Creating an Enabling Environment

The following section helps you to assess and foster favourable conditions for environmental sanitation planning in challenging urban environments. Most of the critical elements to support an enabling environment should be identified or become evident during the planning process. Ideally these elements should be identified, at least in broad terms, prior to starting the planning and consultative process (step 2 in the 7-step programme), so that the entire process does not start off with unrealistic expectations or misconceptions.
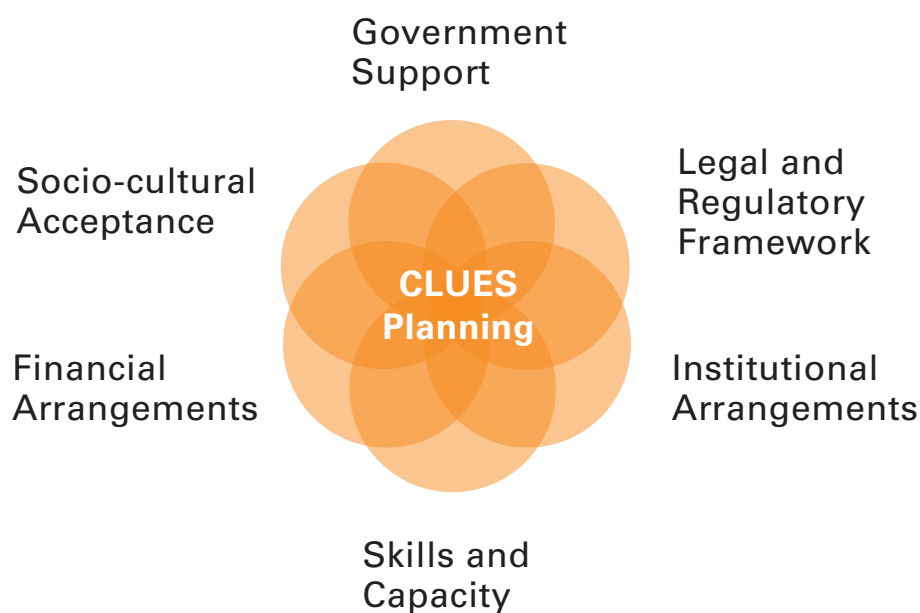

Figure 11: The six elements of the enabling environment.

1. Government Support

The extent to which an environment will support or hinder the application of the CLUES approach will strongly depend on the support of key political players as well as on the national policy and strategies for the sector.

Political support is often assumed, but rarely specifically assured prior to project implementation. Clear commitment within municipal government to improve services for all, especially the poor, is a key precondition for the success of CLUES based initiatives. Lack of explicit political support is often the initial cause for project failure. Unless there is a governmental commitment towards increasing community participation and decentralisation of service provision, translated into national sector policies and strategies, projects based on the CLUES approach will be isolated and vulnerable. A proven political commitment to decentralise decision making, service provision and promote community participation, which is supported by the highest levels of government and the top management of the sector agencies, is an important precondition for an enabling political environment.

How to analyse existing government support?

Government support can best be assessed by critically reviewing the national policy framework to see how it affects the provision of environmental sanitation services. There are usually several relevant national policies and local strategies that should be examined, e.g.: National Poverty Eradication Strategy, National Environmental Protection Strategy, Water Tariff Policy, Urban Sector Development Strategy, Urban Wastewater Strategy, City-wide Strategic Sanitation Plan, Socio-economic Development Plan, and others.

Critical questions that you should answer include:
- Is increased access to safe water and sanitation for all recognised by the government as important for socio-economic development?
- Is the geographic focus of the project in line with the governmen's socio-economic development policy (e.g. urban upgrading areas)?
- Is there a general decentralization movement underway? Does the government promote decentralization of environmental sanitation service delivery functions, including the participation of the private sector?
- Is there a policy which promotes affordable service provision to unserved areas?
- Do existing policies promote community participation in activities related to environmental protection and service provision?

How to ensure government support?

If political support is not yet assured, the greatest challenge will be to convince relevant policy-makers that the CLUES approach has the potential to contribute to the government's long-term development objectives. If you are working with receptive local authorities it may be worthwhile to have all stakeholders sign up on a municipal sanitation charter. Such a charter sets out the principles and responsibilities of key parties in delivering sustainable sanitation in urban areas. A good example is the International Water Association's Vienna Charter on Urban Sanitation. For the full charter go to the website www.iwahq.org and type "charter".

The project leadership should plan to devote considerable effort to sensitising elected officials, senior sector staff and advisers to the CLUES concepts perhaps through seminars, presentations, and visits to demonstration projects. You might not get unconditional endorsement of the approach, but try to secure an agreement that the CLUES approach should proceed in the programme area and will be fully supported. Without the support of the municipal leadership, and its willingness to take the steps necessary to support an enabling environment, application of this planning approach should **not** be considered.

2. The Legal and Regulatory Framework

Laws, regulations, standards and codes define in greater detail, within the overall policy framework, how the government expects the sector to perform its functions. Regulations specify how services are to be provided and by whom, what delivery standards have to be met, ownership of infrastructure and services, and how tariffs and other cost recovery methods are to be designed and implemented. Standards and codes specify, for example, the level of wastewater treatment needed to protect the quality of receiving waters, the design of sanitation technologies, or the quality of material and equipment to be used in the performance of environmental services.

> For the 'Legal Framework' to contribute to the enabling environment, it must be transparent, realistic, and enforced.

In many lower-income countries, legislation related to environmental management and environmental sanitation service provision has evolved quickly over the past decades, with inconsistencies in different laws as a result of different ministries leading the development of sectoral legislation. Principal inconsistencies include overlapping mandates given to different ministries, lack of implementing regulations and supporting standards and, of course, the issue of poor enforcement of regulation even where it exists. Many existing regulations and standards are based on those developed in industrialised countries (in the wastewater domain e.g. range of accepted technologies, sewer diameters, effluent standards, wastewater reuse regulations, etc.), under conditions totally different from those in developing countries, and so they are not appropriate. If there are laws which prevent the installation of a certain technology, or standards which have become norms over time, it may be very difficult or impossible to introduce a new system.

Preconditions that must be in place to support the CLUES process include:
- The right of users to be involved in the decision-making process;
- The right of municipalities to collect taxes or local fees;
- The possibility of local structures (community-based organisations (CBOs), user associations, etc.) to manage services including operation and maintenance, and the control of funds collected from users;
- Laws that allow the private sector to be involved in service provision;
- Realistic technical norms and standards that allow the use of affordable technologies.

How to analyse the existing legal and regulatory framework?

An assessment of the legal framework is important since governments often transfer responsibilities administratively, but withhold the legal and financial authority to meet those responsibilities. Information on laws, norms and technical standards should be available with specialist agencies and government departments. Special attention should be given to legislative texts which regulate the responsibilities of the different line ministries and related agencies in the field of water supply, environmental sanitation and urban planning, and laws and regulations which promote or prohibit community participation in activities related to environmental protection.

Examples of **national and local (by-)laws and regulations** that should be critically assessed include:

- ■ **National laws** related to the environment, to water, wastewater and water resource management, to urban planning, to solid waste management, to hygiene and health promotion, treated water and sludge reuse in agriculture, etc.

These laws will regulate the institutional responsibilities in the provision of environmental sanitation services (ESS) including the role of local authorities, the community and the private sector.

- **Health codes** describing the type and/or design of sanitation services. This could be especially relevant to wastewater reuse.

- **Local building codes** which specify the way in which plumbing, water connections, and/or sewer connections are installed. This is crucial for contractors as companies may be unwilling to implement innovative techniques or may set irrationally high prices to cover possible risks in case of failure to meet the building codes and standards.

- **Tariff regulations** defining the rights of the different administrative entities to define, collect, and manage fees and taxes for environmental sanitation services.

- **Water and wastewater quality regulations** defining the levels of different pollutants (e.g. pathogens, organic matter, metals, chemical compounds, etc.) that can be present in water, depending on the use (e.g. drinking water, irrigation water, flushing, etc.).

- **Land application laws** which limit and/or define the type and/or amount of treated wastewater, sludge or biosolids which can be applied to a certain area of land.

- **Land tenure legislation**, provisions for land tenure regularisation in informal settlements.

- Formally approved urban development or urban **master plans**.

Technical Standards can be another obstacle to the use of more appropriate and less expensive systems and technologies, such as:

- **Sewer standards** specifying the diameter, minimum flow, material, burial depth and other design parameters.

- **Building standards** prescribing certain technologies (e.g. double-pit pour flush latrines in India).

- **Wastewater treatment standards** specifying treatment steps or imposing specific treatment of the effluent (e.g. chlorination).

- **Water supply standards** specifying minimum pressures or pipe sizes.

- **Drainage standards** specifying the slope, type and material of permitted stormwater drains.

- **Solid waste management standards** regulating waste collection, transportation and treatment/disposal options.

How to adapt the legal framework and technical norms?

It may become apparent that some laws, regulations or technical norms could hinder the CLUES process. Changing legal texts and technical norms takes time – sometimes years in the case of re-drafting legislation. After reviewing the current status and the possibilities for change, you should decide whether or not there is a sufficiently enabling legislative environment in which to proceed. There are three basic steps to overcome hindering legal texts and technical standards:

1. **Legal conformity:** Critically review, in consultation with key stakeholders (especially the relevant sector agencies), the extent to which appropriate or low-cost technologies differ from those specified in the regulatory texts. You might come to the conclusion that the divergences will be minimal and legally irrelevant.

2. **Exposure of key decision-makers to alternative systems:** During the consultation process mentioned above, you might come to the conclusion that existing standards are obsolete and need to be reviewed (e.g. technical standards on septic tank design might not be state-of-the-art and do not contribute to safeguarding environmental and public health). The process of changing technical norms is very slow, and requires that all relevant authorities be involved in the formulation and approval of the norms. Exposure of key decision-makers to alternative systems, e.g. through study tours and field visits, or through the organisation of scientific seminars on innovative approaches and technologies, might help in catalysing the process. Do not work alone in this difficult endeavour, but try to involve local universities and research institutions in the process as much as possible.

3. **Moratorium:** The last and most straight-forward strategy to deal with hindering laws and technical norms is to negotiate an agreement with the relevant authorities (most probably municipal or national sector agencies) that secures a moratorium on the application of conflicting standards to the programme area. If the project is successful, it can serve as a demonstration site and help in the process of identifying standards that would be more appropriate.

3. Institutional Arrangements

The application of participatory, community-centred approaches requires an institutional environment within which the various institutional levels can function effectively. The institutional framework of a CLUES project or programme will encompass the households, CBOs, possibly other NGOs, and both the public and private sector. Prior to defining institutional arrangements for your project, it is important to understand the current roles, responsibilities and capacities of the different stakeholder groups in the provision of environmental sanitation services, their influence, their interest and importance in participating in the project.

Stakeholder groups which will typically be involved in a community-centred approach are:

1. **Members of households**, the most important stakeholder group, and the one that decides on the need for investment in sanitation facilities;

2. **Local councillors**, often responsible for a significant part of municipal revenues for spending on local improvement works;

3. **Local schools**, school teachers and pupils are important multipliers for behaviour change;

4. **Community-based organisations (CBOs)**, often engaged in self-help activities or in providing affordable services for communities;

5. **Municipalities**, with a statutory responsibility for a wide range of service provision including O&M;

6. **Provincial or district authorities**, e.g. District Water Engineers;

7. **Community-level authorities:** community leaders including religious leaders;

8. **Urban development authorities**, often involved as a partner in urban environmental sanitation service improvement programmes;

9. **Specialised line agencies**, e.g. water supply or urban environmental management agencies or utilities, with varying jurisdictions depending on the legislative framework;

10. **Non-governmental organisations (NGOs)**, acting as intermediaries between government and local communities, and partly involved with service delivery;

11. **Private service providers**, providing services informally (e.g. manual or mechanical faecal sludge emptiers; small entrepreneurs collecting solid waste) or formally (e.g. private water supply and sewerage companies or microfinance institutions);

12. **Urban and peri-urban farmers** who have an interest in access to safe and affordable fertilisation and irrigation using organic and liquid waste.

Figure 12 provides an overview of the main stakeholders that should be involved in a community-led planning approach, according to the corresponding urban domain. Depending on the context, other stakeholders may be involved as well.
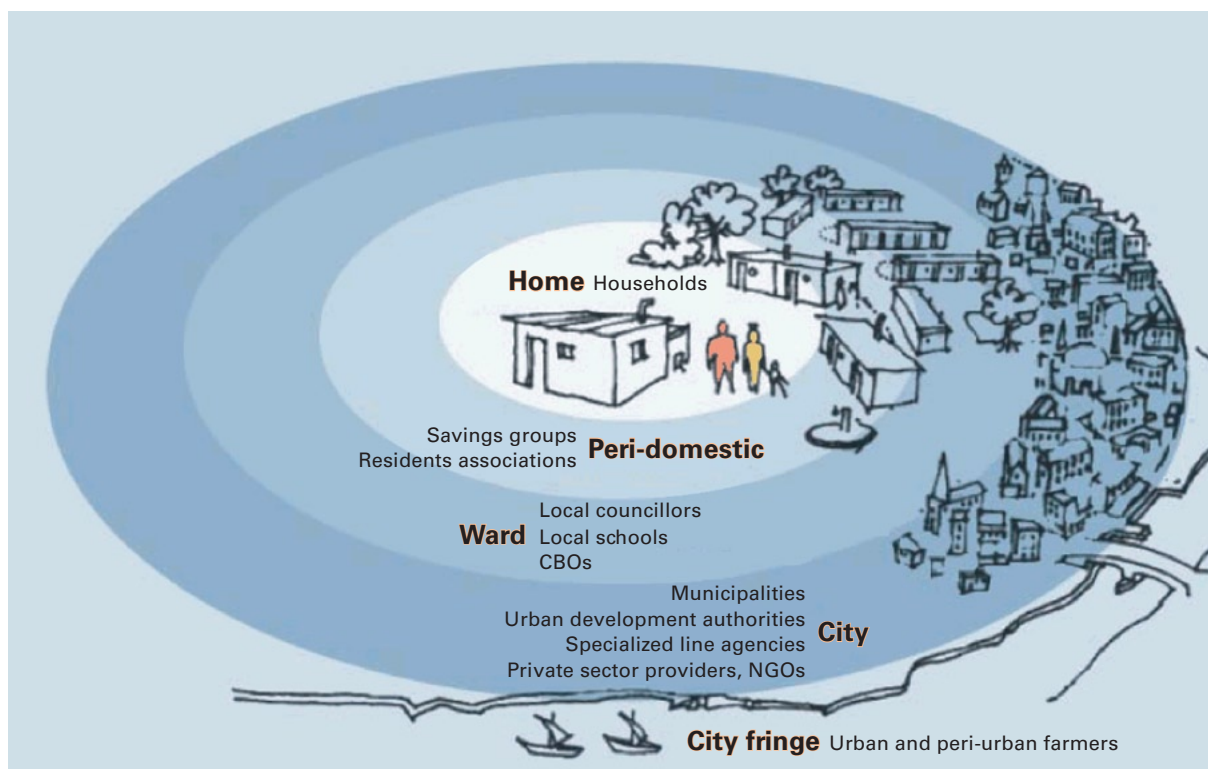
Figure 12: Urban domains and related stakeholder groups (adapted from WELL, 1998).

How to analyse institutional arrangements?

During a CLUES planning process, you should assess the responsibilities, capacities (strengths, weaknesses, potentials) and interests of the various stakeholders who might become involved (e.g. NGOs, CBOs, private service providers, etc.). The assessment of current institutional arrangements will help you identify opportunities to build upon existing links and capacities. For example, if government agencies have a long experience of working with NGOs or universities, they may be more open to innovative ideas. The main questions related to current institutional arrangements are who has decision-making authority in service provision and to what extent does the current institutional framework allow for delegation of responsibility and authority to other levels. The review of existing policies and the legal framework discussed above will provide information on the responsibilities and legal authority of the different institutional stakeholders, and will help in defining an institutional setup that fits the purposes of your CLUES intervention. At a more local level the aim

should be to identify individuals already working on aspects of service provision.

Key questions that you will need to answer in order to assess the institutional environment are listed here:

- How are decisions currently made in services provision and who is involved?

- What is the role of public sector agencies, i.e. who regulates and monitors, who protects the users and customers, who provides the services, etc.?

- To which extent do public sector agencies have conflicting or overlapping mandates, and how are these conflicts solved?

- What are existing synergies and linkages between different stakeholders – is there a productive working relationship between community-level initiatives and public sector agencies, e.g. a Water/Sanitation Coordination Committee at the city level?

Community-Led Urban Environmental Sanitation Planning

- Are these agencies aware of their respective roles and responsibilities, and do they fulfil their obligations?

- Are there existing public investment plans for the project area?

- What is the current level of community-participation in urban environmental managment?

- Is the private sector involved in service provision? How so?

- Which NGOs and CBOs are involved in urban environmental management? Are they familiar with each others' activities?

  Which community members and institutions have substantial influence among their peers? You will need to understand the institutional structures that can facilitate the planning and management of environmental sanitation services sustainably. Tool T5 provides guidance on how to conduct a participatory assessment of current institutional responsibilities, and the importance and interests of the different stakeholder groups in the planning, implementation and management of environmental sanitation services in your project area.

How to define appropriate institutional arrangements?

Though the ideal group of partners may not come together to support the project, it is possible to proceed so long as it seems that there is potential for progress and that none of the key institutions will actively work against the project. If the latter is the case, it may take significant time to negotiate an agreement, build trust or in the worst case, the project may have to be put on hold until the specific hindering elements are identified and adequately addressed.

If you find that there are responsibility gaps, overlaps in mandates, or non-cooperative key stakeholders, you might do some of the following:

- Hold group discussions with key stakeholders to determine how non-supportive partners can be re-engaged;
- Arrange written requests to key stakeholders by a respected community leader of the project area;
- Draft memorandums of understanding between different institutions to clarify roles and responsibilities, especially when it comes to working in different districts, wards, townships, etc.;

BOX 7: Involving the private sector

Many well-intentioned projects in the past have failed because they didn't fully involve the private sector – the small businesses and entrepreneurs making an important contribution to affordable urban services. The private sector frequently has a large, often informal, role in providing environmental sanitation services. You should identify and address obstacles to the participation of small-scale private sector entrepreneurs in project delivery.

These obstacles may include:

- Informal nature of the businesses (i.e. non-compliance with basic legal requirements)

- Unrealistic bidding procedures (often too complicated)

- Delays in payment for work undertaken for the municipality

- Difficulties in obtaining credit or working capital

- Lack of access to specialised equipment and machinery

- Lack of access to training

Figure 13: Small businesses have an important role in service delivery.
Sludge emptying services in Bamako (Mali) (Source: S. Bolomey).

4. Skills and Capacity

Adequate knowledge, skills and capacities are an essential part of the enabling environment for the implementation of CLUES. CLUES is a novel approach that requires specific skills such as participatory project management, negotiation and problem solving skills, stakeholder coordination, conflict resolution and community organisation. It is important to identify institutions and/or agencies that have a high level of capacity to conduct the process management aspects of the project as well as have the necessary technical skills.

> In order to ensure an enabling environment, there must be adequate capacities in terms of project administration, mediation, community-involvement, health and hygiene promotion, as well as civil and environmental engineering to implement the project.

How to analyse existing skills and capacity?

When conducting the stakeholder analysis described in section 2.3 "Institutional Arrangements", you should also critically assess the capacities in terms of strengths and weaknesses of the different stakeholders, especially those who might be involved in the planning, implementation and management of environmental sanitation services. This process might be conducted in a participatory way, e.g. through self-assessments of strengths and weaknesses by the stakeholders, and through participatory training needs assessments. The following list of required skills and capacities for different stakeholder groups will help in assessing these training needs:

■ **Municipal officers and sector specialists (i.e. planners, engineers)** should have the capacity to coordinate the planning process, understand the social, institutional and financial environment during the planning and implementation process, and be familiar with appropriate technical design options for urban and peri-urban areas. More generally, they will have to be aware of, and where appropriate, familiar with existing legal frameworks, regulations, codes and standards and the range of technical options available (including cost, environmental and management implications). They should also have the capacity to organise meetings and run them in a participatory manner.

■ **NGOs** that become involved in the programme need similar capacities, but at a more advanced level, as they will likely be responsible for training the participating communities. They must be familiar with the social factors affecting the selection and proper use of environmental sanitation services and with supporting communication strategies. They should be capable of brokering functional relationships between mandated institutions, the communities and private service providers. They should also be able to collect and analyse data and produce high-quality reports.

■ **Formal private sector service providers** (often commercial operators with a public mandate) play a significant role in the formal provision of environmental sanitation services. Their status, viability and service quality depend on a range of skills such as business management, ability to prepare competitive bids and loan applications, knowledge of how to analyse and respond to market demands and knowledge of technical options and the regulatory framework.

■ **Informal private sector service providers** are mostly unregistered service providers that have a huge range of training needs from business management to better technical skills.

■ **Local interest groups such as urban and peri-urban farmers** need an understanding of land rights, skills in safe and sustainable techniques (e.g. for the fertilisation and irrigation with solid and liquid waste), skills in the management of natural resources and marketing of their products.

■ **Residents** need to understand the implications of the environmental sanitation options available to them (in terms of convenience, cost, operation and maintenance requirements), technical support needs and availability, appropriate and sustainable hygiene practices, and so on. They also need capacities to exert quality control over local builders and contractors and to ensure that project costs remain within realistic levels.

■ **Community-based organisations (CBOs)** or community groups which in certain instances may undertake construction, O&M and/or management of certain environmental sanitation services (ESS) may need training on technical matters, simple financial management, basic contract procedures, and/or monitoring and reporting.

■ **Health workers**, e.g. public health nurses, local doctors or community health promoters, should be able to explain the basics of sanitation and hygiene.

Figure 14: Capacity building session for local NGOs in Nala (Nepal) (Source: Sandec).

How to develop the required skills and capacity?

At the initial stages of the planning process after identifying capacity gaps, you will need to develop and implement a strategy to build the capacity of the different stakeholder groups. The strategy chosen will strongly depend on the size of the CLUES programme and its financial framework. In smaller projects, training should focus on the needs of the process and primary stakeholders, but a strategy must be defined to ensure that training continues after project completion. The plan must be prepared carefully, with adequate financial resources. Training is expensive, but worthwhile. Do not make the mistake of focusing on infrastructure while neglecting project management skills. Experience suggests that an appropriate allowance for initial non-infrastructure related costs may lie in the range of 10% to 30% of capital costs (Peal et al., 2010).

You should, as much as possible, make use of existing resource centres and local capacities to fill capacity gaps. For example, local universities can be instrumental in promoting advanced technologies and influencing public opinion, municipal health departments might provide support in health and hygiene promotion campaigns, sector agencies might have permanent training departments, or local NGOs might be specialised in organisational development. It always pays off to involve experienced volunteers. Training should not be treated as isolated events, but integrated into the action plan development, so that training reinforces practice and vice versa (see step 6 on page 39).

The following list highlights methods that can help build capacities required on a local level:

- Set up an exhibition to show models of different toilet options and hand-washing equipment;
- Organise field trips to see other communities / cities with alternative systems;
- Organise specialised workshops on data acquisition, processing and interpretation, community consultation methods, participatory planning methods, gender issues in en vironmental sanitation services and presentation skills;
- Organise multi-stakeholder technical work shops with engineers and planners to explain the technical details of some of the sanitation options that they may not be familiar with;
- Organise technical training for community members or their organisations (CBOs) who wish to be involved in the implementation and O&M of environmental sanitation services;
- Conduct training for local craftsmen in the production of required parts;
- Use religious leaders and structures to disseminate information and improve people's environmental sanitation behaviours;

5. Financial Arrangements

Implementing or upgrading urban environmental sanitation services is costly. The willingness of the different partners to contribute both money and time should be assessed early on, to ensure an enabling financial environment. Financial contributions and investments will be required from the community, from governmental agencies, and from the private sector (such as companies taking on solid waste treatment and disposal, or producing components for latrines). When estimating the project costs, all aspects must be taken into account, such as administrative, hardware costs (including extension and upgrading), training, social marketing programmes, knowledge development and information sharing and any O&M needs.

The majority of capital investments for urban infrastructure are still funded by central governments and/or international development agencies. While many policy-makers believe that the urban poor do not have the means to pay for environmental services, several studies (e.g. Whittington, 2010) demonstrated the capacity and willingness of these groups to generate funds for the payment of services once they understand the benefits and have a voice in the selection and management of the services. However, there should be no misconceptions about how much and for how long payments must be made. Therefore, an understanding about the 'financial arrangements' should be generated during steps 3 and 4 of the process.

External support can encourage community-based financing, but must do so without negatively distorting community expectations. Innovations in funding basic infrastructure, such as micro-credit systems or community development funds, are promising but still widely untested funding tools in most countries. It is of paramount importance to assess the community's willingness and ability to pay prior to proposing funding schemes in a given context for:

(i) up-front hardware construction (e.g. new toilet facilities), and
(ii) long-term maintenance costs (e.g. regular emptying services).

Not only do the technical solutions have to be context-specific but the funding and cost-sharing arrangements must be as well.

Common problems limiting the financial sustainability and long-term operation of service provision include:

- Limited institutional capacity of municipalities to mobilise funds (e.g. via taxes) and to collect fees;
- Limited autonomy of public or private service providers to generate sufficient funds to ensure that existing systems are properly managed. They have difficulty achieving creditworthiness to access credit, even if credit is available;
- Nature of ownership – most sanitation infrastructure at the point of use is located on private property, making it difficult to attract public subsidies.
- Difficulties among users in obtaining funds for constructing household facilities (e.g. relating to the high cost of sanitation facilities in most African countries)
- Users' willingness to pay is generally confined to the parts of the urban infrastructure that will directly benefit their neighbourhood; users tend to be less willing to cover full recurrent costs for off-site treatment and disposal;
- Political control and use of funds for special interests (especially before elections)
- Dependency arrangements – most sanitation programmes are supply driven, heavily subsidised by both governments and development organisations.
- Failure to develop a sound O&M financing plan and generate maintenance funds over time.

A further infrastructure financing issue to consider is corruption. The abuse of power for private benefits imposes important economic, social and political costs on society and thereby undermines development. Unfortunately, the construction and infrastructure sector belongs to the sectors that are prone to foul play. However, the checks and balances outlined in this document provided by civil society institutions such as non-governmental organisations, community-based organisations and community representation in CLUES planning and implementation can go a long way towards preventing corrupt practices and supporting transparency.

How to analyse existing financial arrangements?

An initial assessment of financial resources and arrangements can be built around the following questions:

- Is there clear information on the current financial capacity of the municipality and the targeted community?
- What are the possible public and private sources for capital (infrastructure development) and expenditure (O&M) financing and how might they be tapped?

For the 'financial arrangements' to contribute to the enabling environment, they must be locally anchored, easily accessible and sustainable, i.e. ensure full cost-recovery.

- How much are users already paying for services? How much would they be willing to pay for improved services?
- Would it be possible to raise funds locally, and how?
- Are private sector organisations such as banks or micro-finance institutions willing to provide funds or grants for environmental sanitation service improvements?

A baseline survey along with official statistics will help to inform you about the economic situation of the community in question, i.e. their current financial contributions to sanitation services, and their ability to pay for improved services. Rarely will a community be able to pay for the capital costs of an integrated infrastructure upgrading scheme alone. The success of a CLUES project will also depend on the capacities of local authorities to generate revenues. Without additional revenues supporting infrastructure upgrading it will be almost impossible to achieve full cost recovery and thus sustainability of these new services. Sources of capital financing, that deserve exploration include:

- **National or provincial grants** and budget allocations, e.g. within the context of a 5-year development plan or similar national framework;
- **Municipal funds**, e.g. to provide operating subsidies to meet annual O&M costs;
- **Targeted government funds**, available to successful applicants in various countries (e.g. Environment Protection Fund, Poverty Eradication Fund, Small and Medium-sized Enterprise Promotion Funds);
- **Credits** from private or parastatal banks;
- **Revolving funds**[5] administered through a local NGO/CBO or financial institution, such as self-help housing loans or micro-credit systems;
- **Private sector** involvement, i.e. transferring the burden of capital financing to the small, medium and large private sector industry which will recover its costs either from the service provider or from the users directly;
- **Capital financing by users**, either in cash or in kind (typically labour and materials), mainly at the household level.

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[5] A revolving fund is money that is raised with a certain purpose, e.g. for toilet facilities, in which 'revolving' means that the fund's resources circulate between the fund and the users.

Figure 15: Discussing a revolving funds initiative for sanitation in Nala, Nepal. (Source: Sandec).

Key institutional stakeholders, sector agencies and line ministries will certainly be able to provide information on potential funding sources for the sector. This stakeholder consultation might be conducted in the framework of the CLUES launching workshop (step 2).

If sustainability is to be achieved, then it is of critical importance to assess effective demand of the users for improved services. Effective demand is the term used to describe demand for a service the user wants and is willing to pay for. The effective demand will have to be assessed during step 4 of the planning process (Prioritisation of the Community Problems). Possible methods to assess willingness to pay are listed in tool T11.

How to define suitable financial arrangements?

Rarely will a community be able to pay for the capital costs of an integrated infrastructure upgrading scheme alone. You should therefore guarantee that one or more of the alternative funding sources listed above can be accessed to complement the capital financing by users. Without additional municipal/district or national financing sources, you should seriously reconsider the CLUES project. Experience shows that it pays to start with "low-hanging fruit" in the form of quick-start or pilot projects that are easily implementable and build momentum for longer-term implementation and more elaborate financial arrangements.

Ensuring access to alternative funding sources can be very complicated and time consuming. Options you might consider to raise funds include:

■ Writing proposals to the appropriate agencies to apply for project funding.

■ Drafting business plans for small business loans to show how and when the funds will be paid back.

■ Calling and soliciting members of parliament for funds allocated to water and sanitation improvements.

■ Applying for local or district level funds, e.g. community development funds.

■ Establishing community-based revolving funds.

■ Influencing local financing bodies to adopt "out-of-the-box" lending conditions, e.g. considering household goods as collateral for micro-loans.

The establishment of revolving funds, either under the management of the service provider or independently (e.g. a CBO), is a promising approach to provide funds for capital investments, especially at household level. Two typical examples of revolving funds are housing improvement loans and micro-credit systems (see tool T25 for details).

Sustainability of environmental sanitation services largely depends on securing adequate O&M funding. The number of options to finance O&M is often limited, as O&M costs are usually not directly covered from central budget allocations. Recurrent costs should be covered by the users themselves. This can be either through direct in-kind inputs from the users (e.g. households clean their toilets and local drains, transport their solid waste to the next collection point, establish a management fund to contract service providers etc.) or through funding from service providers' revenues, derived from user payments (service fees, tariffs, municipal taxes). Without reasonable assurance that users are willing and able to pay most if not all recurrent costs, the project should be seriously reconsidered.

6. Socio-Cultural Acceptance

This part describes the willingness of the community to participate in a long-term, habit-changing process. This will include changing mindsets, engrained habits and behaviours. The CLUES approach is strongly based on the assumptions that there is an effective demand by the community for improved services and that there is a commitment of the community to both short-term and long-term participation. It also assumes that the community has the capacities and resources to participate in the CLUES planning process, and that active participation of the community is allowed and promoted by higher-level authorities (i.e. enabling political context).

Achieving socio-cultural acceptance depends on matching each aspect of the proposed environmental sanitation services as closely as possible to the users' preferences. Furthermore, the community must be willing to participate in the planning, implementation and management of environmental sanitation services, accept the decisions of the group and accept that the process will take time.

The precondition for an enabling socio-cultural environment is not only the willingness of the majority of the community to participate, but also their willingness to spend time, energy and money in the planning, implementation and management of environmental sanitation services. Fragmentation between different ethnic groups or generations, ongoing disputes over land or money, or other internal conflicts may hinder or prevent a fruitful CLUES process from taking place, and therefore the socio-cultural environment must be clearly enabling from the start. Care must be taken not to assume that demand for a specific level of service translates into a willingness to participate in the planning and implementation process.

How to analyse existing Socio-cultural Acceptance?

To determine whether the socio-cultural environment is enabling, you should attempt to determine if:

- The community has expressed a clear demand for improved sanitation services and is receptive to new ideas and positive behaviour change;
- Community groups and CBOs already exist and there are locally elected leaders who are credible and respected;
- NGOs have had success implementing projects and working closely with community members in the past;
- Religious and/or traditional leaders are willing to cooperate and actively participate in the project;
- Schools and teachers are willing to cooperate and have the respect of the community;
- Violence and vandalism are not common, and new infrastructure has been well-respected;
- Ethnic groups are cohesively existing and no alarming social or cultural diversity-related conflicts exist (e.g. tensions with immigrants);
- Social-cultural change champions exist – these are elected or opinion leaders who are openly receptive and willing to advocate for a CLUES related initiatives within the community.

The community's effective willingness to participate will be assessed at the first few workshops, especially the launching workshop (step 2). Step 3 (Assessment of current status) and step 4 (Priority workshop) will provide information on the effective demand of the community for improved services, including their willingness and ability to pay. If however, there are obvious social and/or cultural problems in the community, it is worth investigating them before investing significant resources in the project. Experience shows that awareness campaigns, if well designed, targeted and professionally conducted, can substantially increase demand for improved environmental sanitation services, and encourage participation.