracting authority; in this way he makes a financial contribution to the investment made by the commune for construction of the block. His profit is the difference in the total revenue he receives from the service and the rent he has to pay;

. *the 'intermediate' case*: the operator contributes to investment in rehabilitation and major repairs. He either carries out work prior to putting the blocks into service to get the block up to standard or he is responsible for financing these repairs later, over the duration of his contract. His revenue then comes from payment for the service made by the users;

. *the most 'complex' case*: the operator contributes to the development of new blocks. In addition to operating existing toilet blocks, the operator is responsible for constructing and financing new blocks. Here again, his revenue comes from payment for the service made by the users.

Leasing encourages the operator to increase revenue and, to this end, offer a sustainable service that meets the expectations of the users.

• The concession contract: The operator has to build the latrines, operate them and oversee all maintenance operations under the supervision of the public authorities. It is in his interests to construct robust latrines, which are adapted to demand and easy to maintain, in order to attract the maximum number of users and so have enough revenue to ensure a profitable return on his initial investment.

Rehabilitation and operation entrusted to private operators in Nairobi, Kenya

Up until 2003, in Nairobi, the public toilets built following the country's independence were in a state of advanced dilapidation, with the majority of them being out of service. Prior to this, these toilets had been managed by either municipal officials or by 'street children' who had taken over the premises and operated them illegally. The insecurity, deplorable hygiene conditions and the prices, set arbitrarily by the street children, meant that many people were discouraged from using these blocks. The town council began a pilot project in 2003 to confer the rehabilitation and operation of these blocks onto private operators through a leasing contract. As a result, the renovation work and improvements in the overall working condition of these blocks has led to a sharp rise in the number of users.

Source: Water and Sanitation Program (WSP), From Hazard to Convenience: Towards Better Management of Public Toilets in the City of Nairobi, Field Note, 2004

There is no single management model that is better than the others: each has its advantages and disadvantages. The 'best option', therefore, depends on the context.

Identifying the most appropriate management model

Public authorities wishing to develop and improve toilet blocks in places of commercial activity, therefore, have a choice of management models. They can decide to build and operate the blocks themselves; assign the management activity to the private sector or an association; or encourage the private sector or an association to themselves build and manage the blocks directly.

Where there is no advice or directives contained in national legislation and to assist them in their choice, there are several preliminary questions that the public authorities have to ask themselves to help them identify their needs and constraints. To do this, they need to be aware of the advantages and disadvantages of each management model.

Preliminary considerations for defining the management model

The public authorities should begin by specifying their requirements. Is the objective to develop new toilet blocks? To increase frequency of use? To improve service quality? Are the requirements linked more to construction or rehabilitation? Is it necessary to reduce the current tariffs?

The public authorities should then seek to understand the context and its constraints. In particular:

- what internal financial and human resources are available?
- does the public authority have the means and skills required to manage the toilet blocks under public control?
- are there the internal skills and motivation in place for recruiting a provider and monitoring his performance?
- which responsibilities can be entrusted to an external provider?
- which responsibilities does the authority wish to retain?

• are there any providers, private or associations, with the experience to construct and manage toilet blocks in public places? If not, is there enough potential interest?

• what role can the network of associations play?

• is there the political will and legislative and regulatory framework in place to encourage the involvement of the private sector and associations?

• what incentive measures can be put in place to ensure that a provider carries out those responsibilities entrusted to him to the best of his ability?

The public authorities can then assume the most appropriate management model based on their answers to all these questions.

Advantages and disadvantages of the different management models

MANAGEMENT MODELS	ADVANTAGES	DISADVANTAGES
PUBLIC CONTROL AND SERVICE CONTRACT		
PUBLIC CONTROL	Easier to set up initially. Public control removes the need to select an operator, draw up a contract and establish a performance monitoring procedure. In terms of both time and money, this type of management model is less costly to set up.	Public control means having sufficient human and financial resources to allocate staff to the running of toilet blocks. Public operators have no financial incentive to ensure a proper service. Sometimes, the public authority finds it more difficult than a delegatee to apply the tariffs that would enable them to recover all their costs.
SERVICE CONTRACT	Whilst this includes a selection and contract agreement phase, the remuneration method is simple as it is fixed.	Little incentive for the operator. The operator is paid regardless of the service quality.
DELEGATION		
MANAGEMENT CONTRACT	The management contract is very useful for creating a 'tendering effect' in the private sector in a situation where the delegating authority is not certain of finding providers interested in this activity. The dual remuneration, coming in part from operating the latrines and in part from a fixed payment from the public authority, creates a relatively secure context that 'inspires confidence' among potential operators.	It is often difficult to find the right balance of operator remuneration between the fixed payment and the variable parts (the latter received from operating revenue). The operator may choose to invest in the development or rehabilitation of the blocks but is under no obligation to do so. If major work is required, this type of contract is not necessarily the most appropriate.

LEASING	Leasing can enable the contracting authority to be 'reimbursed' a posteriori, through the lease payment, for the investment made in the latrine blocks. Leasing is most appropriate where the existing blocks are in need of rehabilitation (the operator funds the investment). It enables longer-term improvements in the overall management: the operator has to ensure the blocks are in good working order (which includes major repairs) and so applies the tariffs required to this end. The operation is, therefore, 'self-financed'.	It is difficult to determine the correct level of lease payment. To do this, it is necessary to know the total amount of the costs to be recovered and how much revenue the operator can expect to receive each month. The additional responsibilities conferred onto the operator (notably those of investment and rehabilitation) need to be well-defined. The obligations to invest that can be imposed on the operator require an accurate estimate of potential demand. The operator is dependent upon the original infrastructure (choice of technical option).
CONCESSION	The cost of the initial investment is not borne by the public authorities. The concession contract enables substantial development of the service offer through the creation of new toilet blocks. The operator is given much more freedom in that he can select the technical option and layout that he believes is most suitable and appropriate to the demand. A concession enables the development of a true 'business', as the contract is usually long enough (from 5 to 10 years) for the operator to make a financial commitment.	The concession contract assumes that there are entrepreneurs who have investment capacity, or able to take out bank loans. The tariff paid by the user will be higher as the operator not only has to finance the operating and maintenance costs, but also recoup his initial investment. In the end, it is the users who pay for the initial investment. If the public authority is not satisfied with the service management, it is more difficult to terminate the contract (they would have to compensate the operator for any investment made and it would send out a very negative message to any potential entrepreneurs).
PRIVATE INITIATIVE AND LICENSE		
SPONTANEOUS PRIVATE INITIATIVE	Private and spontaneous initiatives complement the public service offer.	As the operators are under no obligation to make the service accessible to large numbers of users, they tend to target the richest users. This is reflected in the location selected and in the type of service (a luxurious but expensive offer). The operator is under no obligation to the public authorities and can cease his activity whenever he so wishes or modify it.
PRIVATE INITIATIVE UNDER LICENSE	The license enables regulation of spontaneous initiatives on the part of entrepreneurs and associations by optimizing the offer and improving the quality of service provided. The license is flexible and easy to implement. It only contains the operator requirements; the delegating authority is not committed to a contract and the license can be easily revoked.	As it is more 'instant', the license makes it harder to ensure good long-term management, notably as it does not define the responsibilities of the delegating authority.

Delegation of management: the advantages and disadvantages of management by the private sector or associations

The advantages of delegating to the private sector

• Delegating to the private sector makes it possible to appoint a 'professional' who brings with him knowledge of business and financial management. This option also helps generate the budget required, from the tariffs, for repairs and the provision of consumable items which has a positive impact on the sustainability of the service.

• Delegating to the private sector also enables investment capacity to be mobilized for the rehabilitation and construction of latrines. Whilst this actual capacity can vary from one country and region to another, it is possible to find entrepreneurs who are willing to finance the construction, repairs or renovation of latrines. In Nairobi, the municipal authority conferred responsibility for rehabilitating the public toilets located in commercial areas onto private operators in this way, which has led to a substantial increase in the number of users.

• In addition, private operators don't have the same constraints as services under public control. For example, they can develop additional activities in order to make a profit from the operation of latrines, whereas public bodies are not necessarily in a position to run a business.

The disadvantages of delegating to the private sector

• Delegation to the private sector means that a management framework needs to be put in place; this can be complex (compared to public control), particularly as regards potential institutional hurdles. The operator selection and contract agreement processes need to be undertaken with care to ensure a stable management structure.

• It is also necessary to create a system to monitor the operator's activity and check their performance to ensure the management is up to standard.

• Unless it is stipulated in his contract, there is a risk that any profit made by the private operator is not reinvested into maintenance of the blocks, but instead used for a totally different purpose or for his own personal gain. This may well be misinterpreted by, and unacceptable to, users.

• Lastly, compared to a community-based association, the operator may be tempted to concentrate on gaining maximum profit out of his toilet block management activity at the expense of performing the public service he was brought in to provide (illegal tariff increases, hosting illegal activities in return for payment, etc.).

The advantages of delegating to associations

• As its members are both managers and users, a community organization often has a vested interest in the quality of service provided in the toilet blocks;

• Being based locally, it can easily spread messages of good hygiene practices throughout the community;

• Management by an association, which by its very nature is not-for-profit, is often more socially acceptable to the population than management by a private operator whose objective is to make money.

The disadvantages of delegating to associations

• Where there is a community-based organization in place, the facilities are often considered

to belong to all and so, by extension, to no-one in particular, which leads to a lack of any sense of responsibility.

• In addition, there may be gaps in the association's knowledge of financial and accounting management methods, as well as a lack of experience in dealing with the relationship with users;

• It is necessary to plan a form of monitoring of the association's operating activity and to check performance to ensure that this management is being carried out correctly.

In conclusion, each option has its advantages and disadvantages. It may sometimes be in the interests of those public authorities wishing to entrust management of toilet blocks to a contractor to keep the competition open to both the private sector and associations. The two parts that follow concern the specific case of delegation of management to the private sector or associations as not only is this a widely-used management model, but it is also the most complex to set up.

How to select the operator when delegating the public service

Generate interest among the private sector and associations

The private sector and associations are not always active in the toilet block management arena. However, it is still possible to generate interest from these sectors. By so doing, the number of potential operators can be increased (developing the service offer) and competition fostered between them (retaining those who are able to offer a better service quality).

By communicating with, and appealing to, the private sector and associations, it is possible to mobilize those entrepreneurs who work in related activities (plumbers, builders, etc.). Associations and community organizations have a role to play here.

Possible selection methods

Once the delegation model has been chosen, the public authorities in charge of the toilet blocks should proceed with the selection of the contractor(s) ('delegatee(s)'). There are several possible selection methods.

The traders' association in Nairobi: spearheading the improvement of toilet block management in commercial centers

Following an initiative by a traders' association in the town center (the NCBDA), in 2003, the municipal authority decided to launch a pilot project aimed at delegating the management of blocks situated in public commercial centers to private operators. The project consisted of recruiting private operators through means of a competitive process to rehabilitate and operate the 138 latrines located in the town center. The traders saw this rehabilitation as a way of encouraging more people into the town center. The NCBDA, in addition to its informal role in mobilizing the private sector prior to the project (information meetings), is also the delegated contracting authority: it oversees the selection of the operators and carries out performance monitoring over the duration of the contract; the blocks, meanwhile, remain the property of the municipality of Nairobi.

Source: Water and Sanitation Program (WSP), From Hazard to Convenience: Towards Better Management of Public Toilets in the City of Nairobi, Field Note, 2004

Direct negotiation

With this method, the public authorities negotiate with, and allocate the operating contract or license to, a private operator or association without going through a public tendering process and without publishing 'objective' selection criteria. The appointment may be announced in the newspapers, on the radio or published on notice boards, however direct negotiation is traditionally not widely publicized. Sometimes, it is the operators themselves who approach the public authorities. The advantage of direct negotiation is that is very quick and easy to put in place. It is appropriate where the public authorities already know which operator is best able to manage the blocks in a given area. Where this is not the case, direct negotiation does have certain disadvantages:

- as there are no 'official' selection criteria, it is more difficult to get the candidate(s) to respect certain conditions;
- with no competitive negotiation or predefined criteria, there may be only one candidate (or he believes this to be the case) and thus he is not encouraged to offer good quality management or to lower prices.

Awarding contracts based on objective criteria, without competitive negotiation

The public authorities may award operating licenses or contracts to all operators who meet specific requirements without 'auctioning off' these requirements (for example, if the criteria require experience in plumbing and construction, the authority can specify a minimum number of years of experience, as well as require references). The appointment may still be published in newspapers, on the radio and on notice boards.

- This selection method is suitable for tackling ('regulating') the informal sanitation market in countries where there are already a lot of operators providing services outside of both the legal framework and any public authority control;
- This solution may also be appropriate when the objective is to increase access to the toilet blocks. It is possible to award concession contracts to each candidate who meets the requirements;
- It is important to note that the weakness of this approach resides in its rigidity: with no competitive negotiation, the delegating authority itself has to set the maximum price (for example, the price of the license or user tariff) which means it needs to have some understanding of the prices currently being charged or considered 'reasonable'.

Competitive call for tenders based on technical and financial criteria

Public authorities can select operators on the basis of technical and financial criteria which are matched to a coefficient that indicates the priority given to each criterion. Example technical criteria may be: experience in construction and plumbing; means available (staff, vacuum truck, tools); an investment plan and operating strategy, etc. Possible financial criteria are: the cost of the license; tariffs proposed to users; the ability to draw up a forecast of operating costs, etc.

The candidates are informed of the call for tenders for the management of toilet blocks through its publication in the official government register, in the press, on the radio or on public notices, etc. Interested candidates can then request the call for tenders documentation from the public authorities in which can be found the list of documents to be supplied by the candidate; the con-

tract type; the service requirements; and technical clauses along with all available documentation relating to the pre-existing facilities.

Candidates submit offers based on the instructions contained within the call for tenders; these are then marked using a predefined scoring grid. The contract is awarded to the operator(s) with the highest score.

The call for tenders has the following advantages:

• it ensures that the best candidate is retained: this is the candidate who proposes the cheapest service for the user (the lowest offer on price) or the candidate who offers to pass on more revenue to the local authority (the highest offer to purchase the license or the lease) or the candidate offering the best value for money (a balance between the technical and financial criteria);

• this procedure also enables information to be collated on the price range and skill level that can be expected from the private sector and associations especially where public authorities have little knowledge of the existing service offer (some calls for tenders have unexpectedly revealed the existence of previously unknown, yet competent operators).

In contrast, the procedure can be rather long and complex as the grid of selection criteria and coefficients needs to be carefully developed; the means of publicizing the call for tenders need to be selected; and several meetings need to be scheduled in order to answer candidates' questions, explain the procedure and the contents of the contract that the successful candidate(s) will be asked to sign.

Recommendations and principles for competitive negotiation

There are several principles to be considered when awarding the management of public facilities to private operators or associations:

• As this relates to a public service, it is advisable that the operating activity be open to the greatest possible number of operators and be awarded in a fair, equal and transparent manner. This means ensuring equality towards the service providers and this can also impact on the reputation of the public authorities. Awarding contracts through 'cronyism' has a highly negative effect on the development and mobilization of private operators interested in toilet block management. The consequences are also visible in the service quality provided, as the appointed operator often considers himself to be 'well-established', with no obligation to achieve results. Lastly, these practices, which often give rise to a

The awarding of licenses to operate toilet blocks in Ghana

In Kumasi and Accra, in Ghana, the operation of public toilet blocks was delegated to private operators for the first time in 1989. The method chosen was to grant licenses following verification by the authority that the operator met a certain number of conditions. In fact, the licenses were given to people close to the municipalities, regardless of whether or not they actually satisfied the conditions. If the aim was to improve the service quality, no progress here has so far been observed.

Source: Institute of Development Studies (IDS), "Toilet wars": urban sanitation services and the politics of public-private partnerships in Ghana, 2003

suspicion of corruption, have a damaging effect on the general social climate. All these arguments support the use of an objective public procedure, based upon predefined and easily verifiable selection criteria.

This being the case, the example of Ghana provides an interesting lesson, namely that when the objective selection criteria have been set and published, it is even more important that these are adhered to than when the recruitment procedure has not been made open to all. In summary, it is better to engage in a confidential recruitment procedure than a well-publicized, yet fake, selection process.

• The selection of an operator can vary in complexity and, consequently, in cost in terms of time and financial resources. The procedure chosen should therefore be commensurate to the human and financial resources available to the delegating authority, as well as to the results required.

• In certain contexts, it is necessary to 'mix up' or vary the scope of the activity entrusted to the operator: this means giving the operator management responsibilities for blocks situated in locations that differ in type and frequency of use. In other words, it is advisable to avoid placing blocks located in the center of a market (with a high frequency of use) together in one contract scope and blocks located in more remote areas (with a lower frequency of use) in another – simply because all candidates will be interested in operating the former, whereas nobody will apply for the latter, as these are less likely to be profitable. Varying the group of blocks awarded to the same operator ensures that those blocks used less frequently are not neglected; the operator is willing to accept the contract, as the revenue received from one type of block can compensate for the lower profitability of others.

• Although there is nothing to prevent the public authorities from granting a monopoly to an operator, it is also important to ensure there is competition for each of the sites involved. To do this, the call for tenders can be divided into different lots which are then awarded to different operators. This enables blocks located in the same area to be run by different operators. The competition thus created in this area encourages the operators to provide a good level of service and to lower prices to 'win customers'.

What to include in the operator contract

Main elements of the management contract

There are several crucial elements that need to be included in the delegation contract, regardless of the type of operator:

• description of ownership of the infrastructures;

• definition of the scope of the operation: which block(s) is the operator responsible for? What land does the operator have available?

• division of responsibilities: who does the building work? Who is responsible for greeting the users and collecting any tariffs? Who undertakes the cleaning duties and the daily replenishment of consumable items? Who has the latrine emptied or the toilets repaired? Who funds the cost of both major and minor repairs?

• what is the relationship of the delegating authority and operator to the other parties involved or concerned by the service provided by the toilet blocks? (Users, decentralized technical services, municipal services for hygiene, sanitation, health, urban planning, transport (where blocks

are located in bus stations), the urban water and sanitation services operator, neighborhood associations, the authority in charge of public procurement, etc.);

• the means of financing the different activities linked to operating the blocks. It can be observed here that the entity responsible for carrying out the technical aspects of an activity is not necessarily the same as that providing the funding: an example of this is major repairs, which can come under the financial responsibility of the public authority yet are carried out on a technical level by the operator;

• means of operator remuneration: what is the (possible) tariff to be paid by users and under what conditions? Does the operator retain all or part of this revenue? Does he need to make a fixed sum (at the start of the contract) or monthly payment to the authority?

• the service obligations of the operator are listed in a requirements document annexed to the contract. This requirements document thereby deals with questions such as: what are the opening hours? What tariff grid is to be applied or what is the maximum tariff permitted? The requirements document can go further, however, for example by requiring the operator to post the price list on the blocks to ensure transparency and prevent abuse. The honoring of these requirements forms one of the service quality criteria;

• performance objectives to be achieved by the operator (see the last chapter in this guide);

• the monitoring and control methods that ensure requirements are being respected and that performance objectives are being met (see the last chapter in this guide).

All these key points are important, but not exhaustive. A contract can also contain clauses on other aspects; the objective being to document all conditions necessary to ensure the operator carries out his activity to the best of his ability. Moreover, the contract should be as precise and exhaustive as possible in order to avoid any misinterpretations.

As far as the responsibilities, duties, obligations and remuneration methods of the operator are concerned, the contract needs to be precise yet should, at the same time, leave room for maneuver, particularly in terms of commercial strategy. In fact, the greater the possibility for the operator to increase revenue, whether directly (through related activities such as the sale of toiletries or advertising space) or indirectly (fitting out the facilities, making them more attractive), the more he is able to increase the level of service. For example, in Delhi in India, renting out the walls of public latrines for advertising space is the main source of income for toilet block operators: the revenue received by the operators in this way is substantial and enough to recover all the construction and operating costs (whereas revenue received from users of the toilet blocks cover only a fifth of operating costs).

Although all of the above are more relevant to the delegated management of toilet blocks, the absence of a contract for an operation under public control doesn't mean that clarification of roles and responsibilities of all parties involved should be ignored, nor should the definition of service requirements and objectives. The creation of a requirements document is not the sole preserve of public authorities wishing to delegate the management of toilet blocks to a contractor.

Division of responsibilities between the delegating authority and the operator

In all types of delegation contracts, except concession contracts, the public authorities (whether they be the state, municipality, public company or other) are the owners of the toilet blocks. The owner:

• has the power to make decisions relating to the existence, expansion and renewal of these facilities;

• can participate financially in certain operations, such as major repairs;

• is usually responsible for monitoring and controlling the performance of the operator and for checking that the contractual obligations are being respected (unless there is a regulatory authority in place to take on this role);

• determines and applies any sanctions.

The operator's responsibilities can be as follows:

• as a minimum (management contract): to greet users, collect revenue if the service is not free-of-charge, carry out on-going maintenance (provision of consumable items, cleaning, minor repairs, emptying);

• intermediate level (leasing contract): in addition to those activities mentioned above, the operator may be required to build (out of his own funds) additional latrines within the block or extra blocks;

• as a maximum (concession contract): the operator builds the blocks and retains ownership of them for the duration of the contract. He takes on all technical and financial responsibilities related to operating these blocks.

How to recover operating costs

The financing of all recurrent expenses linked to the management and maintenance of toilet blocks is an issue that affects all the possible management models.

List all expenses

The operating costs for toilet blocks are:

• the provision of consumable items (including utility bills);

• any possible remuneration of staff employed (cleaner, cashier, operator, etc.);

• emptying, if the block is not connected to the sewerage system (note that a connection can significantly reduce operating costs);

• repairs and rehabilitation;

• the payment of rent, the lease or the license, depending on the management model;

• any materials required to inform users on how to use the blocks correctly and to ensure good hygiene practices.

Cost sharing

Each management model (private service offer, public control, delegation of the public service to the private sector or associations) and each type of delegation contract assumes that the different costs will be shared between the infrastructure owner and the operator. It is possible to adapt this cost sharing to each case. Whilst it is impossible to give 'typical' cost sharing models, it is worth noting the following general points:

• if the toilet blocks are built and operated by a private entrepreneur or association (with or without an operating license), the entrepreneur or as-

sociation undertakes to pay all costs (from construction to renewal, including cleaning and emptying);

• if they are operated under public control, the public authorities pay all costs;

• if the public authorities have placed the blocks under delegated management to a private operator or association, then cost sharing will depend on the contract type and the preferences of the public authorities:

. *the public authorities* can cover all or nearly all costs (as is the case in a number of service contracts);

. *the operator* can cover all costs (as for a concession contract);

. *the costs are shared* between the public authorities and the operator, with costs being lower for an operator with a management contract than for one with a leasing contract (leasing can require the operator to finance major repairs or even make new investment).

Possible funding options and whether to charge for access

The principle source of financing the operating and maintenance costs for the majority of toilet blocks in areas of commercial activity comes from the tariff paid by the users. Does this mean that there should necessarily be a charge for using the toilet blocks?

The public authorities could place particular importance on the prevention of open air defecation and so consider that the positive effects of improving hygiene and sanitation practices on people's health and living conditions (including the environment and economy) justify the provision of a free service.

It is possible to provide a free-of-charge (or low cost) service to users provided that other sources of sufficient and sustainable revenue can be found to cover operating and maintenance costs.

Other possible funding sources are:

• the general budget of the commune, state or public company in charge of sanitation. This is used when these bodies are directly responsible for managing the blocks (management under public control) or in the case of delegation where they help finance certain maintenance costs. Occasionally, the commune or water and sanitation public operator (operator or users' association) decides to defray the cost of the operator's utility bills. This is essentially a political decision and one which lasts only as long as the means remain available;

• for toilet blocks located in markets, it is possible to include a fee in the trading license, paid by the market traders to the municipality (or market management), that is then passed on to the operator, either in part or in full. Local traders can also participate in financing repairs or the construction of blocks if they believe that this will attract significantly more customers (as is the case in Nairobi);

• revenue generated from associated activities carried out by the operator can also constitute a possible source of funding. For example, some operators sell the mineralized sludge to farmers or truck farmers, who then use it as fertilize[3]. Others open a shop (called a 'sanimarché') selling

3 This option depends on: the type of latrine chosen (it should have a double pit); having a good understanding of the transformation processes; agricultural activities existing nearby; demand from farmers and truck farmers; their ability to handle the by-products safely in terms of health and the environment; the existence of a transport infrastructure for transporting the sludge, etc.

products related to hygiene and sanitation (soap, washing powder, brooms, sandals, prefabricated latrine slabs for households, etc.) or rent out wall space for advertising. Some have additional activities that are totally unrelated, either on the premises or elsewhere. These additional revenue-generating activities can help fund the operating costs of public toilets, regardless of whether they are under private management, under public control or delegated to a private operator or association (current legislation permitting).

It is vital that a sufficient proportion of these resources is safeguarded and renewed each year in order to guarantee that operating and maintenance costs can be funded in a sustainable manner. This, of course, does not exclude incidental, supplementary donations. These donations, in materials or in cash, can come from international organizations, non-governmental organizations (NGOs), twin towns (decentralized co-operation) or individuals. They can finance rehabilitation or be in the form of posters for raising users' awareness of good hygiene practices, for example. However, it is important to bear in mind that these donations, whilst they may become repeat donations in time, are not automatically renewed each year. As a result, the operator should not depend on them for paying his recurrent expenses.

Commercial strategy and associated revenue: the example of New Delhi, India

As of 1998, the municipality of New Delhi has charged the Fumes International company with the construction and operation of toilet blocks. This company has since requested to develop the areas around the blocks (to create gardens, etc.) to attract more users. It has also asked for authorization to rent out the wall space for advertising in order to gain additional revenue. This project was originally a pilot project. The operators thus recruited to build and operate other sites all replicated the sale of advertising space as a means of significantly raising revenue and, thereby, increased the resources available to offer a better level of service.

Source: Water and Sanitation Program (WSP), Public Toilets in Urban India: Doing Business Differently, Field Note, 2007

Tariff-setting

Where the decision-maker (public authorities or operator) opts to charge for access to the toilet blocks, care must be taken to ensure that the tariff is set at a level that enables the block's operating and maintenance costs to be financed in a sustainable manner. At the same time, the decision-maker needs to ensure that access is affordable for all. Indeed, the tariff needs to be 'socially acceptable', which means it is adapted to the ability and willingness of users to pay for the service. Please note that it will be difficult to set a high tariff if free toilets are already available nearby – even if the pay-and-use toilets offer a higher level of service. In contrast, it has also been observed that users are more prepared to pay to use toilet blocks that are clean and well-designed.

Therefore, a balance needs to be found to ensure that the price is set neither too high nor too low. To do this:

• the operator can seek to reduce the tariff by cutting his costs: for example, by using voluntary staff – with all the associated risks in terms of staff motivation that this involves – or by reducing the remuneration paid to those he employs;

• the tariff set can be lower than that needed to cover recurrent expenses and then topped up by other sources of revenue: public subsidies, revenue-generating activities, etc.;

• different tariff rates can be introduced with the end objective being for the operator to gain sufficient revenue. Some examples are as follows:

. *a pass may be offered to regular users* (such as, to traders in a market, drivers in bus stations or people living along a main road, etc.) giving them unlimited use of the toilet blocks for a given period of time (e.g. a month). For 'passing' users, they will be asked to pay a higher tariff 'per visit'. Where use of the toilet block is charged 'per visit', the operator should consider employing a cashier, who can also be made responsible for cleaning and minor repairs if the number of users is not that high;

. *the tariff can be adapted to the type of use*: use of showers, latrines or both;

. *the tariff can also be modified in line with demand,* peak and off-peak times and the season: for example, in the wet season, fewer people may use the showers, so the tariff needs to be attractive. In contrast, during the hot and dry seasons, families have greater need of the showers and so are prepared to pay a slightly higher tariff. In addition, during the wet season, there may be more people needing to use the latrines as household latrine pits tend to overflow, leaving them unusable. Here again, the tariff can be adapted to reflect this increase in demand. The aim is to ensure the operator breaks even over a given period.

If there is a charge for accessing the blocks, then the operator's revenue will also depend on how many people use them. The operator, therefore, needs to bear in mind that this frequency of use largely depends on where the blocks are located: the more densely populated the surrounding area, the more frequented (main urban route, trade route or market, etc.), with concessions lacking individual latrines, then the greater the number of potential customers.

Managing the funds

The money collected by the operator goes into a fund managed by a treasurer or accountant.

Where the operator conducts activities other than managing toilet blocks, there is a danger that the revenue received from 'toilet block' activities may be reinvested into these other activities rather than into the upkeep of the blocks. The risk here then is that the blocks can become progressively more dilapidated and are shunned by users. It is, therefore, recommended that a specific budget item be created for 'toilet blocks' in the operator's budget or that any revenue received from operating the blocks be placed in an account opened specifically for this purpose with a financial establishment (bank, savings and credit bank, microfinance institution, etc.).

There are some simple principles to be followed when managing funds:

• where management by an association is in place, it is recommended that double signatures be made mandatory for all deposits or withdrawals: for example that they are signed off by the treasurer and the president or another executive board member. This ensures that the operation in question corresponds to the collective decision taken by the executive board or general members' assembly and so reduces the risk of embezzlement;

• the treasurer (or accountant) should keep the account book up-to-date by noting down all incomings and outgoings. He should also provide

and keep documentary evidence (bills, receipts) of all expenditure. This enables him to provide more accurate reporting (to either the members of the association or to the delegating authority) and guarantees transparency of financial management;

- outgoings should not exceed available funds;
- where there are insufficient funds available, it is recommended to try to increase these funds rather than reduce expenses;
- the treasurer must ensure that there is always a sufficient cash reserve to cover both forecast expenses (emptying, rehabilitation, etc.) and unforeseen expenditure (repairs).

Anticipating expenditure for repairs and renewal

Even where the operation of a block is overseen by an operator or association, the public authority can still retain a certain level of control and monitoring over the forecast budget for repairs and renewal. This option is most notably selected as a way of ensuring there is no 'overdraft' at the end of the term of the delegation contract. The public authority therefore creates a renewal/repairs fund, into which is paid the monthly operator fee (called the 'remittance' or the 'lease'). In all cases, it is important that the renewal funds are placed in a specific bank account and are only used for renewal/repair purposes.





CHAPTER 4

The management of shared toilet blocks in deprived neighborhoods

THE MAIN ISSUES REGULARLY OBSERVED IN TOILET BLOCKS IN DEPRIVED NEIGHBORHOODS ARE:

1. Lack of hygiene education amongst users and the manager leading to poor utilization and poor upkeep of equipment.

2. No-one made responsible for the maintenance of the facilities, no sense of responsibility among users, poor definition of the manager's and users' obligations.

3. Absence of water, soap and even toilet paper and the absence of maintenance materials for cleaning the toilet blocks which leads to misuse of equipment or the continuing practice of open air defecation.

4. No service quality monitoring by the relevant authority and a lack of performance criteria and incentive measures.

5. Service is free-of-charge or users have a low willingness to pay due, in particular, to a lack of maintenance, which makes it sometimes difficult to recover maintenance costs.

KEY QUESTIONS

1. What care and maintenance activities should be planned to guarantee good service quality? Who should undertake these activities?

2. How are the provision of consumable items, maintenance activities, emptying, repairs and replacement, all vital to ensure sustainable facilities, to be funded?

3. How can the involvement of public authorities in the control of service quality be increased?

Use, maintain and rehabilitate: what tasks need to be carried out?

Use of toilet blocks

Shared (or 'community') toilet blocks in deprived neighborhoods differ to those located in public places of commercial activity. Indeed, they are intended for a specific community of users and not for the general public. The customer base, which is relatively stable, is made up of regular users living nearby (residents of the area). The community of users will therefore tend to have a sense of ownership of the sanitary facilities.

Before starting construction work on the toilet blocks, during the planning phase, a decision needs to have been made as to how these blocks will be used. In particular: how many latrines will be reserved specifically for women, men and children?

Access to the toilet blocks and the cubicles themselves also need to be adapted to the needs of users. In particular, ease of use needs to be assured for all, including the ill, elderly and disabled.

Provision of consumable items

Objectives

- To ensure the availability of all items necessary for hygienic use of the toilet block and any showers;
- To ensure that there is a stock management system in place to prevent stock shortages.

Which consumable items?

Please find below an indicative list:

- for anal cleansing: water, toilet paper, jar or bucket, sheets of paper, leaves, etc. to be adapted to local practices;
- for handwashing: water, soap, ash, possibly a towel for drying, etc.;
- for cleaning the toilet block: water, jar or bucket, broom, gloves, floor wipers, sponges, long-handled brushes, soap, strong disinfectant, bleach, etc.;
- other: electricity.

Who is responsible?

In general, it is the management committee's responsibility to ensure that all items required for the toilet block and showers are in stock and available for use. The management committee appoints:

- a treasurer who is in charge of managing funds and purchasing;
- a cleaner who ensures materials are continually available to users.

List of monthly requirements of cleaning materials for a block of 11 latrines in India

DESCRIPTION	QUANTITY
1. Powdered chlorine	10 kg
2. Scouring powder	10 kg
3. Phenol or any other liquid disinfectant	4 liters
4. Naphthalene balls	8 kg
5. Floor wipers	2
6. Tools to remove chokage	1 kit
7. Brushes	4
8. Brooms	4
9. Buckets	2
10. Dusters	6
11. Rubber boots	1 pair
12. Gloves	1 pair
13. Hydrochloric acid	1 liter
14. Powdered soap for handwashing	25 kg

- One set of tools should last about 3 months.
- A pair of gloves and a pair of boots should be provided to each attendant.
- Brushes and buckets are generally replaced after about two months.

Source: Government of India and UNDP, Directives for community latrines, 1995

Cleaning the blocks and checking they are in good working order

Objectives

To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (the latrines, urinals handwashing facilities and showers contained therein) is always in a state of cleanliness.

Tasks to be undertaken

- Regular checks to ensure that each element of the toilet block is in good working order: the stability of the latrine slab or ceramic toilet and of the seat, the level of waste in the pits, the cleanliness of the defecation holes, the state of the walls, roof and ventilation system, the functioning of doors and any locks, the functioning of handwashing facilities (reservoir, tap, pouring spout, etc.), the functioning of wastewater evacuation systems into the soakaway, plumbing, etc.;
- Daily check to ensure the availability of materials required for cleaning and handwashing;
- Clean the toilet blocks, showers and handwashing facilities several times a day according to frequency of use: sweep the floor, wash the floor and the toilet slabs with soapy water if made of cement, disinfect, clean the walls, clean out the water reservoir and tap (or pouring spout) of the handwashing facilities, etc.;
- Carry out small repairs, such as changing taps, tightening faulty bolts, etc.

Who is responsible?

All these tasks are to be carried out by the person responsible for cleaning and maintenance. There are also alternatives available that mobilize the users themselves.

Daily Checklist

DAILY CHECK POINTS	YES	NO
• Is everyone on duty at the time of the visit?	☐	☐
• Have the instructions given earlier been complied with?	☐	☐
• Have the deficiencies noticed in the earlier visit been dealt with? Are the latrine seats, urinals, wash hand basins, tiles, mosaic dado, floors, etc. clean?	☐	☐
• Have all doors got proper bolting arrangements?	☐	☐
• Do the building and doors/windows, etc. need any repairs?	☐	☐
• Is there an adequate quantity of water available over any 24 hour period?	☐	☐
• Is there any leakage or seepage anywhere?	☐	☐
• Is there any chokage or obstruction in the flow of excreta or wastewater?	☐	☐
• Are the septic tanks or soakage pits overflowing?	☐	☐
• Have soap powder and cleaning materials been made available in the toilet block?	☐	☐
• Is there any soap provided to users for handwashing?	☐	☐
• Is the toilet block clean (both inside and out)?	☐	☐
• Is there any graffiti on the walls or doors?	☐	☐
• Are there any bad smells	☐	☐
• Is the daily income from user charges as per the target?	☐	☐

Source: Government of India and UNDP, Directives for community latrines, 1995

Repairs, emptying, rehabilitation

Objectives

• To guarantee good conditions of use, hygiene and safety for users by ensuring that the toilet block (latrines, urinals, handwashing facilities and showers) is in good working order;

• To ensure that the toilet block does not endanger the local environment or the groundwater table.

Tasks to be undertaken

• Major repairs (plumbing, building work) that require the intervention of an external, skilled tradesman;

• Replace any faulty parts in the toilet block;

• Empty the pit when full (where the block is not connected to the sewerage system).

Who is responsible?

For major repairs, it is possible to call upon the services of an external, skilled tradesman (plumber or builder).

Emptying the pit usually involves using a mechanical or manual cesspit emptier; this may either be a private contractor or a service provided by the municipality. It is possible to achieve economies of scale if there are several latrines, blocks or sites to be emptied. The operators of some community toilet blocks, particularly those in peri-urban areas and small towns, call upon the services of a neighboring farmer or truck farmer who collects the mineralized (solidified) sludge to use as fertilizer.

How to manage the toilet blocks

There are several questions that need to be answered when considering management models for community toilet blocks in deprived neighborhoods:

• what are the different possible management types available? Which is the most appropriate given the local context?

• how can operating costs be financed?

• how can satisfactory management and maintenance be ensured?

The response to each of these questions is presented below. The respective advantages and disadvantages are also specified and supported by recommendations. The aim is to support the decision-making process for selecting the most suitable management model where there are no directives and advice already provided in national legislation.

Whichever management method is selected, it is essential that this is discussed and clearly determined from the very beginning (ideally even before the toilet blocks are operational). This should then be written down in one or more documents which are known to, and recognized by, all those involved both within the community, as well as at commune level and by the state's technical services. The management organization

Example of contract agreement: The toilet blocks of the Mumbai Slum Sanitation Program in India

After construction of the toilet block, the users' association certified its satisfactory completion and signed a Memorandum of Understanding (MoU) with the municipality. The responsibility of maintaining the toilet block was then handed over to the users' association. The MoU specifies that the users' association operates and maintains the toilet blocks. The MoU defines the obligations in terms of cleanliness, hygiene, transparency and accountability to users, as well as those to ensure the facilities are well maintained. It is the municipality, however, who is responsible for major repairs, rehabilitation and the connection to the electricity and drinking water supply networks.

Source: WSP, The Mumbai Slum Sanitation Program: Partnering with Slum Communities for Sustainable Sanitation in a Megalopolis, 2006

should not rely on tacit or oral agreement. Whilst certain countries have introduced laws or put national policies in place that provide advice or directives to be followed when operating community toilet blocks, these texts need to be broken down to individual community level and adapted to the local context.

The document(s) to be drawn up and made available are: the internal toilet block regulations; the status and internal regulations of the management committee; the 'Management and Maintenance Plan for Community Toilet Blocks' and any other relevant documentation. The key is to ensure that the responsibilities are clearly allocated and accepted by all those involved (management committee, community or user representatives, representatives from the commune and any other public authority involved, etc.). It is also important to properly define the procedures to be adhered to, and the activities to be undertaken by each party, in advance and to identify the funding methods. These documents can also specify the performance objectives, control indicators and incentive measures. Each approach is to be adapted to the context and also largely depends on which management model is selected.

Management models: the different options

Management by public authorities: public control

Community toilet blocks in deprived areas can come under the ownership of the public authorities, who also oversee their operation through a state service, municipality or public company. This management model is known as 'public control'.

Community management

Toilet blocks can also be built by the communities themselves or by an external stakeholder (typically an NGO or decentralized co-operation) and managed directly by the people living nearby as per the 'community' management model. This management method, used notably where the block is used by a limited number of families, is often somewhat informal. It relies upon the different members of the community or on informal arrangements, but there is no clear division of responsibilities which can lead to several limitations and difficulties:

• it relies on volunteers to undertake the management and maintenance tasks, which means there is little incentive to ensure that the work is carried out correctly. There is no remuneration for those responsible for upkeep. Cleaning is sometimes conducted by the families themselves, who take turns, or even by a volunteer;

• the toilet blocks are free-for-use, with no sustainable financial strategy in place for consumable items;

• there is often no accounting, which hinders financial transparency;

• there is no relationship with the public authorities, or this is very limited.

Community management with no formal framework is therefore highly unadvisable. Nevertheless, by formalizing the management arrangements, which is not necessarily all that complicated (for example, management by an association), the limitations of community management can easily be overcome.

Management by an association

Toilet blocks can be built by the public authorities or by an external stakeholder (NGO, decentralized co-operation, etc.), who then entrusts their management to:

• the community of residents organized into an association;

• any other community organization already established within the community;

• a non-governmental organization already present (or not) in the area.

The members of the association can either be high or limited in number. The general members' assembly usually elects an executive board composed of at least a president, a secretary and a treasurer who keeps the books and is responsible for purchasing. The association is self-governing. Its financial resources come from the revenue generated from operating the blocks, but can also come from other activities that it undertakes elsewhere (management of a water post, for example, or any other social activity).

The main differences between management by an association and community management are usually that:

• management by an association is more formalized than community management: the association has a legal status recognized by the public authorities which enables it to interact with them; the internal organization of the association and procedures are better defined and usually set down in writing;

• the association's members do not necessarily come from within the community: any staff that is required can be recruited externally;

• people involved in the management, bookkeeping and maintenance of the block are remunerated;

• a strategy for financing operating and maintenance costs is defined and implemented. This is translated into a tariff to be paid by users for accessing the blocks.

Management by an association has several advantages. Firstly, it is expected that the association, particularly when formed from within the community that benefits from the blocks, will put all its efforts into cleaning and maintenance, as it is in its own interests that the conditions of use and of hygiene are good. Indeed, a community-based organization feels all the more concerned as its members are both managers and users. The prerequisite is, of course, that the community is involved prior to the design and construction

of the toilet blocks to ensure a better sense of ownership. Furthermore, an association is liable to show more interest in managing toilet blocks in deprived neighborhoods as its aim is not to make a profit (as opposed to a private entrepreneur for whom deprived areas are less attractive due to the residents' low capacity to pay). For the same reason, if a profit is made, there is greater chance of this being reinvested into maintaining the blocks. Lastly, as it is based locally, an association is better placed to disseminate good hygiene practices throughout the community.

Nevertheless, associations can sometimes lack experience or skills in tariff-setting, accounting and financial management, reporting and marketing, etc. It is, therefore, recommended that they are trained on these aspects. Associations are also more easily influenced by members of the community from which they originate; some people may use their social position to demand favors, for example. Moreover, if the association is involved in any activities other than the management of toilet blocks, there is a risk that it may reinvest any profit gained from the blocks into these other activities, which don't generate (enough) revenue, yet consume it. A specific 'toilet block' budget item is to be created to prevent priority being systematically given to other activities. Lastly, management by an association requires the establishment of a delegation procedure between the public authorities and the association.

However, not all public authorities have a good enough understanding of management delegation procedures: please see the information sheet on toilet blocks in commercial public places for more information regarding the different types of delegation; their respective advantages and disadvantages; or selection and contract agreement methods.

Private management (a private initiative or delegation by a commune or association)

The public authorities or association in charge of toilet blocks can delegate management of these blocks to a private entrepreneur under contract. The entrepreneur, therefore, remains under the supervision of the delegating authority.

A private entrepreneur may also take the initiative for building and managing toilet blocks. In this case, there is not such a close relationship with the public authorities. Nevertheless, the latter should always control the service offered by the private operator.

Regardless of the set up that is in place, management by a private entrepreneur has the following advantages:

- the level of service (quality of the facilities, their working order, hygiene conditions) offered by a private entrepreneur is often rated as satisfactory, as the private operator has a financial interest in his operation: the higher the quality, the greater the number of users willing to pay for the service provided which makes the business more profitable;
- a 'professional' entrepreneur brings with him his knowledge and skills, particularly where these relate to commercial and financial management and marketing. Local authorities and associations often don't have the skills required to manage public latrines;
- a private entrepreneur will have certain means open to him for mobilizing funds (particularly from banks) for constructing or rehabilitating the toilet blocks;

• private operators are not under the same constraints as services under public control: for example, they can develop associated activities to increase the profitability of toilet block management, whereas the public entities are not really in a position to run a business.

Management by private entrepreneur also has its limitations. For community toilet blocks in deprived areas, the first obvious limitation is that few entrepreneurs are likely to be interested in managing such an activity given the (assumed) limited solvency of the population. Arrangements or incentives are, however, possible: for example, hand over the management of several 'profitable' blocks to a private operator along with an 'unprofitable' block to enable the operator to break even.

Furthermore, delegating a public service to a private entrepreneur is often more complex than setting up a management system under public control. The selection of the operator and the contract agreement process both need to be conducted with care in order to increase the chance of success **(see the chapter on toilet blocks in commercial public places)**.

Where the private operator succeeds in making a profit, he may be tempted to reinvest this into another activity, rather than reinjecting it into managing the blocks for the benefit the community. This is not a problem in itself, unless the increase in profit is achieved at the expense of the quality and sustainability of the service (for example, if the entrepreneur does not carry out necessary repairs or seeks to cut costs by using poor quality materials).

Encourage the involvement of the private sectors and associations

The private sector and associations may not be very inclined to involve themselves in the management of toilet blocks in deprived neighborhoods. To stimulate the service offer there are several actions that can be undertaken:

• communication with the private sector can be a good way of mobilizing entrepreneurs working in related activities (plumbing, building, etc.);

• in areas of spontaneous housing where deeds of ownership don't exist or are not recognized by the public authorities, making land-related issues easier to resolve can also be a good way of ensuring private operator and association involvement. The public authorities can grant the operator official authorization to use the land for a commercial activity in the public interest, as well as provide insurance guaranteeing compensation to the operator should the area be redeveloped;

• in addition, some associations believe that they stand little chance of being selected to manage a toilet block when they are up against competition from a private entrepreneur (and vice versa). In order to stimulate interest from all potential operators, it is therefore in the interests of the public authorities to be open on recruitment methods and the selection criteria used and to be flexible regarding the type of tasks that the operator is expected to undertake.

How to recover operating costs

List all recurrent expenses

The toilet block manager should begin by identifying and assessing all operating and maintenance costs:

• the provision of consumable items (including utility bills);

• any possible remuneration of staff employed (cleaner, cashier, etc.);

• emptying, if the block is not connected to the sewerage system (note that a connection can significantly reduce operating cost);

• repairs and rehabilitation costs;

• the payment of the remittance, the lease or operating license (depending on the management model) to the delegating authority for delegated management;

• any materials to provide information to users on how to use the blocks correctly and to ensure good hygiene practices.

These expense items then need to be shared among the different possible contributors, resources need to be mobilized and good financial management needs to be assured.

Cost sharing

It is vital that all recurrent expenses be managed by the operator in a sustainable manner and without recourse to external subsidies.

In certain cases, the public authorities can bear the cost of incidental or particularly large expenses: connection to the water supply, sanitation or electricity networks, information and awareness-raising materials for users on hygiene and sanitation, the construction of new facilities, etc.

Should there be a charge for the service? Possible funding options

In deprived neighborhoods, the question of whether or not there should be a charge to use the toilet blocks always needs to be resolved. This is an ethical question: is it appropriate to make impoverished people pay for such a basic service as hygiene and sanitation? It is also a political question: the public authorities may consider that the practice of open air defecation presents such a high sanitary, environmental and social risk that free-for-use toilet blocks for those who are unable to pay are justified. Lastly, it is a financial question: are users able and willing to pay? If this is not the case, who else is able to finance recurrent expenses in a sustainable manner?

The idea to be borne in mind, then, is that access to the toilet blocks may be provided for free to the users – or a very low tariff may be set – provided that adequate and sustainable resources can be mobilized to pay all the recurring costs linked to operating the toilet blocks.

In addition to payment for the service by users (see the following page), the possible funding options are:

• membership fees to join the managing association;

• the initial contribution paid by families giving them the right to use the toilet blocks. In general, this type of contribution is paid into a fund dedicated to block maintenance. This fund grows as families pay in their contributions but then stagnates as each family only pays once and the operator has to limit the number of families using the block in accordance with the available number of latrines;

• subsidies granted by the public authorities (commune, state). The public authorities can, for example, decide to defray the cost of the utility bills;

• the contribution from the local development committee active at neighborhood, village or commune level;

• donations from international organizations, non-governmental organizations (NGOs) or twin

towns (decentralized co-operation). These, sometimes large, amounts are only ever received at irregular intervals. Even though they may become repeat donations in time, they are not automatically received each year;

• donations from families in materials (soap, anal cleansing materials or cleaning products) or in cash. This is also an incidental source of finance;

• revenue from associated activities carried out by the operator and which generate income. For example, some operators sell on the mineralized sludge to farmers or truck farmers who use it as fertilizer. Others open a shop (called a 'sani-marché') selling hygiene and sanitation related products (soap, washing powder, brooms, sandals, prefabricated latrine slabs for households, etc.) or rent out walls as advertising space. Others, meanwhile, have totally unrelated activities either on the toilet block premises or elsewhere. For example, in the slums of Mumbai in India, the premises in which the toilet blocks are located also contain meeting rooms for hire, a gym and even a crèche.

As can be seen above, these sources of finance are mostly irregular and unsustainable. Those resources which the operator is able to count on more long-term are often insufficient: either because it enables him to cover only one expense (a public subsidy to pay the water bill) or because the amount at stake is uncertain (some revenue-generating activities). The operator therefore should favor sustainable resources for financing recurrent expenses over those which are incidental and uncertain.

Payment for the service by users of the service

Where the decision-maker decides to make users pay to access the toilet blocks, he needs to ensure that the tariff is set at a level that enables him to finance the maintenance costs of the blocks in a sustainable manner. At the same time, he also needs to ensure that access is affordable for all: the tariff needs to be socially acceptable, which means it is adapted to the ability and willingness of the users to pay for the service. Please note that it will be difficult to set a high tariff if free toilets are already available nearby – even if the pay-and-use toilets offer a higher level of service. In contrast, it has also been observed that users are more prepared to pay to use toilet blocks that are clean and well-designed.

Therefore, a balance needs to be found to ensure that the price is set neither too high nor too low. To do this:

• the operator can seek to reduce the tariff by cutting his costs: for example, by using voluntary staff – with all the associated risks in terms of staff motivation that this involves – or by reducing the remuneration paid to those he employs;

• the tariff set can be lower than that needed to cover recurring costs and then topped up by other sources of revenue: public subsidies, revenue-generating activities, family donations and contributions, etc.;

• the tariff can be adapted to the type of user with the final objective being to ensure that the operator gains sufficient revenue and that everyone is able to benefit from the toilets. Pay-and-use toilets can become a constraint, particularly for children who may not always have money on them. It is, therefore, necessary to consider other means of obtaining payment for the service.

Some examples are as follows:

. *a pass may be offered to families from the community* giving them unlimited use of the toilet blocks for a given period of time (e.g. a month). For 'passing' users, they will be asked to pay a higher tariff 'per visit'. Where use of the toilet block is charged 'per visit', the operator should consider employing a cashier, who can also be made responsible for cleaning and minor repairs;

. *an 'individual' tariff can be offered*, supplemented by a 'family' tariff which is more financially advantageous;

. *it is also possible to introduce a tariff that is aligned to family incomes*. This system can be appropriate in areas where everyone knows each other and where the communities themselves can assess the income levels of families (a current practice for setting the amount of the contribution paid for drinking water).

• the tariff can be adapted to the type of use: use of showers, latrines or both;

• the tariff can also be aligned to demand, peak and off-peak times and the season: for example, in the wet season, fewer people may use the showers, so the tariff needs to be lowered to be attractive. In contrast, during the hot and dry seasons, families have greater need of the showers and so are prepared to pay a slightly higher tariff. Moreover, during the wet season, there may be more people needing to use the latrines as household latrine pits tend to overflow, leaving them unusable. Here again, the tariff can be modified to reflect this increase in demand. The aim is to ensure the operator can break even over the course of the year.

Tariff-setting practices: the Mumbai Slum Sanitation Program (India)

O&M management—CBO collects monthly pass charges (members) and per use user charges (other visitors). Typically Re. 1 per visit; for monthly family passholders, Rs. 20 to Rs. 50 per month (mean Rs. 31) for unlimited use by all family members. Since the program was predicated upon operations and maintenance (O&M) management by CBOs, the issue of user charges was also left to them. Two forms of user charges emerged in practice. The CBOs collect monthly fees (from 'members' who are holders of monthly family passes typically priced at a mean of about Rs. 31 per family for unlimited use), and per-use user charges (Re. 1 per visit for those who do not have family passes).

Source: WSP, The Mumbai Slum Sanitation Program: Partnering with Slum Communities for Sustainable Sanitation in a Megalopolis, 2006

Managing the funds

The money collected goes into the operator's funds which are managed by a treasurer or accountant.

If the operator carries out other activities in parallel to managing toilet blocks, it is recommended that revenue gained from operating the blocks be ring-fenced to be used exclusively for financing the block's operating and maintenance costs. This is to prevent the money being invested elsewhere at the expense of the quality of service and of the blocks. To do this, a specific 'toilet block' budget item can be created in the man-

agement budget or an account can be opened with a financial institution (bank, savings and credit bank, microfinance institution, etc.).

The following simple principles should be followed when managing the funds:

• where management by an association is in place, it is recommended that double signatures be made mandatory for all deposits or withdrawals: for example that they are signed off by the treasurer and the president or another executive board member. This ensures that the operation in question corresponds to the collective decision taken and also reduces the risk of embezzlement;

• the treasurer (or accountant) should keep the account book up-to-date by noting down all incomings and outgoings. He should also provide and keep documentary evidence (bills, receipts) of all expenditure. This enables him to provide more accurate reporting (to either the members of the association or to the delegating authority) and guarantees transparency of financial management;

• outgoings should not exceed available funds;

• where there are insufficient funds available, it is recommended to try to increase these funds rather than reduce expenses;

• the treasurer must ensure that there is always a sufficient cash reserve to cover both forecast expenses (emptying, rehabilitation, etc.) and unforeseen expenditure (repairs).


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The monitoring and control of toilet block management

Why is it important to monitor and control the quality and sustainability of the service?

It is important to regularly monitor and control the condition of the facilities, the service quality, use of the facilities by the users and the general hygiene and sanitation practices that have been adopted. Indeed, this enables stakeholders:

- to prevent deterioration, to guarantee the sustainability of the investment and to preserve the environment;
- to increase frequency of use and prevent the continuation of open air defecation;
- to ensure the privacy and dignity of users, especially women;
- to improve the health conditions of families;
- to improve pupils' school performance and to increase adults' professional activity;
- to reconcile the hygiene and sanitation messages given (particularly in schools and health centers) with users' daily practices.

The monitoring and control of community toilet blocks ensures that any weaknesses or deficiencies in the service can be anticipated and corrective measures put in place. This is not only the responsibility of the body in charge of managing the blocks, but also of the public authorities.

Who implements the monitoring and control?

Monitoring is undertaken by the management body and the users

1. If the operation is undertaken by the public authorities (public control), then the technical service involved (that in charge of public hygiene and sanitation, for example) goes out into the field to check the work of the municipal employees charged with the daily upkeep of the toilet blocks.

2. If the operation is undertaken by a private operator or an association, then the entrepreneur or the executive board of the association conducts monitoring visits to check that the work of the staff responsible for upkeep, repairs and the till is being carried out correctly.

Monitoring corresponds to a method of 'self-checking' that has limitations: those checking the blocks are the same as those managing them. Their opinion, therefore, may not be entirely ob-

jective. The quality of the monitoring that is carried out mainly depends on the professional conscience of the management body and the means it has at its disposal. Furthermore, it is vital that users are involved in the monitoring process as this meets two essential requirements: on the one hand, it enables users to give their impression of the service, its quality and their expectations in terms of improvements; on the other hand, it permits the management body to raise the users' awareness as to the work involved in managing toilet blocks and its associated constraints.

In all situations, regardless of the management model and level of user involvement in the monitoring process, a second level of checks needs to be in place; one which is external and known as 'control'.

Control is external, conducted by a public institution and the users

1. If the operation is undertaken by the public authorities, by the municipality, for example, then the external control is to be carried out by another service responsible for ensuring that current standards are respected, for example the ministry in charge of health or public sanitation.

2. If the blocks are built and managed by the private sector or an association, then the municipal or decentralized state technical services in charge of sanitation, hygiene, health, urban planning or transport can conduct sanitation control and public hygiene education visits – even where the operator is not under a license system.

3. If management of the blocks is delegated to a private operator or association, the responsibility for controlling the respect of contractual obligations and performance falls to the public authority. Sometimes, it is the public authority that has delegated management of the service and signed the delegation contract with the operator and, as a result, they are actively involved in the contract. It is for this reason that there is an independent authority in some countries that is responsible for regulating public service delegation contracts. This 'third party' takes on the role of arbitrator and policeman. It checks that each party is fulfilling its obligations and takes the necessary measures to rectify the situation if gaps are identified.

Regardless of the management model employed, it is highly recommended that users be involved in the control process. This means that the institution in charge of control needs to listen to users' opinions to ensure that recommendations made to improve the service are aligned to user expectations.

Prior to starting controls, encourage good maintenance of toilet blocks

To ensure that the toilet blocks are, and remain, in good working order and a state of cleanliness, and prior to any monitoring or control taking place, all parties involved need to be encouraged to wholly assume their responsibilities. Different incentive measures can be introduced by the management body, some of which are:

- the compensation or remuneration of the person(s) responsible for upkeep of the blocks (linked to sanctions in case these duties are neglected);
- the organization of regular visits by the head of the residents' community, traditional and religious authorities, neighborhood associations and women, etc. once or twice a year;.
- the definition of criteria for ensuring good management; these are broken down into perform-

ance objectives which are then assigned to the management body and maintenance staff;

• the application of sanctions linked to the achievement of performance objectives. For example, the operator may decide to pay a bonus to the employee charged with maintenance in reward for good work. A delegating authority can terminate or renew an operator's contract depending on whether or not the objectives have been met. The state or commune hygiene services can impose a fine on a private entrepreneur who does not respect or publish the legal standards for cleanliness or, in contrast, they can award him a bonus;

• the organization of an annual festival on the subject of cleanliness in public places or of a competition to find the cleanest block in the neighborhood (or commune or region). The winner is rewarded with a prize. The prizes can be either material (T-shirts, cleaning products, mirrors, subsidy granted to cover the water bill, etc.) or financial or any other form of benefit. The prize should be enough to motivate participants without engendering the risk of corruption. A prize-giving ceremony can be organized either at the block or at the town hall, with journalists invited from all different types of media.

Monitoring by the management body and the users

The management body of the toilet blocks must check they are in good working order and monitor the level of hygiene and cleanliness. Some recommendations for the management body's internal monitoring procedures are presented below:

• carry out regular visits of the facilities (for example, once a month), which will also permit the management body to check that performance objectives are being met. To ensure that no checks are overlooked during the control visit, a checklist can be used that is to be completed during the visit;

• user representatives (external to the management body) can participate in the control visits: head of the residents' community, traditional and religious authorities, neighborhood associations and women, etc. Similarly, where an NGO initiated the construction of the toilet block, it may wish to check how well the block is withstanding over time. This participative approach enables discussion, consideration of all opinions (including those from people most concerned by the longevity of the blocks) and collective agreement on any actions to be taken. Checks can be made to ensure that these corrective actions have been implemented during the next visit;

• check the accounting and financial management.

To overcome the limitations and the risk of running out of steam (lack of sustained motivation, only loosely respecting monitoring procedures, etc.) that are posed by internal monitoring systems, a second level of control from outside the community is required; one that is institutionalized and conducted by the public authorities.

Checking the conditions of maintenance in the latrines: participative control in schools in RDC

In RDC, school health brigades (groups of elected pupils) conduct a participative diagnostic of the school's sanitary and environmental conditions, which leads to the production of a 'care and maintenance plan for sanitary facilities', written jointly by the pupils, teachers and parents. A school cleaning routine is set up that includes the toilet blocks and facilities are built or rehabilitated, based on the requirements identified, under the supervision of the pupils and parents' committees.

The brigades then conduct a final participative diagnostic on the cleanliness of the school, following which the school has to be certified as a 'Healthy School' by the education inspector of National Education. The school brigades then monitor the cleanliness indicators at school level (self-diagnostic). The standards to be met by schools in RDC to become 'Healthy Schools' are:

1. Staff trained in health and environment education
2. Teaching materials available and used
3. Availability of hygienic latrines, in good working order and used correctly
4. Water, soap or ash available and used for handwashing
5. School yard and classrooms are clean
6. School health and environment brigades are trained and operational

A school becomes, and remains, a 'Healthy School' as much for the quality of its monitoring processes as for its ability to meet the required standards.

Source: UNICEF and the Ministry for Primary, Secondary and Professional Education, Education Program for Health and the Environment, RDC, 2008

External control

The role of the public authorities is to ensure that good conditions of hygiene and cleanliness are present in all toilet blocks located in public places. They, therefore, need to check that the managers assume their responsibilities. Those public authorities directly concerned are:

- the commune and its technical service in charge of hygiene and sanitation, where there is one;
- central and decentralized services responsible for health;
- central and decentralized services responsible for hygiene and sanitation;
- central and decentralized services responsible for urban planning;
- potentially, the operator responsible for water supply and sanitation (operator or users' association).

These different services need to agree at national level to define who is to be made responsible for carrying out controls of toilet blocks in public places. This question is (or should be) dealt with in the National Sanitation Policy or National Urban Planning Policy, for example.

The aim of the control procedure is to identify any issues, establish the reasons for these with the management body and user representatives and to determine corrective measures.

Monitoring the maintenance of toilet blocks in deprived areas in India: the checklist recommended by the government

1 Are toilet blocks being operated and maintained well? Have water and electricity been made available?

2 Are users satisfied with the service?

- Are all the intended users availing themselves of the facility? If they are not, which section of the community is not using the facility and why?
- Do health and sanitation education programs need to be stepped up to motivate those who are not using the facility?
- If the 'per person per use' payment system is a deterrent, are the users willing to pay on a monthly basis for the facility?
- Any suggestions for use of the facility from the targeted users?

3 If the toilet block is not functioning for any reason, like chokage of the sewer, non-availability of water supply, etc., have the deficiencies been dealt with expeditiously?

- Is a round-the-clock attendant service (where applicable) ensured?
- Is the staff in place adequate?

4 Is there a complaint book available in the toilet block? Are there any complaints about the operation and maintenance of the toilet block and have these been attended to quickly?

5 Are there any problems or constraints? Are there any suggestions for resolving them or for improving the functioning of the community toilet block?

Source: Government of India and UNDP, Directives on community latrines, 1995

Some recommendations for public authority control procedures are given below:

- control procedures involve making regular, planned visits to the toilet blocks (for example, every six months or once a year); these can be supplemented by surprise visits;
- ideally, the service in charge of carrying out the controls also has a checklist of points to verify and an evaluation grid. These tools are to be provided by the central services and should be the same for each of the four categories of public places (schools, health centers, commercial centers and deprived areas);
- the visit can be conducted in the presence of the management body of the blocks, community representatives and the users listed above, even the mayor of the commune. It is highly recommended that an update is given to users following each visit;
- accounting and financial management should be checked systematically;
- a report should be produced following each visit that includes the completed control grid and which is signed by the controller and the operator;
- at the end of the visit, the corrective actions are discussed and determined with the management body; these actions are thereby transformed into obligations.

The service responsible for carrying out the control will check whether the corrective actions have all been carried out (and the management body will do the same). Sanctions can be applied if these corrective measures have not been implemented.

Monitoring toilet blocks in schools: checklist recommended by UNICEF

Detail location: village, school name, how many classes **Number of pupils:** total, girls, boys

Hygiene

1. What and how many handwashing facilities are available? Taps connected to the network / drinking water stands with tap / other
2. Condition of these facilities? Functioning / not functioning / leaking
3. Where is it located? Inside school / outside school / next to toilet
4. Are sanitation facilities more than 50 meters away from the school? ☐ yes ☐ no
5. Is water available? ☐ yes ☐ no
6. Is soap/ash/mud available? ☐ yes ☐ no
7. What water source is used for the handwashing stand? Pipe / water brought to a barrel / other
8. If a pipe, is there water available? ☐ yes ☐ no
9. What is the condition of the school yard? Clean / dirty
10. Are there visible faeces? ☐ yes ☐ no
11. Do pupils (boys and girls) use the safe water and sanitation facilities? ☐ yes ☐ no
12. Do pupils (boys and girls) wash hands after using the latrine and before eating in school? ☐ yes ☐ no

Water container

13. What is the inside condition of the water containers? Clean / dirty
14. Are drinking water containers properly covered? ☐ yes ☐ no
15. How do children drink? With their own cups / with one single cup / with their hands / with their mouths

Sanitation

15. Smell. Tolerable / disgusting
16. Are there cleaning materials available? ☐ yes ☐ no
17. What is the distance from the toilet to the water source? More than 20 m / less than 20 m
18. What is the distance between the school and the toilets? Between 30 and 50 m / more than 50 m / less than 30 m
19. What obvious improvements are needed? Cleaning / emptying / ventilation / other
20. Any other problem?

Source: UNICEF, 'Strengthening Water, Sanitation and Hygiene in Schools', 2010

Carrying out monitoring and control based on objective criteria

The monitoring and control procedures can be supported by a grid listing all the criteria required to ensure good management; these criteria are broken down into performance objectives and indicators.
This grid is to be completed by the technical service charged with carrying out the control during its visit and can also be used by the management body of the block, potentially assisted by user and community representatives. This type of support enables progress made at individual block level to be monitored, as well as that observed in the commune as a whole, a region or a country.

Some recommendations regarding this type of monitoring and evaluation are provided below:

• the grid used by the service carrying out the control should be identical for all the country's community toilet blocks so that performance can be compared;

• the indicators should remain relatively stable so that progress can be monitored over time;

• the management criteria and objectives set should be aligned to national advice on the subject. The initial questions that must be answered when developing a grid are as follows:

– is there a policy, strategy, any practical advice at national level relating to the management of toilet blocks in public places?

– if yes, does this contain rules and criteria for good management?

– have objectives and performance indicators already been defined?

– are they still relevant and adapted to the local context?

– can they be improved or refined?

• the criteria should be as exhaustive as possible but without so many indicators being put in place that they complicate the data collection process;

• the criteria can relate to:
– the level of facilities and the working condition of the toilet blocks;
– utilization of the toilet blocks by all categories of user;
– the level of cleanliness of the blocks and surrounding areas;
– the institutional organization of the management;
– accounting and financial management;
– hygiene and sanitation education and awareness-raising;

• the indicators should be quantitative and qualitative;

• the indicators should be objectively verifiable and easily measured;

• where management of the blocks are delegated to a private operator or association, then the criteria, objectives and control indicators should be included in the contract. If a license system is used, then the criteria for obtaining the license should be documented, published and verified in a transparent manner;

• the grid can contain activity indicators (for example: how many times a day are the blocks cleaned?) and results indicators (for example: does open air defecation persist?).

Without meaning to be prescriptive and as a general guide, the table below provides an example monitoring and control grid. These objectives and indicators are not necessarily meant to be included as contractual obligations when delegating management to an operator.

An example monitoring and control table

CRITERIA FOR GOOD MANAGEMENT	PERFORMANCE OBJECTIVES	OBJECTIVELY VERIFIABLE INDICATORS
LEVEL OF FACILITIES AND WORKING CONDITION	The toilet blocks are in good condition	- Proportion of latrines covered with secure slabs - Proportion of pits not overflowing - Cleaning materials available
	The handwashing facilities are in good condition	Average number of users per day in relation to the number of handwashing facilities with soap and a sufficient quantity of water
UTILIZATION	The toilet blocks are utilized by all users	Visible evidence of continuing open air defecation in the area?
	Handwashing is encouraged	The distance from the block to handwashing facilities is less than 20m
	Use of toilet blocks conforms to practices of hygiene and cleanliness	Proportion of users systematically washing hands with soap after using the latrine and before eating
GENERAL LEVEL OF CLEANLINESS	Cleanliness of the latrines is satisfactory	Number of times per day the latrines are cleaned with detergent or soap
		No flies or smells
	The water stand and surrounding area are well maintained	Stagnant water lying around the water stand

INSTITUTIONAL ORGANIZATION	Clearly identified and active management body is in place	Existence of a validated document establishing the management body as being responsible for the toilet block and defining the remit of each stakeholder and current procedures
		Number of meetings held by the management body in the last 6 months
ACCOUNTING AND FINANCIAL MANAGEMENT	There is transparent management of funds	A treasurer has been appointed and trained
		- Account books are in place and up-to-date - Receipts and bills are available
	Expenditure for repairs and emptying has been forecast	Amount available in the funds for financing repairs and pit emptying
		Amount of reserve left in the funds to cover unforeseen costs
HYGIENE AND SANITATION EDUCATION	Users are well informed on the risks of lack of hygiene and cleanliness and on good practices	Presence of notices in the blocks in sufficient number that are visible and illustrated with pictures or photos to inform users
		The cashier or cleaner systematically makes users aware of good practices

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The aim of the CMS Methodological guides series is to provide aids and tools that correspond to water and sanitation service-related issues to best meet the needs of sector stakeholders. These guides are designed to evolve over time and be regularly updated. To assist with this process, please send any feedback or suggestions for improving this publication to the following address: **le-jalle@pseau.org**



How to manage public toilets and showers

Methodological Guide n° 5

In many developing countries, particularly in Africa, access to water supply and sanitation comes under the remit of local authorities. To assist the local contracting authorities in developing this service, programme Solidarité Eau (pS-Eau) and the Municipal Development Partnership (MDP) have initiated and coordinated the Concerted Municipal Strategies program (CMS – water and sanitation for all). This program has enabled pilot municipal strategies for water and sanitation to be developed in twelve large towns in West, Central and East Africa and has led to greater consideration being given to the concept of pooling resources on a regional scale so as to improve services in small towns in three countries of West Africa.
The six CMS guides are intended for local authorities, local water and sanitation service stakeholders and their development partners (NGOs, consultancy firms, etc.). Methodological tools are provided to assist these local authorities and stakeholders at each stage of the process when developing and implementing a water and sanitation services development strategy.
This publication sets out the different management models available for shared toilets and showers in schools, public and commercial places, health centers and deprived neighborhoods.
The guide reviews the principles that need to be respected and the possible options available to ensure proper and sustainable management of public toilet blocks. Whilst it does not claim to deal with or respond to all questions, this guide does provide those elements essential for ensuring local decision-makers are able to take appropriate decisions in order to provide access to hygiene and sanitation services in public places.

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