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**TRANSFORMATION TOWARDS SUSTAINABLE
AND RESILIENT WASH SERVICES**

**The role of entrepreneurs in provision and sustainable
operations of sanitation facilities in public places in Nigeria**

F. Khan, N. Dosumu & S. Otusanya (Nigeria)

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Local Government Areas (LGAs) in Nigeria are primarily responsible for provision of sanitation facilities in public places. Most markets and motor parks however are either without any sanitation facilities or are in dilapidated conditions because of misuse and neglect. This leads to rampant open defecation (OD) in public places. This has deprived many LGAs to attain the ODF status where otherwise every household have constructed some sort of toilets as a result of ongoing CLTS campaign. Under Federal Government of Nigeria-UNICEF WASH programme, efforts have been made to address the challenge through public-private partnership (PPP) arrangements. In selected LGAs of 3 States one hundred (100) WASH facilities are planned for completion in 2018 in markets/motor parks to bring the LGA wide ODF declaration one step closer to reality.

Introduction

Under FGN-UNICEF WASH programme, efforts are being made to make entire LGAs Open Defecation Free (ODF). As a strategy of achieving this, the programme is focusing on improving sanitation facilities and services in markets and public parks, which are important arenas of civic interaction and engagement. This is being done through public- private partnership (PPP).

The aim of the project, was to strengthen demand, use and viability of public toilets in Markets/Motor Parks in some selected LGAs of Bauchi, Benue, and Katsina States of Nigeria. The project was expected to build on the lessons learnt from the previous work in this area and deliver one hundred (100) WASH facilities in public places (markets/motor parks) in the three states, among others.

Why PPP on sanitation in public places?

In Nigeria, local governments are the main providers of sanitation facilities, in public places, especially in markets and motor parks, but regrettably these facilities suffered from poor maintenance and cleanliness, where and when they exist. This resulted in people not using them, thereby leading to open defecation (OD) in communities. Addressing the challenge of poor sanitation in and around public places requires multi strategies and PPP is a viable option to reform operation and maintenance of WASH facilities. The goal of PPP is to exploit synergies in the joint innovative use of resources and in the application of management knowledge; with optimal attainment of the goals of all parties involved (UNDESA, 2016).

PPPs take a wide range of forms varying in the extent of involvement of and risk, as well as responsibilities taken between the public sector and its private partners according to their strengths and weaknesses (European Commission, 2003). It has the advantages of blending private sector resources and skills with the public ones (European Commission, 2004).

The three most common management models for public toilets, in India, according to the World Bank (2007), are shown below, though there are numerous variations on these themes:

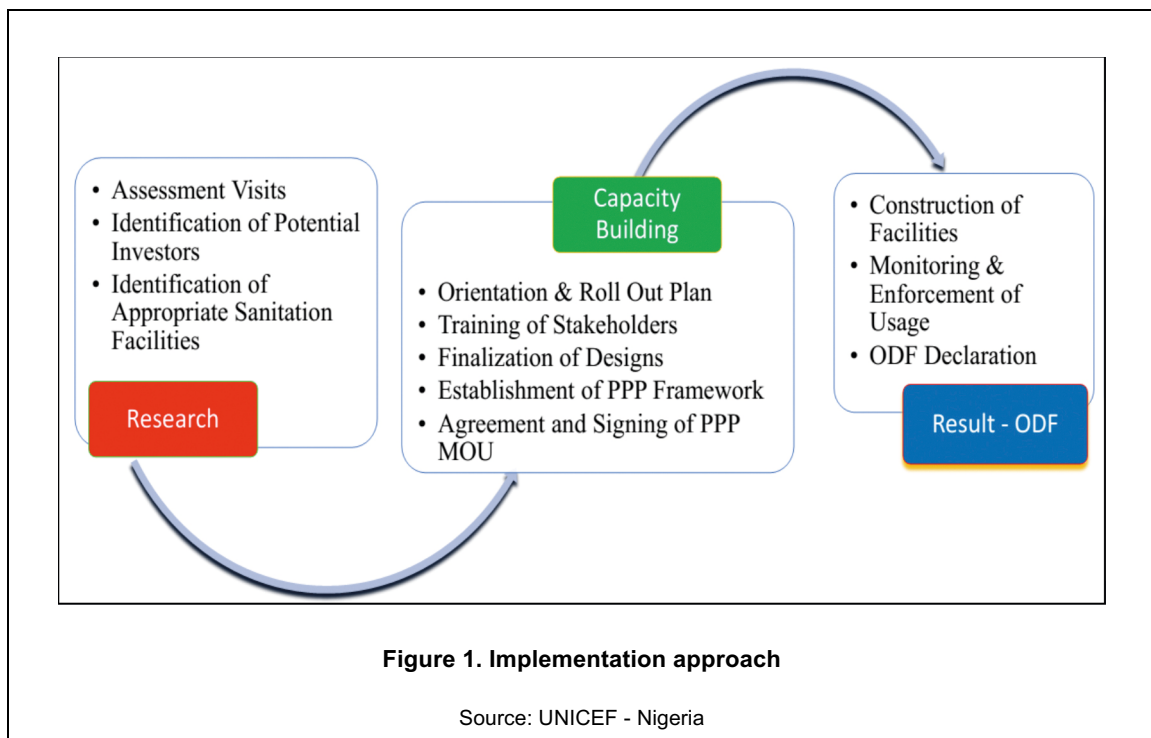
- Public sector management Toilet blocks owned and maintained by municipal agencies. Usually, no charge is levied on users. These are becoming rarer as cleanliness and maintenance are generally poor, there being no real obligation or incentive for caretakers to maintain.

- Private leasing Toilet blocks built using municipal funds but operated by NGOs, private contractors or individuals who are responsible for routine maintenance and charge user fees. The municipality may provide water and power supplies free of charge, and/or retain responsibility for structural repairs. An NGO (Sulabh International) operates a huge number of pay-and-use toilets on this basis, many of them in public places but some serving poor residential areas.
- Private sector development Toilet blocks funded, constructed, operated, and maintained by the private sector, usually on land provided by the municipality. User fees apply. Under build, operate, and transfer contracts, ownership of the premises transfers to the municipality when the lease period expires, typically after five or seven years.

A variant of the third management model is being used in Nigeria, whereby the private investor will build on land provided by the LGA, operates by charging affordable user fees, while the State Government, through RUWASSA, and UNICEF provide access to water.

The implementation approach

The project, as being implemented, however, covered three phases of research, capacity building, and implementation/result leading to ODF, as depicted in Figure 1 and further explained below.



The research component covered review of existing documents/literature on PPP, development of survey instruments, situation assessment in two LGAs each in Bauchi, Kaduna, Kano, Benue, Zamfara and Katsina and Jigawa states. The participatory assessment was done in collaboration with States RUWASSAs and Market Associations (MAs)/Motor Park Unions (MPUs) to assess the availability, adequacy, usability, affordability, operation and maintenance of the existing markets and motor parks' toilet facilities. The assessment also ascertained and gauged MAs/MPUs, as well as private investors' willingness to enter a potential PPP for construction/rehabilitation and O&M of WASH facilities on users' fee basis.

The capacity building phase included sensitization/roll out plan meetings with all the stakeholders, including RUWASSA, LGA, MAs/MPUs, and private investors. It also included assessment of prevailing best practices, proposed PPP modalities for development and O&M of the WASH facilities in markets and motor parks clearly stipulating roles and responsibilities of each party (cost sharing, construction, O&M, revenue collection, monitoring and auditing vs MAs/MPUs and LGA etc). During this phase, interested MAs/MPUs and private investors participated in detailed briefing on modalities of PPP and dissemination of terms and conditions of the detailed PPP agreement. It also involved training MAs/MPUs and interested private investors

in i) management arrangements ii) O&M and hygiene iii) book keeping and auditing etc using pre-developed Training Manuals. It culminated in the signing of the MoU.

The third phase, which is on-going involved construction of WASH facilities by the private investors, and construction of motorized boreholes by RUWASSA (in collaboration with UNICEF), monitoring of the construction by all the stakeholders, especially the LGA, RUWASSA/UNICEF, and operation and maintenance of the facilities by the private investors. It also involved monitoring and enforcement of usage, led by the LGA. It is hoped that this will ultimately lead to declaration of the entire LGA as ODF.

Findings from the rapid assessment of sanitation facilities in public places

- Most markets and motor parks lacked WASH facilities and where available were not properly managed. These also lacked availability of water to maintain hygiene. Formal arrangements for the management and maintenance were in place only in a few privately owned facilities.
- The Emir, District Heads, National Union of Road Transport Workers (NURTW) and Market Officials (Sarkin Kasuwa, Sarki Power, Chairmen, etc.) willing to enforce the usage of toilets in the markets and motor parks once enough facilities were provided
- The LGAs to provide land to interested investors without any encumbrance
- States RUWASSAs agreed to provide the 50% counterpart fund for the provision of water facility
- Most preferred latrine options were pit latrines followed with pour flush subject to availability of water
- There were few or no public toilets in most of rural based Markets and Motor Parks WASH facilities in the few markets and motor parks that were built by businessmen, users were charged fees to use the facilities. The fees ranged from N10 (urination), N30 (excreta) and N50 (bath). Nevertheless, the motor parks and markets environments were not tidy due to open defecation.

In some places historically a few attempts to involve private sector were made. These include:

- **Bauchi State:** The GWIN Experience. A local entity named Girls and Women In Nigeria (GWIN) focuses on supporting and creating business opportunities in the water and sanitation sector for women. In Bauchi State, toilets and water facilities were constructed by government and handed over to GWIN for regular management and upkeep. These women were earning an average of N30,000 each per month. This experiment also validates the viability of managing toilet as a business. Growing Girls and Women in Nigeria (GWIN) is an innovative programme, supported by UK Department for International Development (DFID), through which the Federal Government allocates funds to projects that specifically support the needs of marginalised girls and women.
- **Federal Capital Territory (FCT), Abuja:** Abuja Investment Company (AIC) Limited provided the toilets in Farmers' Markets, in the posh area of Maitama in Nigerian Capital of Abuja. The market has 14 shops and 4 compartments water closet toilets with only three being used, one "reserved" for the Manager. The toilets were allocated to a business woman who employed people to be managing it for them. Users paid N50 to use bathroom and N30 for toilet, while urination was N10-N20. The business person paid an agreed amount to the government, with high rate of default.
- **Kano State:** Toilets constructed in the industrial State of Kano in the Northern Nigeria by the Kano State Rural Water Supply and Sanitation Agency (RUWASSA) and the State Environmental Protection Agency (EPA) were handed over to the private business people without much consideration of the business model offered by the businessmen. Most of these handed over facilities were found abandoned or under lock and key as they were never formally completed and handed over to anyone. As explained subsequently such facilities were refurbished and formally handed over to entrepreneurs after a through consultative and capacity building process leading to better use of such defunct facilities on PPP basis.

A typical facility functioning under the PPP modality in Kano State

- Location: Malam Kato Pharmacy Market (Ext. of Sabongari Market), Kano State
- A total of 26 compartments of pour flush toilet. These include:
 - For women: 5 compartments of the pour flush and 2 urinals
 - For men: The remaining 21 compartments pour flush and 2 urinals
- The building is a one story well painted with tiles
- Constructed in 2016 (February) by a private businessman, Alhaji Damlami
- Charges: N30 for toilet; N30 for bathroom; N10 for urination
- No issuance of receipt for the users
- Patronage: Average of 40-50 people per day
- The owner employed two staff to collect money and clean the facility, paying between N300 and N700 respectively per day
- No soap for washing of hands, but water is available
- There is a borehole where water is being sold to the public, as another business
- Opening hours: 8.30am – 7.00pm everyday

Progress so far on PPP pilot for sanitation in public places

The activities already implemented include the following:

- Rapid assessment of the situation analysis in Bauchi, Katsina, Zamfara, Kano, Jigawa, Benue and Kaduna states (in selected LGAs), to be able to know the existing situation in motor parks and markets
- Stakeholders Consultative Workshop for Sanitation in Public Places, especially in motor parks and markets, in Bauchi, Katsina, Zamfara and Benue States with emphasis on SHAWN supported LGAs. The workshop aimed at ensuring that everyone understands the concept of Public Private Partnership as it applies to sanitation in public places (markets and motor parks) and to agree on the modality for all key players to work together to provide sanitation facilities in a number of markets and motor parks to achieve the target of ODF wide LGAs.
- Capacity Building for RUWASA/LGAs, MAs/PAs, and private investors on construction, operation and management of public WASH facilities, and book keeping and auditing. The capacity building was necessary to guide against some of the inadequacies observed on the construction, operation and maintenance of toilets in public places. Also, it will assist the people to have a better understanding of the design, construction, operation and maintenance of the various types of improved sanitation facilities (toilets). The activity is aimed at deepening stakeholders capacity on book keeping and auditing.
- Signing of MoUs in Bauchi, Katsina and Zamfara states. A number of private investors came forward to sign the MoU, culminating in the construction of a number of sanitation facilities in those LGAs.
- The scaling up to all SHAWN supported LGAs with series of consultation with potential private investors in these LGAs. This will lead to the signing of more MoUs in all SHAWN supported LGAs.
- As shown in Figure 2, a total of 144 MOUs were signed in the three states of Bauchi, Katsina and Zamfara with various private investors. However, only 12% (17) have been completed and functioning, with 24% (35) under construction, while majority (64%) of the facilities are yet to be constructed.

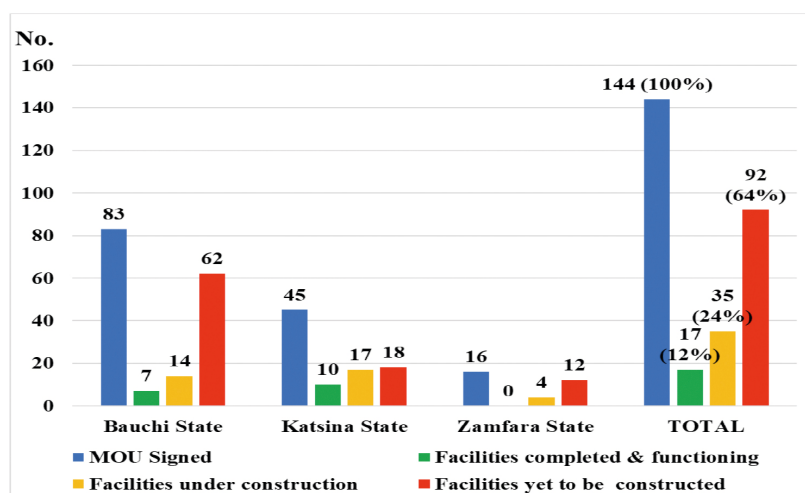


Figure 1. Progress update on PPP MOUs signed and facilities constructed

Source: UNICEF - Nigeria

The entrepreneurs and cost of toilets

The private investors are ordinary businessmen and women within the community and LGA. In some places the Market Associations and Motor Parks Associations have acted as private investors and are managing these built facilities as well.

The costs of the toilets varied based on locations and number of compartments. In Maiadua LGA, Katsina State, the average costs were put at 16 compartments (N 1,850, 000), 12 compartments (N 1,360,000), 7 compartments (N 1, 000,000). In Warji, Bauchi State, 5 or 6 compartments ranged between N500,000 and N600,000. However, the cost of a motorised solar powered borehole has been put at about N8.0-N9.0m in the various states by RUWASSA.

Roles and responsibilities under the PPP Partnership

The key modalities of the MoU signed between the parties are:

- Private entrepreneurs:
 - 33-50% cost sharing for the construction of latrine/toilets
 - Management of the built facilities as per agreed criteria on level of service and user fees including:
 - Charging reasonable (affordable user fee)
 - Operation and Maintenance (including repairs and rehabilitation) of the Sanitation Facilities
 - Operation of dedicated account for the management of the sanitation facilities
- Market Association/Motor Park Association:
 - Market and motor park associations encourage private investors on joining hands with RUWASSA, LGA and association in the construction and operation of the sanitation facilities for revenues
 - Market / motor park associations and relevant governments agencies mobilize people in the market on the usage of the sanitation
- LGA:
 - Provision of land for the construction of facilities
 - Development and enforcement of the necessary bye-laws
 - Regulation of the business against the agreed to criteria (e.g. cleanliness, user fees, revenue sharing, book keeping)
- State RUWASSA, in collaboration with UNICEF:
 - Overall anchoring of the intervention and facilitating interface and dialogue with stakeholders
 - Technical expertise and development of appropriate and affordable sanitation facilities designs
 - Procurement of construction services, contract management and quality assurance.

- Provision of water from motorised borehole to benefit the larger market/motor park areas as well as facilitate the entrepreneurs PPP operations.



Photograph 1. Facility constructed through PPP at Bama Market, Warji LGA, Bauchi State

Source: UNICEF - Nigeria

Achievements

The project has been able to achieve the following, among others:

- Increased patronage of users of the WASH facilities leading to increased Income of the entrepreneurs– Average weekly income - N24,000
- Enforcement of toilet usage and banning of open defecation by the LGA, market and motor park associations and other government agencies. Prior to the intervention, open defecation in bushes or open places around public places was a common occurrence. This has changed due to availability of facilities at these locations and enforcement measures by the LGAs.
- Employment - each facility employs two people on normal days and five (5) people on market days
- More entrepreneurs are taking increasing interest in the business/partnership
- WASH PPP Desk Officers appointed at both State and LGA levels. The Officers prepare monthly reports with a view to making WASH PPP to be an integral item of the monthly coordination meeting where progress is collated and active considerations provided of the application of the PPP approach in other areas of their official business.
- Gender considerations: separate toilet compartment/building for males and females, the female block is used and managed by female only and giving female patrons/users a special concession on user-fee.

Conclusion

It is obvious that the PPP modality to address the challenge of open defecation in public places is a workable solution in most semi urban and rural markets and motor parks in Nigeria. The way forward is to bring more private investors on board and provide essential incentives and support. One big hurdle often delaying such initiatives is delays in timely handing over of the land by RUWASA and LGs to entrepreneurs. Such delays discourage the entrepreneurs. Overall the PPP arrangement in target states of Nigeria is gradually becoming a veritable tool to achieving an improved sanitation facilities and services in public places in Nigeria.

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Contact details

Farooq Khan is the UNICEF WASH Specialist in Nigeria coordinating the UK Aid funded SHAWN-II programme with specific interests in sanitation marketing and finance. Nicholas Dosumu is a national Consultant with UNICEF Nigeria supporting WASH in public places and Sakiru Otusanya is a national sanitation consultant with UNICEF Nigeria providing support to strengthening CLTS interventions.

Mr. Farooq Khan
WASH Specialist
UNICEF, Abuja, Nigeria
Email: fkhan@unicef.org

Mr. Sakiru Otusanya
Consultant UNICEF, Nigeria
Email: otudupsy@yahoo.co.uk

Mr. Nicholas Dosumu
Consultant UNICEF, Nigeria
Email: nickdosumu@gmail.com
