



Sustainable Total Sanitation

An emerging
framework

Sustainable Total Sanitation: An emerging framework

Written by Ada Oko-Williams, Connie Benjamin,
Nneka Akwunwa, Vremudia Lawal and Wandoo Akosu.

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Please note that any factual errors are those of the authors.

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Throughout this report you will find three icons to help break up the information:



Key ideas
and shifts.



Toolboxes with
useful resources
to find online.



Insights and
learning from
our experience.

Glossary

Community Led Total Sanitation (CLTS)

An approach to the promotion of sanitation, which (through an exercise often referred to as ‘triggering’) brings about a collective community decision to reject open defecation and to strive to achieve open defecation-free (ODF) status. CLTS aims to bring positive change through community mobilisation and self-directed action. Through CLTS, a community undertakes steps to change its sanitation behaviour and to improve (or build new) toilet facilities, such that all residents have access to, and use, decent sanitation facilities.

Hygiene Behaviour Change (HBC)

To maximise the benefits of access to water, sanitation, nutrition and education, it is necessary to positively influence hygiene behaviour. Traditional hygiene promotion programmes focused on educating people about health, germs and disease. However, such approaches rarely resulted in positive, sustained behaviour change, as they failed to account for the fundamental role of broader structural determinants, such as cultural or social norms, and environmental constraints, such as access to WASH facilities and products.

Innovative and creative approaches (ideally, based upon formative research) which appeal to people’s values and emotions related to sustainable behaviour change. Instead of ‘educating’ people that they ought to practise certain behaviour, it is better to motivate them through, for example, the desire to nurture, the need for social affiliation, disgust provoked by unhygienic conditions, and their ambitions for improved status and better environmental surroundings.

The use of emotional triggers is much more successful in increasing handwashing and hygiene behaviour change generally. Addressing hygiene behaviour change is crucial to achieving Sustainable Total Sanitation.

Sanitation

Sanitation is the hygienic separation of human excreta from human contact. Generally, sanitation refers to the provision of facilities and services for the safe disposal of human urine and faeces. In line with Sustainable Development Goal 6, sanitation services should be safely-managed throughout the sanitation chain, from containment to disposal or reuse.¹

¹ UN Sustainable Development Goal 6: <https://sustainabledevelopment.un.org/sdg6>

Sanitation marketing (SanMark)

An innovative market-based approach to the promotion of sanitation. Sanitation marketing (SanMark) views households as discerning consumers, rather than as the beneficiaries of charities. SanMark collaborates with private businesses to deliver products and services that meet consumer needs. The approach addresses both supply and demand. On the supply side, SanMark improves the availability of affordable and aspirational sanitation products, and helps break down barriers to entering the sanitation market that local businesses face. On the demand side, SanMark works with consumers to build demand for affordable sanitation solutions through promotions and marketing, and by sensitisation around hygiene issues.

Sustainability

Sustainability, in this context, is about the ongoing functionality of sanitation services and facilities, and the permanence of hygiene behaviour changes.

In order for effective sanitation and good hygiene to be sustainable and to bring permanent health benefits, they need to be affordable, technologically achievable, and appropriate in socio-cultural terms. The overall approach and system must also protect the environment and natural resources.

Total

Total means universal access and complete application over a given geographical area. In other words, toilets are available everywhere and everyone practices good hygiene, all of the time, and no-one practices open defecation anywhere at any time.

Triggering

A term used in CLTS, to describe the process by which an emotional response is brought out in community members as they realise the negative effects of open defecation. A collective desire to change behaviour is thus generated, propelling a community into action and to commit to becoming open defecation-free.

1. Introduction

1.1 Sanitation and Nigeria

Almost one in three of the world's population – that's 2.3 billion people – do not have a decent toilet of their own ('basic' or 'safely managed' sanitation).² In many cases, untreated human waste ends up in the environment, threatening people's health and degrading ecosystems.³

Nigeria is one of twenty countries around the world where access to basic sanitation is *falling* rather than rising. Today, 67% of Nigerians live without a decent toilet.

The most densely inhabited country in Africa, Nigeria's population of more than 190 million is rising rapidly. To prevent the growing sanitation crisis, urgent action, innovation and cooperation is needed.

Nigeria recently launched its roadmap to achieving an open defecation-free country by 2025. While ambitious, with concerted effort, the right investments approaches and capacity on the ground, it is achievable. The roadmap includes a comprehensive analysis of current strategies and their rates of success, as well as

identifying potential barriers to progress. The document also details new strategies and action points, with a corresponding time plan for implementation.

1.2 Background

Community-Led Total Sanitation in Nigeria

In 2005, WaterAid Nigeria adopted the Community-Led Total Sanitation (CLTS) approach to deliver its sanitation programmes; a method that focuses on empowering a community to eradicate open defecation and creating demand for improving sanitation.

The following year, after the Nigerian Government and other key development actors had also adopted CLTS, WaterAid Nigeria, in collaboration with the Federal Government of Nigeria and UNICEF, conducted an evaluation of its initial CLTS implementation across three states in Nigeria. The findings were that CLTS was effective and efficient in rural, homogenous and cohesive communities.

² <http://washwatch.org/en/wash-maps/sanitation-map/> data from the JMP 2017 Progress Report on Drinking Water, Sanitation (UNICEF/WHO)

³ On average, high-income countries treat about 70% of the wastewater they generate, while that ratio drops to 38% in upper-middle-income countries and to 28% in lower-middle-income countries. In low-income countries, only 8% of industrial and municipal wastewater undergoes treatment of any kind (Sato et. al, 2013).

⁴ <http://www.washwatch.org/en/countries/nigeria/summary/statistics/> where 'decent toilet' means access to basic sanitation as defined by WHO and JMP

⁵ *World Population Prospects, the 2017 Revision*. United Nations Department of Economic and Social Affairs, Population Division, Population Estimates and Projections Section. June 2017. Retrieved 22 June 2017

⁶ https://www.unicef.org/nigeria/NATIONAL_ROAD_MAP_FOR_ELIMINATING_OPEN_DEFECATION_IN_NIGERIA.pdf

As CLTS application grew in the country beyond the three states, the number of facilitators increased, the quality of the ‘triggering’ process began to deteriorate and consequently fewer communities were attaining open defecation-free status. Attention to the detail was lacking and full understanding of the principles of CLTS were no longer being adhered to.

Challenges

A country programme evaluation was conducted in 2009 for the WaterAid Nigeria programme. This confirmed the validity of CLTS as an effective approach, promoting behaviour change around the construction and use of toilets. However, the exercise also exposed gaps, particularly around the *quality* of the toilets constructed and used following the CLTS triggering process. Many of the toilets were judged to be dangerously promoting ‘fixed point’ open defecation as they had no covers, were simple open pits and constructed sometimes with degradable materials such as logs and planks, which made the toilet housing structurally and hygienically unsound.

Sector response

Influential actors have implemented or are in the process of implementing a number of ambitious, large-scale sanitation projects in Nigeria, a few examples of which are mentioned here.

UNICEF, together with the UK Department for International Development and the Government of Nigeria implemented the major Sanitation, Hygiene and Water in Nigeria (SHAWN) project for the period 2010-14, later extended to 2018 (SHAWN II). Covering 70 Local Government Areas (LGAs), the project aims to reach 7 million people with access to improved sanitation, hygiene and water supply by the end of 2018.

UNICEF was an early adopter of CLTS. During a 2014 evaluation of the SHAWN project, UNICEF recommended the implementation of sanitation marketing (SanMark) approaches, alongside CLTS, to “support the community to move up the sanitation ladder, as well as the provision of sanitation facilities in public places and health centres”.⁷

The Water Supply and Sanitation Sector Reform Programme Phase II (WSSSRP II) “supports the Federal Government and six European Union WASH programme focal States (Anambra, Cross-River, Jigawa, Kano, Osun and Yobe) to develop and implement water and sanitation sector reform programmes, taking into consideration critical legal, policy and institutional issues”.⁸ Through UNICEF, WSSSRP II implements the CLTS approach and has moved beyond the rural context to small towns where high population density and the challenge of unplanned settlement often leads to poor sanitation.

⁷ [https://www.unicef.org/nigeria/NG-DFID_SC140236_SHAWN_II_\(WASH\)_ANNUAL_REPORT_final.pdf](https://www.unicef.org/nigeria/NG-DFID_SC140236_SHAWN_II_(WASH)_ANNUAL_REPORT_final.pdf) pg.12

⁸ <http://wsssrp.org/wsssrp-ii-vision>

The Global Sanitation Fund-supported Rural Sanitation and Hygiene Promotion in Nigeria (RUSHPIN) programme has over the past five years been working across six LGAs in Cross Rivers and Benue state to ensure the achievement of sustainable sanitation services in these states. United Purpose, its main implementing partner, has successfully recorded the first LGA in the country to attain an open defecation free status in 2016.⁹

WaterAid's response

The Revitalising CLTS Process Guide was developed in 2011 as a response to the challenges identified in the Country Programme evaluation. A practical guide to implementing the CLTS approach in Nigeria, based on experiences of implementing CLTS in Nigeria, it suggests solutions to addressing the emerging contextual, technological and capacity challenges. In 2013, WaterAid Nigeria further developed this thinking and developed the WANGSHIP: the WaterAid Nigeria Sanitation and Hygiene Implementation Protocol.

The Gates Foundation funded the Sustainable Total Sanitation (STS) project, which provided WaterAid Nigeria with the opportunity to effectively implement the recommendations in the Revitalizing CLTS Process Guide and the WANGSHIP as well as to document and integrate progress and learning.

The aim of the STS project was to achieve and sustain ODF status at community and household level in over 500 communities in three states by combining demand and

supply side interventions; embedding good practice; undertaking formal research to address specific research questions about how to conduct 'total sanitation' better; and influencing the path towards scaling up the work in terms of state-wide, national and regional practice and policies.

The STS project built on WaterAid's history of innovative adaptation and of bringing to scale key approaches to water and sanitation challenges in Nigeria, including applying context- and culture-modified variants of CLTS in Nigeria. The project also focused on 'active learning'. The results and learnings from implementation are intended to support and inform national-level policy and practice development through clear mechanisms of targeted advocacy and influencing.



Community-Led Total Sanitation, by the CLTS knowledge hub website.

1.3 The emerging STS framework

Drawing from the experiences of WaterAid, the Government, and other key players in the Nigerian context, an STS framework is emerging that provides an adaptive and composite approach to supporting households and communities to achieve sustainable, improved sanitation provision. We hope and expect it will develop as time progresses, as it is informed by new learning from other projects, government actors and different partners across the country.

⁹ <http://wsscc.org/2015/05/15/global-sanitation-fund-programme-in-nigeria/>

The framework is informed by a deep contextual analysis and is designed to address the key challenges around sustainability and quality at scale. It is intended to inform design and implementation of STS projects, primarily in rural and peri-urban contexts in Nigeria, although it may be adapted to suit other country contexts.

At its heart, STS is about integrating targeted support to supply-side actors (such as business support, financing and market promotion activities) with effective, transformational demand generation within communities and households (including CLTS, public awareness and communications activities, alongside behaviour change communications on hygiene promotion).

Under an STS approach, we believe a greater number of households and communities will access affordable, effective and long-lasting improved sanitation provision than using demand-driven approaches alone. We expect to address key challenges such as the difficulties householders face in accessing and constructing sustainable toilets that typically leads to low toilet quality and sustainability.

1.4 The STS framework explained

Understand the context

The fundamental underpinning of an STS approach is good contextual analysis, enabling us to understand the characteristics of the market and the communities it can serve. A mapping of services already in the market, and the character of sanitation provision across the

different types of communities in a market area, will help to determine which means of support will best serve suppliers to engage with customers, and which combination of demand generation approaches will work best.

Support markets and market actors

Access to markets for sustainable improved sanitation products for households, and sanitation services for communities, is key. An STS approach provides targeted support for market-based approaches for sanitation provision, concentrating on improving business operations and reducing barriers to efficient and profitable supply and sales for suppliers, and increasing access to affordable products, installation and services for customers.

Make sure the product does what it needs to do, and does it well

Our activities under the STS programme introduced new and innovative products to Nigeria's sanitation marketplace, based upon in-depth market research and human-centred design. The Water Easy Toilet (WET) is a branded line of high-quality household sanitation products, including hygienic, low-water-use toilets suitable for a wide range of on-site sanitation environments.

Make sure the product is affordable, available and suitable for the local environment

We worked with a range of players in the sanitation market in Nigeria, brokering connections between international manufacturers Lixil and national manufacturers Innoson Group of Companies to encourage

local production of the SATO pan in Nigeria. We supported small scale business owners with training to install the WET. They went on to develop additional modifications and other innovative products.

Support businesses to manage their processes effectively

We provided artisans with targeted support to improve their business processes, such as introducing ledgers for tracking sales and payments in a more structured way, enabling them to plan more effectively. Through STS, at least one entrepreneur in Enugu state, Kenekwukwu block industry, and one in Ekiti state, Fear God block industry, were able to expand their business significantly, creating additional production and supply outlets for the WET in different areas to cope with demand and distribution beyond their initial local markets. They were able to achieve this significant development as a result of successfully engaging with the market effectively in their local areas.

Make sure each actor in the sales supply chain is aligned, motivated and supported

During the STS programme, we generated effective sales support for business owners to build their market through “door-to-door” sales agents. These agents earned commissions from the business owners on every sale they facilitated. Door-to-door agents utilised standard, branded marketing materials that reinforced key sanitation and hygiene messaging but translated this into an aspirational yet attainable product range that could be purchased from one source.

Make sure households and customers can buy what they need without unnecessary complexity

The STS programme artisans were mainly block manufacturers and merchants. They offered the SaTo pan, as well as integrated concrete toilet models. Some began to improve their offer to customers by providing additional services such as superstructure installation alongside the WET. This increased the sustainability of the sanitation side of their business as it became more connected to their other operations.

Ensure there is access to affordable financing for both sides of the market relationship

Some small business owners offered instalment payment plans to customers, thus expanding the options available to those unable to pay in full upfront. However, a key learning from STS – and an integral feature of the emerging framework – is the need to support the right flows of cash and credit through the system. Artisans need affordable capital to expand established operations, improve business cycle management, manage cash flow and potentially to invest in innovations and adaptations to the WET model. Low income or vulnerable households may need to spread the up-front capital costs of investing in improved sanitation provision, once they have made the decision to do so.

Address the faecal sludge management challenge

As toilet use expands, the need for faecal sludge management becomes increasingly important to further enhance the sustainability of toilet provision. A market-aware approach

should include support for artisans and business owners to conduct safe pit emptying as a business service, and support government actors to simplify the planning process within government and communities.

Generate and sustain demand in contextually appropriate ways

CLTS has had success in creating demand for sanitation provision in specific contexts, where cultural or geographical closeness enables community social pressure to bring about widespread change in individual behaviour.

Other approaches can generate or reinforce demand in ways that complement and enhance CLTS messages for those that are triggered, and engage communities and households that may not respond positively to the CLTS approach.

Engage the power of the aspirational message

Traditional marketing is about transforming needs into wants. SanMark has the tricky job of establishing need, translating that into a want, and then funneling that want into a specific action – that of purchasing and installing a toilet, and using it consistently. For CLTS approaches, the main emotional driver is disgust and shame and the main call to action is to avoid negative community pressure. Complementary forms of marketing, allowing for a more aspirational message to be shared in a range of ways, can support an environment for positive action and reduce unnecessary stigmatising of those that might already be marginalised or vulnerable due to factors not linked to their owning a toilet.



Learning from research

“Nigeria is facing a monstrous task to eliminate open defecation by 2030.

Given current statistics, 25% of the population are openly defecating and a further 22% use unimproved sanitation according to the JMP definition. Around 85 million people need to be reached in the next 15 years, not taking population growth into account. The numbers are staggering and call for a significant allocation of resources, which need to be used as efficiently as possible. The current approach adopted by the Nigerian Government is known to be most effective in small and homogeneous communities. However, a large proportion of these 85 million people live in semi-urban, small towns and newly urbanising areas, likely requiring an alternative approach. In this policy brief, we present data from a CLTS intervention in two states of Nigeria, Enugu and Ekiti, showing that semi-urban areas, with populations greater than 20,000 people, are challenging environments for mobilising for CLTS activities, and in fact, if mobilised, the intervention is often ineffective. These findings confirm years of anecdotal evidence. Failed attempts imply a loss of resources that could have been better channelled into more promising areas or new complementary approaches.”

Source: <https://www.ifs.org.uk/uploads/publications/bns/BN183.pdf>

Utilise multiple communications channels

Mass market communications, using clear, simple messages that reinforce key sanitation concepts in an aspirational way, can provide an environment where “everyone is talking about” a product, service or approach, particularly in urban, peri-urban and small town settings. Mass media activities can sensitise customers to a more direct and targeted call to action provided by campaigns, events, demonstration models (such as installed WET toilets in public spaces with contact details for local suppliers prominently displayed). Other helpful channels include social media, youth and community networks, engagement through religious institutions, schools, health or community centres, or popular shops, bars, restaurants and social spaces.

CLTS? Integrate first!

There is no doubting the power of an effective, well-facilitated CLTS intervention when a community is ready to engage with it. The STS framework proposes that where CLTS is to be used (after it has been selected as the most contextually-appropriate method for demand generation) a modified approach should be used. This is one that incorporates an introduction to local suppliers who are able to support householders in building an improved toilet. Directly after CLTS community triggering, households should be given the opportunity to engage with suppliers and artisans, once they have made a decision to build a toilet. Suppliers should be encouraged to provide a range of

options, from supply of materials, advice and know-how, to a one-stop-shop with affordable financing options.

And then follow up

STS should be embedded for the long term, with regular follow-up visits with triggered communities, and should be integrated with the monitoring and follow-up responsibilities of the LGA WASH unit. In many cases, these LGA officers also took on the role of door-to-door sales agents for suppliers. They were able to understand the progression of household toilet construction and use, and when ready, provide connection through to suppliers for purchase of a WET.

If it's all been done before?

Where a community has a large number of (mostly unimproved) toilets from a previous campaign or project, suppliers should be supported to engage in facilitated sales events where key messages from triggering are reinforced, and commitment to improved sanitation is re-established. Many suppliers are offering ‘conversion’ models to householders who previously built their own toilets to adapt and improve their existing facilities.

What are some other options?

STS envisages the development of other contextually relevant and suitable sensitisation activities. These might include:

- Shifting the focus from geographical community to social community, in environments where these social bonds may be stronger than neighbourhood bonds.

- Running sales and triggering events at religious institutions, schools, health or community centres.
- Supporting sales events at small town markets or public spaces, where community pressure may not be the driving factor in household decision making.

With the STS framework, a lot of the learning informing the emerging framework has been from the integration of sanitation marking with CLTS. CLTS has been widely adapted across the country by various partners, and the learning from its application will continue to inform the development of STS in Nigeria.



Revitalising CLTS
Process Guide

Equity and Inclusion
Framework

Hygiene Framework

Sanitation Framework

Sustainability Framework

National roadmap to making
Nigeria open defecation free
by 2025.

1.5 How to use the STS framework

The STS framework:

- Supports the design and implementation of STS programming, both within WaterAid and beyond. It aims to support decision makers within government ministries, departments and agencies working on sanitation, implementation agencies such as NGOs and project managers within donor organisations working on sanitation.
- Suggests ways to achieve sustainability in sanitation programming and should be read and used as a set of recommendations. When these recommendations are applied, especially beyond Nigeria, it is vital that they are adapted to suit the local context.
- Is to be used in conjunction with other documents produced under the STS project that offer practical step-by-step processes to implementation.
- Is to be used in conjunction with other toolkits and important documentation from the practice of other organisations and actors, and in Nigeria must be used with the National Roadmap to making Nigeria ODF by 2025.

While the framework is to primarily support project design and implementation, we also flag some further gaps existing in sanitation programming in Nigeria which we identify as potentially affecting rural and small-town sanitation implementation in Nigeria moving forward.

2. Analysing the context for an STS project

Nigeria is a large country with hundreds of distinct nationalities, ethnic groups, cultures and languages. Socio-cultural and political factors tend to affect sanitation practices quite significantly. Robust contextual analysis is a prerequisite to an effective STS project at scale. There are a number of tools that can be used in whatever combination as appropriate to reach the necessary understanding:

- a) **Baseline:** The baseline survey collects qualitative and quantitative information on the current situation that provides a base against which to monitor and assess the project's progress and effectiveness during and after implementation. The baseline helps determine the issues you are trying to solve.

At the baseline stage you will be able to get a better understanding of the diversity and different needs within the communities you are working in. For example, collect information on the make-up of communities, find out what are the percentage of disabled people in the community, of migrant or refugee families, of older people living on their own etc.



Formative research: The STS deep dive

The WaterAid Nigeria research team and local partners conducted formative research (qualitative field research) to understand consumer preferences and commercial supply chains for rural sanitation in four states: Ekiti, Enugu, and Jigawa.

We focused on four key questions:

- What is a 'good latrine' for our target market? What **features** should it have (and not have) and how much should it **cost**?
- What will our target market gain **personally** from investing in a 'good' latrine?
- How can we make the **process** of learning about, purchasing and installing a good latrine a lot **easier, quicker** and more **reliable**? Preliminary studies indicated a complex process of acquiring a toilet in the target communities (see figure 3 on page 17).
- How can businesses deliver sanitation products and services that offer **value for money** and are **profitable** for them to produce and sell **on their own**?

- b) **Formative research:** Often done at the beginning of any project, this research should provide detailed and useful information and data (qualitative and quantitative) on the specific context and challenges to be addressed.

Formative research allows project designers to design appropriate interventions, informed by an understanding of the challenges and risks in that particular context, as well as an understanding of existing options, materials for production and available finance options. Good formative research will elucidate details and insights on behaviours, practices related to sanitation and barriers (social, environmental and institutional).

Results of formative research are highly dependent on the quality of the brief, therefore one must ensure that the brief is comprehensive and robust, ensuring it covers the key parameters related to the challenge to be addressed by the projects.



**WSP Sanitation
Marketing Toolkit –
Formative Research.**

- c) **Political Economic Analysis (PEA):** An STS project must be supported by an enabling environment, i.e. various interrelated institutional, legal and fiscal factors which facilitate the project's effectiveness and sustainability. Implementing

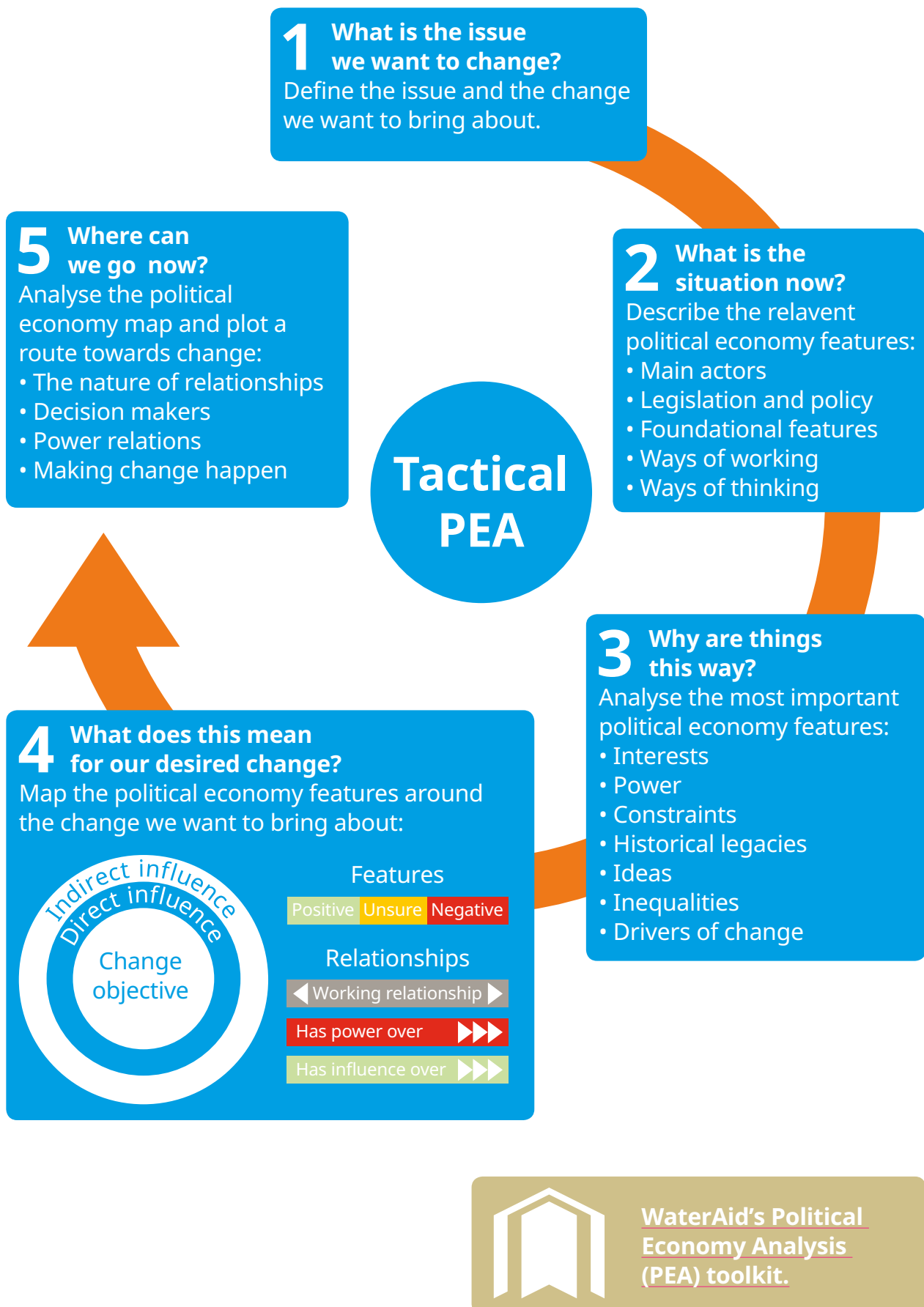
an STS approach requires establishing partnerships/ collaborations with a diverse range of agencies and institutions in WASH, government, health and education, media, private, civil society sectors to achieve deep impact, sustainability, and amplify reach. Similarly, partnerships with actors in other development sectors are essential (see section 5) to facilitate the project's effectiveness and sustainability.

Figure 1: PEA Pyramid



WaterAid's PEA toolkit contains four different tools as presented above in figure 1. The tools are designed to inform country strategies, programmes (Sector Strategy PEA), responses to specific challenges and opportunities during projects (Tactical PEA) and even 'everyday' decisions from the national to the local level. Particularly relevant for implementing an STS project is the Tactical PEA which is outlined in more detail in figure 2.

Figure 2: Tactical PEA process





Insights – Establishing the need for PEA and the politics of WASH units

Underscoring the need for PEA as part of the planning for a sustainable total sanitation outcome is this insight from Enugu state with regards to working with the LGA WASH unit. WASH units function as project coordinating teams and are created in response to the initiatives of development partners. Units are set up with staff pulled in from the Health Department and sometimes the Works Department and may have between eight and 13 environmental health officers.

Working with the WASH unit posed a number of challenges:

- **Difficulties with finances:** Not being part of the formal administrative structure of the local government, the unit cannot draw funds directly from the LGA accounts. Staff salaries are paid by the local government but the WASH unit does not have its own budget and plans independent of the Health Department.

- **Negative perceptions of WASH units:** Units are seen as ad hoc teams set up and supported by donors and development partners with defined work plans and reporting processes independent of the mainstream local government systems. This affects the unit's relations with the rest of the department.
- **Political interference:** There have been instances of political interference in how the team is staffed and managed, particularly around elections. This is often based on an erroneous perception of the benefits of being in the WASH unit, e.g., expenses, travel and training/ career advancement opportunities.

A Tactical PEA would have indicated these challenges in advance and allowed WaterAid to design the programme to address these issues and improve the sustainability and scalability of the STS project in Enugu.



Insights on PEA

One significant learning from the STS implementation in Nigeria was the need for effective 'tactical' PEA. We did not conduct PEA during the STS project and as a result had to learn along the way while implementing. This had some significant implications, such as delays in implementation, determining and establishing key stakeholders to work with and the near absence of political will to support the STS implementation in the selected local governments and states.



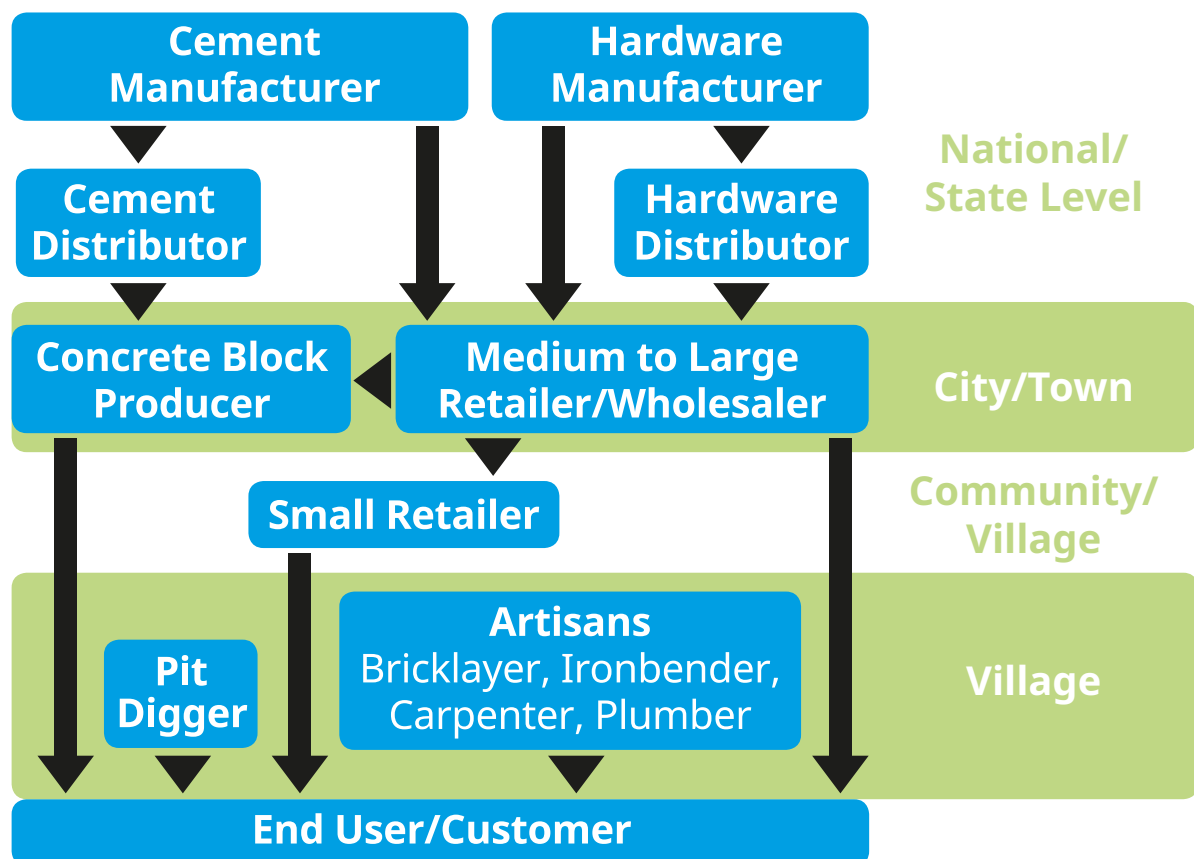
**UNICEF
roadmap
for making
Nigeria**

**open defecation free by
2025, see the section on
enabling environment.**

3. Design

For the STS project in Nigeria, the intervention was designed to respond to the sheer complexity of the challenges of gaining access to sanitation in rural/small towns in Nigeria.

Figure 3: The complex process of getting a toilet in rural/small town Nigeria



Credit: STS Nigeria STS Deep Dive Report 2014



The Elephant Rider Pathway model

A creative design process is imperative to designing an STS intervention. Through this creative process, the findings of the preliminary studies and formative research are considered both from the behaviour side, practices and knowledge as well as pathways to addressing existing challenges and hindrances to achieving sustainable sanitation at scale.

The Elephant Rider Pathway model, popularised by Chip and Dan Heath, is a useful model to consider in framing the creative process.

The 'rider' is the rational, analytical and controlled part of a person's brain that thrives on knowledge and information, and the 'elephant' represents the emotional side of ourselves that is emotional, irrational and uncontrolled.

- **Directing the rider.** Make sure the rider knows where to go, how others got there, and how you'll get there.
- **Motivating the elephant.** Knowing isn't enough. Make sure the elephant feels drawn to the change. Make the change small (so it's not intimidating) and encourage a growth mind-set ("change is possible").
- **Shaping the path.** Change the environment to change the behaviour. Build habits. Behaviour is contagious: surround yourself with others exhibiting the behaviour you want; help is spread.

Read more at <https://alexvermeer.com/switch-by-chip-and-dan-heath-2010/>

Defining the products and services

In designing the project, effort must be made to define the products and services that the project will deliver, such as the toilet options available, with consideration of the information obtained from the context analysis and understanding of the enabling environment. It will be important to always remember that buying toilets is a significant investment (both financially and emotionally) and therefore crucial to get right first time.

The key product offered under the STS project implemented by WaterAid was the Water Easy Toilet. Complementary services/activities to support this product included community demand generation and mobilisation using CLTS, business mobilisation, and marketing and promotion, including sales support.

In future, these services could include solid waste management, pit emptying, soap production, and hardware to support hygiene promotions and other sanitation and hygiene-related services.

User-centred design

A user-centred design (UCD) approach puts the user, beneficiary or customer at the centre of the design and delivery process of any intervention. Remember that not all users are the same, so be sure to seek out a variety of different users to inform your design and approach.

UCD can be very helpful in framing the response not only at the beginning of the project but even during the implementation and monitoring phases of the project.

In the context of development, all stakeholders in the development process are users in some way or another. It is vital to understand their needs and aspirations. UCD thrives on some basic principles:

1. **Understanding your users:** this understanding must be informed by both the current realities and aspirations of your users. Your users are a diverse group. Some may have very particular needs that will be different from the majority.
2. Making your products and services **easy to use** and include accessible options, particularly catering to the needs of those that might be disabled, or chronically ill or older people who may have increasing mobility challenges.
3. Keeping your products and services **consistent** in look and feel, avoiding radical changes while being flexible enough to make adjustments in response to user needs.
4. Creating and maintaining a **user interface** – ensuring users have the ability to provide **feedback** about services and products.
5. In response to feedback from users, **act quickly** to minimise problems or challenges with the use of your products and services.¹⁰



Water Easy Toilet (WET) on display at Fedpat block industry. October 2015.

Developing a marketing strategy

It is important that the marketing strategy for the products and services be considered and established as feasible during the design stages. The initial strategies identified may be refined and finalised during implementation.

Designing the hygiene behaviour change package

The hygiene promotion package must also be considered during the design stage. It is however advised that dedicated time be allocated for this creative process as it is focused on behaviour change.

¹⁰ <http://www.designkit.org/resources/1>

WaterAid's ABCDE of HBC

Assess: Determine what is known and unknown about current and desired behaviours and their determinants. Speak to the community, review evidence, and convene relevant stakeholders.

Build: Fill in the knowledge gaps, understand behavioural determinants and collect more data. Crucially, find out what has and has not worked in the past. The evidence generated informs the intervention design.

Create: Work with partners to design a robust and creative HBC promotion package, including concepts, materials, tools and activities. This process involves working with colleagues across disciplines as a creative team.

Deliver: Execute the intervention through sustained service delivery, so that the target population are sufficiently exposed (multiple times) to project activities. This also involves building the capacity of partners, stakeholders and frontline hygiene promoters to effectively implement the HBC project.

Evaluate: Determine whether the predicted changes occurred. This involves setting indicators, baselines, end-lines and process documentation. We focus on measuring outcome level indicators rather than the impact (which is behaviour change). The reach of the intervention (coverage, provision of HBC services) and effect of the intervention (behaviour change) are determined at this stage.

Designing equitable and inclusive projects for all

Affordable and inclusive access to sanitation is central to SDG 6.2's target:

"By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations".

It is necessary to pay attention to, and respond to, the requirements of disadvantaged groups throughout design, implementation and influencing processes to ensure that they are reached with interventions. Use your baseline or formative research to increase your awareness of the barriers that different groups of people may face to sanitation and be sure to ask these people what their desired solutions look like. Use this information to ensure that products are available that suit the different range of accessibility, financial, cultural and social requirements.

When considering power relations and their impact on your market and objectives, do not forget the power dynamics within households. Are the decisions of the head of household responding to the needs of all users within the household?



WaterAid Timor Leste manual for facilitating dialogue between women and men in communities.

Plan International Australia gender and WASH monitoring tool.

LSHTM Behaviour Centred Design.

User-centred design toolkit.

4. Implementation

This section is a descriptive process guide to aspects of implementing an STS project. These are points to consider, and the process steps are not necessarily consecutive. A number of the suggested actions can be applied concurrently.

After the rigorous contextual analysis and thoughtful, creative design, implementation can begin. To effectively implement STS there are activities to be carried out at various levels, characterised here as community, local government and state, and national.

Developing capacity

It is important to check that the right capacities exist within the different stakeholders who are involved in implementation, such as local partners and facilitating agencies. Requisite capacity for sustainable sanitation include:

1. Facilitation of CLTS
2. Facilitation of SanMark
3. Business development support
4. Policy analysis and influencing
5. Hygiene promotion
6. Communication
7. Monitoring, learning and evaluation
8. Barriers analysis in relation to often vulnerable and excluded groups and people

Any capacity development initiative required may need to be systematic or just a periodic refresher. Training could be led by facilitators from an external organisation or agency.



Insights – adapting to challenging terrain

Identifying with community members indigenous technology approaches to mitigate topographical/geological challenges has improved the sustainability of sanitation services in these areas.

For example, in Jigawa state, communities have adopted the use of clay pots and old tyres to reinforce latrine structures. Also in Enugu state, WaterAid, in collaboration with partners, adopted the use of drums or bamboo to line the pit and avert latrine collapse.

4.1 Community Level

4.1.1 Community mobilisation

A critical part of implementation is mobilising the community so that demand for decent toilets is created. The community is the cell of the whole intervention and while there have been critical reviews of community-managed systems in the WASH sector, it is important to note that community participation remains a major factor in the sustainability discussion in the sector.



Ahom, speaking at a community mobilisation meeting, Agbungu, Benue state, Nigeria, October 2015.

The degree and dimension of participation is what is in question. Mobilisation for participation must be considered with an objective to empower rather than burden the communities with more responsibilities. This underscores the need and benefit of effective mobilisation of the community. The mobilisation process must recognise and work with existing structures and systems that the communities have established for governance and social cohesion.

With regards to empowerment, it is important to work within communities' availability and convenience, paying attention to times for community meetings, and specific responsibilities and roles that may emerge from the intervention. As much as possible, the project should be aligned with the prevailing way of life, normal schedules and movements of the community.

Pay particular attention to the existing leadership arrangement, being sure to understand through a power analysis where the real influences and power in the community lie.

Equally, your analysis should help you to understand who lacks power and voice, and how your intervention can meet the needs of those people as well.

Hold a preliminary meeting

It is important to hold preliminary meetings with community leaders. During this meeting, try to validate some of the information you have gathered from the formative research, such as the existence of savings/loan practices/groups, community development platforms/structures, masons and artisans. At this meeting also explore possible market opportunities by enquiring about existing businesses as well as resident entrepreneurs within the community. This is also the time to agree on a day for community triggering.

4.1.2 Business mobilisation

To ensure there is supply *before* creating demand, processes for mobilisation of local businesses should be done *alongside* community engagement. Here is an example of what business mobilisation could look like:

Be sure there is existing business opportunity

As part of the contextual analysis and information-gathering on the target area of intervention, details of what kind of sanitation business already exist and how they are organised and structured should emerge. The contextual analysis may also indicate the lack of business around sanitation as well as even suggest possible reasons for why this is the case. The PEA in particular should give insights to the viability of sanitation-related businesses and entrepreneurship in the target areas. This point cannot be over-emphasised as it could be a decisive factor in the success or poor performance of a market-based intervention in a project.

Meet with business representatives

Identified businesses, entrepreneurs and other individuals interested in businesses opportunities e.g. block producers, artisans and toilet business owners, should be invited to a meeting in a town hall setting at the LGA level. At this meeting, find out about the local private sector governance structure and various business types, and try to understand the market. Then pitch the project, demonstrating opportunities that will exist to sell sanitation products. Introduce your models to complement theirs if required, as some locations might have existing improved options. Assess motivation levels to get involved, and enquire about the governance structure at both LGA and State level to enhance reach. Gauge interest and put together a database of interested businesses/individuals and visit them as soon as possible to identify capacity gaps, eg their volume of business and capacity for scale.

Train businesses

Present the sanitation crisis in their locality as an opportunity not only for their business to grow and develop, but also to create a healthier and more prosperous environment for everyone.

Business development support services should be made available to the businesses willing to engage, perhaps via external consultants. The Small and Medium Enterprise Development Agency of Nigeria is able to also provide this support to business but the modalities for drawing on that support will have to be worked out. However, this could be a more sustainable approach as opposed to using external facilitating agencies.

In addition, assess the quality of existing sanitation products, and introduce improved sanitation options where appropriate.

All of the above must happen to facilitate informed participation of business before community triggering. Thereafter invite businesses to community triggering. The on-boarding process (including training) for businesses can be difficult and may require significant time investments to convince them about the profitability of engaging in sanitation as a profit-making enterprise. It is advised that this be considered in planning generally.



WaterAid/Andrew Esiobo

4.1.3 Triggering

Before demand is generated through triggering it is important to ensure the following are in place:

- Set up community meeting and ensure availability of all, including vulnerable and disadvantaged groups.
- Ensure availability of mobilised businesses/entrepreneurs to attend triggering meeting.

Triggering is the process by which an emotional response is brought out in community members as they realise the negative effects of open defecation. A collective desire to change behaviour is thus generated, propelling a community into action and to commit to becoming ODF.

A meeting of WaterAid, Logo WASH unit and community members in Agaku, Benue state, Nigeria, 2015 October 2015.



Learnings from the field – protecting the environment

Concerns have been raised in communities in northern Nigeria facing desertification and other climate change challenges over the felling of trees to construct toilets. Often with the facilitation of CLTS and encouragement to use locally available materials, communities have resorted to use of trees almost as a default option. Where this is the case then alternatives will have to be provided or suggested.

Tools

Tools and methods used during triggering should depend on the existing level of services and understanding in the community.

If the community only has very basic or no access to sanitation then CLTS tools should be used to generate a sense of urgency.

Community triggering should be done using the complementary participatory rural appraisal tools such as:

- defecation area mapping
- defecation area transect walk
- shit calculation
- household medical expenses calculations
- F-diagram demonstration

All of these tools are detailed in the National CLTS manual and the CLTS Handbook (see toolbox below). If however, the community already has some access to basic sanitation and some level of toilet ownership and usage, then aspirational sales pitches may be used.

Once a community-led decision to end open defecation is made, you should develop a community work plan with clear timelines. See the CLTS Handbook for details.



CLTS Handbook – Plan International and IDS.



Supply alongside demand

Ensure there is supply *before* creating demand i.e. ensuring that there are *appropriate* and

available products to enable communities to begin purchase and construction immediately after triggering. This means mobilising businesses beforehand so that can be an effective part of the demand generation process at the community levels as well as be ready to meet the demand for sanitation products and services once they begin to come in.

Triggering communities without clear paths as to how to access toilets was detrimental as communities quickly reverted to open defecation, or in some cases, never even attained open defecation-free status. As a result, we recommend this staggered mobilisation approach.

Sales agents

During triggering, look out for potential sales agents: community members who are interested in issues surrounding water and sanitation, well-linked to the rest of the community, and possibly have entrepreneurial experiences and skills. These could be local traders, shop owners and keepers. In small towns and urban centres it is possible to find people with experience of commission-based sales too. We found during the implementation of the STS project in Enugu state that young people, especially those out of formal employment, were very interested in becoming sales agents.

Mobilise sales agents

Once these potential sales agents are identified during triggering sessions, they should be taken through a structured engagement process. This could involve an application and interview process to establish willingness of the identified persons to become commission agents for the businesses. A facilitating agency leading the implementation (could be NGO, local government WASH unit etc) of the project should facilitate a terms and conditions meetings between the sales agents and suppliers (i.e., the concrete block producers and masons).

Typically at this meeting, the commission the agents could earn on the different types of toilet/products and services options is established. Some minimal procedure for doing business is also established, initial questions for clarification and further understanding of how the business operates can be part of this meeting.

Once the agents are willing and able to go ahead, a day or two of training on the key contents of the sales and promotional strategy will be helpful, as toilets are not everyday consumables and selling a toilet is essentially selling a new lifestyle and profound behaviour change. The



Insights – why use sales agents instead of natural leaders?

CLTS has used ‘natural leaders’, i.e. interested volunteers from the target community, who are expected to not only help sensitise the community members on good sanitation and hygiene promotion but also monitor latrine uptake and use in the community. They are also expected to send regular reports to the LGA WASH unit.

The engagement of natural leaders in a number of communities have proven to be challenging and sometime very ineffective in supporting the communities to achieve and maintain ODF status as intended. Many natural leaders stop functioning within a few weeks after engagement due to several factors such as:

1. Lack of monetary incentive to help them take care of their families and for transportation from house to house.

2. Lack of recognition by the community especially where they just emerged/are selected by the facilitators during triggering without the input from the community.
3. The difficult terrain in some communities hinder easy movement of natural leaders from one point to the other without the use/cost of motorcycles.
4. Some of the natural leaders who do not reside in the village go back to the city without notice.
5. Some village members do not cooperate with them especially where there are community conflicts or division along political lines.

In response to these challenges, we recommend working with sales agents instead. Sales agents have the potential to earn a living through their work and as such, they are more likely to have higher and sustained motivation.

Msendoo, 13, a student washing her hands in Benue state, Nigeria, October 2015.



specific details of the messages and content of the campaign should be provided for the agents.

Efforts to incentivise the sales agents are important to get their commitment and enthusiasm, it should be emphasised that this is a business opportunity and that they can expect to make money for their effort. In the WaterAid STS project, groups of facilitators were trained by LGA WASH units to deliver sales training. However, going forward, the business owners must be able to provide training and support for their sales agents.

Working with community institutions

Identify influential and strong community institutions to work with while implementing the project. In addition, the facilitating agency must make efforts to ensure *inclusive* representation of the community institutions identified, particularly with regards to gender and disability.

4.1.4 Hygiene promotion/ institutional triggering

Success will be heavily dependent on adapting to the context. It is vital to identify *who will be the influential people to make change happen*, e.g. mothers-in-law, schools, markets, churches, mosques, healthcare centres etc. These channels should then be used to deliver hygiene promotion.

Ahead of the implementation, process please be mindful that a specific hygiene behaviour change package must be developed through a creative process that allows for addressing the specific domain challenge in the district. Avoid the pitfall of production of a deluge of information education communication (IEC) materials and hoping this will change any behaviour. Within the STS programme the behaviours around construction and use of toilets is paramount in the plethora of behaviours that can be targeted, but of course other critical behaviours as hand washing with soap, food hygiene, menstrual hygiene cannot be left out.



Denen, 39, a hygiene teacher in class with pupils, primary school, Benue state, Nigeria, October 2015.

4.1.5 Post triggering

From experience, communities start wanting to construct toilets immediately after triggering. It is therefore advisable for the facilitating agency to support businesses to organise a sales event as soon as possible to ensure individuals can access improved sanitation products to construct good quality toilets.

Community institutions identified during triggering should be engaged and trained on follow up, monitoring and documentation. Roles and responsibilities should be clearly defined at this stage if several groups are being engaged.

The community map should be used by management groups to track progress towards achieving total sanitation and be regularly updated. The map should be displayed in a public place and protected from damage.



Learnings from the field – issues with land ownership, tenure and tenancy

Landlords have refused the construction toilets on their properties as they fear this could lead to possible disputes at the end of the tenancy. The tenement laws are clear but more traditional codes of practice prevail when it comes to renting properties and constructing any form of facility on the rented property, especially when such structures are considered to be permanent. In the face of weak judicial systems and no real protections of the rights of a tenant, land owners flagrantly deny tenants the right to access decent sanitation. Working with land owners may be necessary to mitigate this issue, although this was not something explored in the STS project.

4.2 Local government and state level

4.2.1 Local government leadership

It is important that the facilitating agency effectively engage and mobilise the leadership of the local government. Consider having a briefing session with the Local Government Chairman and his council. The responsible department or unit within the local government can be the designated anchor for the project. It is important that roles and responsibilities are clarified between the participating departments and or units. Ensure also that each unit or department is able to deliver on assigned roles and responsibilities. Where this is not the case as may be indicated by capacity gaps analysis, adequate plans are to be made to support capacity development and strengthening in the areas of gaps. The LGA are well positioned to facilitate context-based sanitation interventions as they are closest to the communities and understand the socio-economic realities of the intervention locations.

4.2.2 State government engagement

Meet with relevant state institutions and agencies with a mandate for sanitation and pitch the project. The state as well as the local government and the federal government have responsibilities for sanitation and hygiene delivery variously. The Rural Water and Sanitation Agency and the Small Towns Water Agency, where they exist, are direct agencies of the state government. These are key agencies responsible for WASH at the state level directly reporting to the state's ministry of water resources, which are responsible for WASH and broader water resources management. Explore pitching at state level coordination platforms to set the stage for effective influencing of the sector. The State Task Group on Sanitation (STGS) is very important here to ensure that their roles are targeted at delivering their mandate; it is recommended that the focus here should be to support STGS in self-sustaining strategies for effectively continued ownership of roles. State level agencies and parastatals with



Logo LGA WASHCOM unit staff in Logo, Benue state, Nigeria.

peri-urban and urban sanitation mandate should be engaged for facilitation and implementation role depending on context and target.

4.2.3 Private sector engagement at the national level

A key shift in the emerging STS model is the deliberate focus on mobilisation and engagement of the private sector in sanitation delivery in Nigeria. We recognise that previously there have been efforts to engage the private sector in the delivery of sanitation with various projects and approaches. The sani-centre/sanimart model, for instance, was intended to bring about entrepreneurship in sanitation and to strengthen the supply chain in sanitation. There were pockets of successes with these models but significant challenges especially because of the way they were facilitated, often with a charity and aid mechanism setting them up and running them. The paradigm shift with the emerging STS framework is that sanitation provision can be a business.

4.3 National level

National-level advocacy and influencing should use learnings from project implementation. Collaboration with relevant agencies (development partners, the national task group on sanitation and research institutions) is critical to disseminate/share learnings and advocate for the adoption of the STS approach.

Learning events should be organised to share project lessons or sometimes aligned with key WASH annual events to cross-reference lessons and experiences from other sector actors. WaterAid understands that STS is not a destination but a process, and as such, needs research, development and innovation to ensure continuous improvement of the process and available sanitation options.

Therefore, feedback on implementation from the community level through the LGA and state levels should be linked with a systematic research process to constantly adapt and improve on learnings and findings from the field. Further details are outlined in the sections under cross cutting themes below.



UNICEF roadmap for making Nigeria open defecation free by 2025, see the section on major roles and responsibilities of key stakeholders for breakdown of the Nigerian context.

5. The power of collaboration and integration

Partnerships in the STS project

The STS project was implemented in partnership/collaboration with traditional WASH sector actors at national, state and local government levels and included the private sector at community levels. Though an STS advisory committee was established as a coordination/ advisory mechanism for the project with committee members drawn from WASH and other sectors, partnerships/collaborations and integration with other sectors such as education and health, and with state and local levels, was weak.

At the national level, collaborations were forged with then National Task Group on Sanitation and UNICEF, and partnerships were established with the LGA WASH units and with civil society organisations in the implementing states. The STS also modelled partnership and engagement with the private sector, facilitating engagement of big manufacturing companies.



Key Idea – Think tank

WaterAid envisions a process where government, civil society, research institutions, academia, the private sector and development partners will jointly work together through a think tank. The purpose of which would be to provide high quality research towards improvement of practice, policy recommendations and implementation, financing models as well as social and cultural factors that enables or inhibits the achievement of total sanitation in Nigeria.

The formal research under the STS project is one of the few rigorous research processes that are informing further development of the sector.

Most of the other iterations and learnings have been on an informal basis and are at best anecdotal. The idea of a national think tank on sanitation will be to support the standardisation of processes, bring about quality assurance and systematic learning in the sector. The think tank will be the platform where policy and practice converge and also the hub for coordination of national convening on sanitation.

This publication is intended as a conversation-starter for this think tank that will work to find the right approaches that can accompany the ambitious plans and targets of Nigeria towards achieving universal access to sanitation by 2025.

Cross-sector integration

Framing sanitation as a core element integrated into sustainable development enables us to undertake the required collaboration with other development sectors.

Increased access to and sustainable management of improved sanitation facilities, along with increased access to safe water and hygiene practices, is essential to the achievement of other sustainable development goals rendering cross-sector collaboration vital. We will develop partnerships with actors in these sectors, such as health, nutrition and education, in order to deliver holistic development.

To achieve the level of political traction necessary to address the critical sanitation situation in Nigeria we can learn from and work with other sectors which have been very good at generating political support and progress. This will require a paradigm shift from the current tendency for WASH programmes to work in relative isolation, to a broader, more open working approach involving collaboration across sectors.

For example, health, education, agriculture and rural development sectors are essential services sectors and have been very good at generating the right political support for the specific causes and issues that have been pertinent to them and the sanitation sector can learn from these. To achieve this level of collaboration and learning, the sanitation sector must be able to articulate very clearly and creatively the importance of addressing sanitation for the achievement of the global goals in the other sectors. The way the health sector addressed the HIV/AIDS challenge for example, is an interesting model that can be referenced.

6. Epilogue: Work to be done

During the STS project a number of areas for further development were identified:

- **Finance options**, such as microfinance, village savings and loans associations and target savings should be explored to ensure the very poorest can access sanitation products and services. Although this was not explored during the STS project.
- **The sanitation chain** extends beyond the toilets installed in households and community settings. Pit emptying, transportation, treatment and reuse – the full continuum to ensure ‘safely-managed’ – must be considered to achieve sustainable sanitation.
- **Triggering transient communities.** We found that with migrant/transient communities living within settled communities, the effect of the mobilisation process is weaker. More research and understanding as well as approaches to tackle this issue is needed.
- **Hygienic animal management**
For security reasons, many households keep livestock inside and around the home. The process towards declaring ODF status must take account of, and address, this issue if the health benefits of STS/ODF are to be fully realised.
- **Solid waste management**
The disposal of children’s diapers, and of children’s faeces in general, needs to be addressed as they typically bypass any adult sanitation service and end up in open rubbish areas to be eaten by animals and spread through the community. Household refuse management is also still a major challenge in Nigeria especially in the small towns and urban area and the plastic waste management is daunting.

Market place sales
event during STS
project.



Marketplace
promotion event.
Ikole LGA, Nigeria.



WaterAid Nigeria
No8. Etang Obuli Crescent, Abuja, Nigeria
Email: AnddyOmoluabi@wateraid.org
www.wateraid.org/ng

Front cover image:
Margaret outside her
newly installed Water
Easy Toilet, in Igbo
Eze LGA, Enugu State,
Nigeria, December 2015.
WaterAid/Neil Wissink