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**ENSURING AVAILABILITY AND SUSTAINABLE MANAGEMENT
OF WATER AND SANITATION FOR ALL**

**Public-Private Partnership for inclusive sanitation in
informal and peri urban areas of Ouagadougou**

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BRIEFING PAPER 2452

21% of the total population of the capital city live in settlements in peri urban areas of Ouagadougou which are illegal and informal and hence, pose a challenge to the traditional way of delivering basic services in urban areas. Around 94% of this population lack access to improved latrines and nearly 19% practice open defecation. As a result, water borne diseases are the main cause of consultations in health centres. To improve access to sanitation, WaterAid has worked with the municipality of Ouagadougou and the water utility, to initiate a project allowing private operators to provide informal settlements with the same services as the formal sectors. The project helped move the household sanitation access rate from 6.1% to 9.4% in 3 years. The learning gathered provides insights into the institutionalization and sustainability of this approach as a means to achieve universal access to sanitation.

WASH issues in informal settlements of peri urban Ouagadougou

The high growth of urban population driven by migration and rural exodus has led to a sharp and uncontrolled spatial extension across Ouagadougou resulting in an increased demand for basic services in both planned and unplanned areas. Because of their position (at the outskirts of planned areas) and status (they are considered as ‘no man’s land’), informal settlements rarely benefit from projects and programmes from relevant service providers including the municipality of Ouagadougou, the water utility and the government. A survey carried out by WaterAid in 2014 found that household access to improved sanitation in these areas was 6.1% against 19.3% for open defecation. Although 91% of families have a latrine, only 6.1% of these meet the national standards for security, sustainability, hygienic condition, etc.

This bleak picture has its roots in the lack of capacity for local project management in these areas as well as the inadequate engagement of the private sector in sanitation service delivery. Approaches and actions hitherto implemented have had limited success in addressing the challenges of ensuring access to improved services for marginalised people from these areas. Note that these people account for approximately 21% of the total urban population in Burkina (ENA 2010 DGRE). Given the bureaucracy and bottlenecks faced by various restructuring projects, specific solutions are needed to fast-track the service delivery in these poor areas in a bid to achieve universal access to sanitation by 2030.

Box 1. Facts on informal settlements of Ouagadougou

- Population in informal and peri urban: 535608 or 21.4% of Ouagadougou population in 2014
- 33.8% household heads are traders
- 98.4% households are made from mud
- 91.2% households own at least a basic traditional latrine that do not meet the national standards.
- 82% facilities are manually emptied
- 19% of population practice open defecation.
- 43% sanitation facilities in health centres are out of order or unused
- 7645 household latrines were built/rehabilitated in 2 years through the public-private partnership

Source: WaterAid, October 2014

A 3-pillar strategic solution for sustainable and improved access to sanitation

The PERISAN "Sustainable sanitation in informal settlements and peri urban Ouagadougou" project was jointly developed by WaterAid, the municipality of Ouagadougou, the water and sanitation utility called ONEA and Eau Vive to adequately and sustainably address the sanitation issues. Funded by the EU, the project's specific objectives include improving access to sustainable sanitation services to 270,000 poor people in 5 unplanned districts and 16 peripheral areas. This number represents 67% of the total population living in these areas of Ouagadougou.

The following diagram highlights the 3-pillar approach on which the project is based:



Details on the three-pillar strategy:

- The first pillar aims to empower the stakeholders involved in the sanitation chain. This includes training municipality technical staff and private operators on social mobilization techniques to create demand for sanitation (using CLTS and large public events); as well as training masons, latrine emptying operators, and gardeners who reuse sanitation products (urine and treated faecal matter).
- The second pillar involves providing support for Local Government project management and ownership by creating, training and coaching local sanitation services in all sub districts to develop capacities for planning and monitoring the service delivery work.
- The third pillar deals with hygiene promotion and sanitation marketing through advocacy campaigns, awareness creation and education on innovative hygiene and sanitation approaches to end open defecation and improve health.

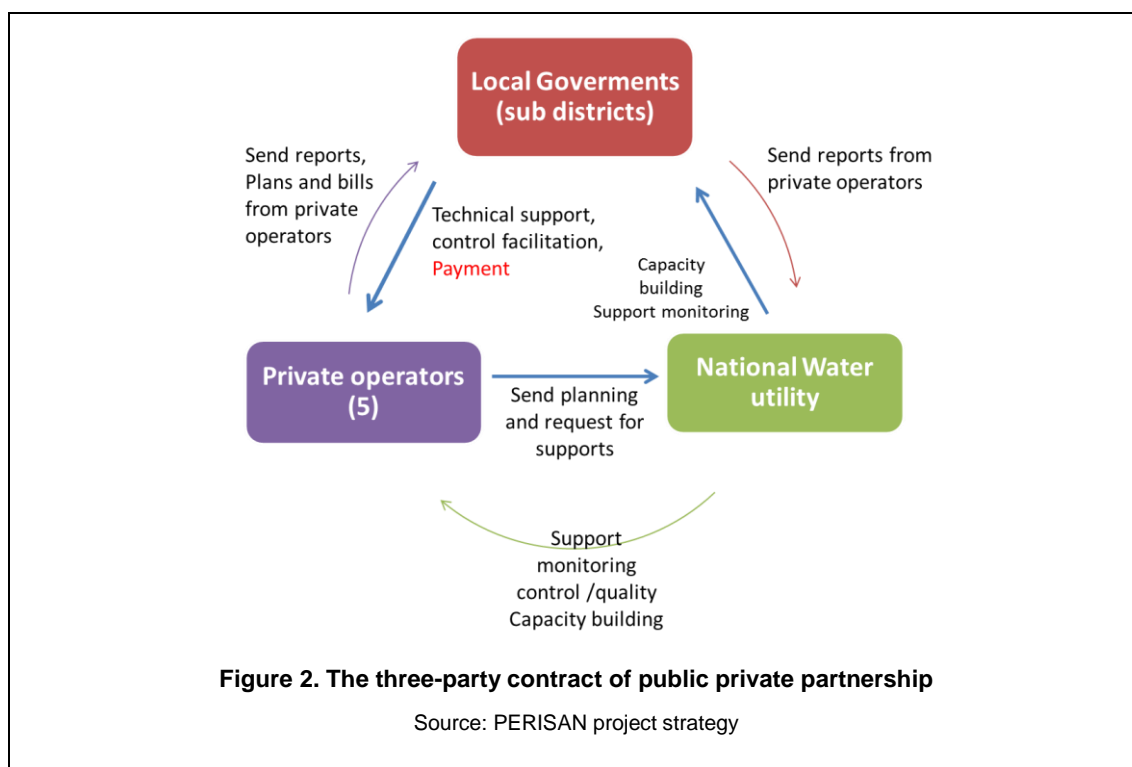
Public-private services partnership as the method

The service delivery approach is a public-private partnership through a tripartite agreement between the water utility, the private operators and the sub district authority. This approach was drawn from a similar experience called "Water services in five informal neighbourhoods" which proved successful in delivering water services based on an agreement involving private operators, the water utility and the municipality of Ouagadougou for developing and managing safe water delivery in informal settlements at a cost similar to the one charged by the water utility in the developed areas of the city.

Under the PERISAN project, the agreement has expanded the operators' work to include social mobilization, building and rehabilitation of household sanitation facilities, as well as facilitation and support to communities to access services. All these activities are coupled with the creation of sanitation shops ("sani boutiques") where private operators store materials for subsidies such as cement, doors, and roofs, and where they provide information and support to beneficiaries.

The local government sanitation services in relevant sub-districts support the operators and regularly do close monitoring, evaluation and documentation of all activities. The five operators from the private sector are chosen according to a range of criteria including experience in hydraulic work, proximity to the informal

settlement and interest to work in the WASH sector. The costs of these services including salaries of operators' staff (social workers and supervisors), payment of latrine builders, and subsidies for beneficiaries are financed through European Union Funds that finance the PERISAN project at 74%.



Roles of the stakeholders in this diagram:

Local Government (Sub district):

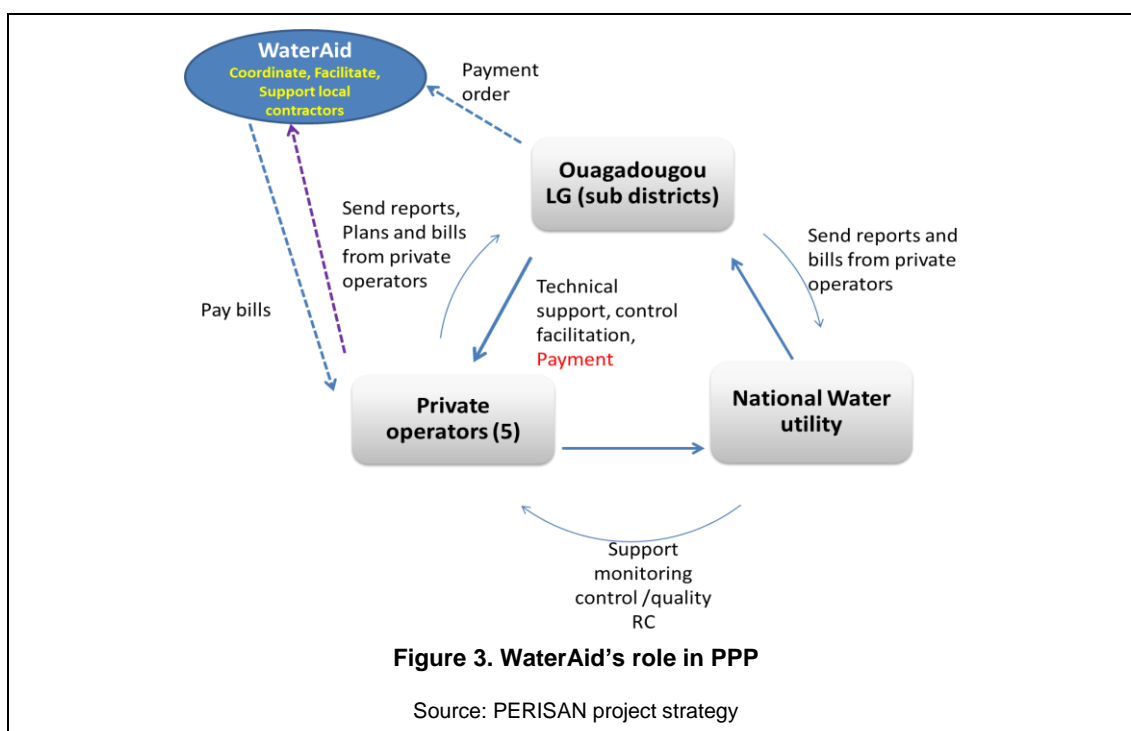
- As project managers/owners : to develop terms of reference for the private operators, and provide information on sanitation criteria and standards in their sub district,
- Ensure monitoring, supervision and quality control by local technicians and social workers, and sign off completed facilities
- Validate the operators' plans and reports and monitor payments
- Sending operators' reports to the Water utility and WaterAid (see diagram below)
- Social mobilisation and community awareness raising

Private sanitation operators

- Provide advisory support to communities about the suitability of sanitation facilities in accordance with their capacity to pay, and about hygiene behaviour changes.
- Manage sanitation shops and the overall data base of demand for services, people supported, GIS data of latrines built
- Carry out hygiene promotion, facility marketing, and manage subsidies for the building and rehabilitation of household latrines
- Coordinate and monitor the work of the different stakeholders (masons, pit-emptiers, households, providers of prefabricated material for building facilities, etc.)
- Prepare and send narrative and financial reports of the services delivered to the sub-district, the water utility and WaterAid

ONEA- water and sanitation utility

- Provide advisory support to the various players and develop capacity on sanitation chain activities for private operators and local government through its training Center (CEMEau)
- Monitor and check service quality.



As a strategic partner but not directly implementing projects on the field, WaterAid influences practices through promoting better governance (participative planning, transparency, accountability,) and supporting the implementation of sustainable models and strategies that are managed by local institutions and players. Operational strategies are also developed to take into account equity and inclusion requirements, to ensure access for vulnerable and marginalized people.

The planning and investments unit of Ouagadougou municipality provides technical leadership and coaching to local sanitation units (sub district level) and also supports the institutional anchorage of the public-private partnership for sanitation. The municipality acts as intermediary and focal point between the sub districts and the project coordination body at WaterAid.

The coaching and capacity building sessions developed under the leadership of WaterAid are designed to help the Local Governments to play their role as project owners in the long term.

Mid-term results and learning

Mid-term results

After two (02) years of implementation, PERISAN project has achieved the following:

- The Mayor has signed long term contracts with the staff of 7 municipal sanitation units (or sub district technical services) which are being gradually strengthened by the project to cover all the 7 sub districts covered by the project (including the 5 sub-districts involved in the original PPP water supply project). At each sub district level, this unit is composed of one technician and one social worker. They work under the total responsibility of the sub district authority.
- Tripartite contacts have been signed between 5 private operators (ACD, ACMG, BERA, ERT & SOZHAKOF), ONEA (water utility) and the sub district to deliver hygiene and sanitation in 5 informal settlements.
- 5 sanitation shops run by private operators have been established and are functional in the project areas.
- 30 staff of the 5 private operators and the municipality sanitation units have been trained on CLTS, outreach techniques, hygiene promotion and sanitation marketing, and in the monitoring and control of sanitation facilities.
- 61 masons have been trained on techniques for building sanitation facilities (single-pit VIP, pour-flush, soak pits, rehabilitation of traditional latrines) and also on sanitation marketing.
- 36 hygiene promotion community based volunteers have been trained with tools and equipment to promote hygiene and sanitation marketing to support the sub districts' technical services.

- 8 campaigns to end open defecation have been carried out through triggering and monitoring using CLTS.
- 2 awareness campaigns on hygiene (hand washing) have been held through a cycling event and a campaign in schools.
- 7645 latrines have been built or rehabilitated for use by about 47,399 people, bringing the household sanitation access rate from 6.1% to 9.43% in compliance with national standards over a two year period.

While this increase in coverage may not immediately seem significant, it is one of the best performances ever recorded in an urban project in Burkina Faso and the project aims to have completed more than 15,400 household latrines by the closing date. Moreover, the emphasis of this project is not primarily to build latrines, but rather to implement a strategic model (PPP) that will be able to provide sustainable sanitation services in informal settlements. In the second phase of the project WaterAid will seek to scale up this model through advocacy and influencing.

Learning

Private companies do not necessarily get any financial gains from delivering sanitation through social mobilisation and constructing household facilities. Further reflection is needed on how best to support the private operators to diversify their sources of funding, for example through the promotion and reuse of by-products.

- The public-private partnership arrangement brings the hygiene and sanitation services closer to communities “The approach allowed close and continuous monitoring of field hygiene and sanitation work. It helps to address challenges due to the administrative bureaucracy experienced in the partnership between the Local Government and WaterUtility”, said Elie Sawadogo, local sanitation officer in Ouagadougou municipality, district 4.
- Such a partnership requires enough time to develop, negotiate and ensure mutual understanding of the contractual requirements between all stakeholders involved. In this project, some misunderstandings remained after the implementation had begun that threatened the effectiveness of the project. It required perpetual refreshment to maintain healthy working relationships between the different stakeholders.
- In informal settlements hosting different groups of people, enough time is also critical to map out the actual household sanitation needs, to get optimal community engagement and deliver appropriate services. For instance, PERISAN implementation clearly revealed that households needed soak pits to optimise the latrine use.

Institutional anchorage, sustainability issues and way forward

- Further develop activities of different stakeholders –private operators, service providers, local sanitation units and help to improve their working relationships
- Ensure and promote a shared vision that is compatible with the interests of all stakeholders (private and local authorities) and strengthens collaboration in order to optimize services delivered to communities;
- Further professionalize stakeholders (private operators/service providers, technical services) through training and coaching activities to facilitate the work relations;
- Scale up the model in other informal settlements of the municipality of Ouagadougou;
- Create a waste management organization and build their capacity to effectively empty latrines and ensure the safe promotion of by-products as a sustainable social entrepreneurship approach in the relevant areas;
- Strengthen public-private partnership through better sanitation shops so as to integrate the entire sanitation chain (including pit emptying, and the use of by-products) with greater involvement of districts.
- Build the capacity of local government staff (technicians and decisions makers) to sustain these achievements without the need for on-going external support;
- Increased control of urbanization and adaptation of future restructuring projects to better integrate plans for WASH service delivery.

Conclusion

The international community has set 2030 as the target date for everyone, everywhere to have access to safe drinking water and sanitation. This target has been co-opted in many national policies in the African sub-

region. However it is obvious that policies are not always followed by strategies for the expansion of basic urban services to the populations living in the outskirts of large cities. The public-private partnership with the delegation of services offers a credible alternative for a sustainable and adapted supply of water and sanitation toward universal access. However, its effectiveness requires strong commitment from all stakeholders as well as political support at the highest state level.

Acknowledgements

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Note/s

- Start and end of project : April 2013 – March 2017
- Overall Budget: € 3 164 848. 94 or 2 076 004 818 XOF
- Associates: ERT, SOZAKHOF, ACD, ACMG, BERA, ERT, AMUS
- Funding: European Union (74%)
- Overall Coordination: WaterAid Burkina Faso.
- Partners: European Union, WaterAid, ONEA, Ouagadougou district, Eau Vive

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