

**PROGRAMME DIVISION 2012**

# MoRES ToolKit: Common Bottlenecks and Strategies to Address Them

**Section: WASH**

**Relevant OTs/Programme Area: SANITATION (FA1 OT12 (112)):  
In All Programme Countries, Scale Up Water and Sanitation  
Services in a Sustainable and Equitable Fashion**

**Definition of Programme Area:**

NICEF’s focus continues to be on safe and affordable sanitation in households. UNICEF supports appropriate and affordable ‘ladders’ of technology options for home toilets, and approaches that create demand for home toilets and improve the supply of goods and services to meet such demand. These approaches will not depend on household subsidies, but rather will encourage community-based approaches for ‘total sanitation’ that seek to eliminate the practice of open defecation, while enabling the poorest, including female-headed households, to build their toilets without undue duress. [WASH Strategy 2006-2015]

Domain	Deter- minant	Frequently found bottlenecks	Common causes	Recommended strategies to overcome bottlenecks	Quality of evidence (High, Mod- erate, Low)	Resources/ references
<b>Enabling Environ- ment</b>	<b>Social Norms</b>	Provision of sanitation (through construction programmes, subsidies) does not change social norms (does not result in increased use of facilities/ reduction in OD)  Girls are pursuing educa-	People see no reason to change their behaviours because awareness of associated health risks is limited or ignored due to other factors.	CATS - Trig- gering collec- tive behavior change helps communities to understand and realize the negative effects of poor sanitation. The push for ‘total sanitation’ generates momentum for HH adoption through partici- patory engage-		Kar, K. <i>Subsidy or Self-Respect? Participatory Total Commu- nity Sanitation in Bangladesh.</i> IDS WP194. 2003.  UNICEF. <i>Field Notes: UNICEF Policy and Program- ming in Prac- tice. Commu- nity Approaches</i>

Domain	Determinant	Frequently found bottlenecks	Common causes	Recommended strategies to overcome bottlenecks	Quality of evidence (High, Moderate, Low)	Resources/ references
Enabling Environment	Social Norms	tion in environments that lack adequate facilities, supplies, and gender sensitivity.		ment, using peer pressure, shame, disgust and pride to create dissatisfaction with current practices.		to Total Sanitation. 2009. WSP. <i>CLTS in Rural Areas: An Approach that Works.</i> World Bank 2007.
				CATS – school-led total sanitation approaches target school-children – schools are one of the best places to instill good sanitation practices. Good habits developed during childhood can last a lifetime. Children can also be agents for change within their HHs and communities. Include girls in consultative processes on the design of appropriate facilities the improvement of school environments.		Sanitation for All, The Drive to 2015. <i>Sanitation Drive to 2015, Planners’ Guide.</i> UN-Water 2012.  Example: Guidelines on school-led total sanitation from Nepal.  <a href="http://intranet.unicef.org/PD/WASH.nsf/07F3E6CA1E763261E852579650068AC02/\$FILE/SLTS%20Book%20(Eng).pdf">http://intranet.unicef.org/PD/WASH.nsf/07F3E6CA1E763261E852579650068AC02/\$FILE/SLTS%20Book%20(Eng).pdf</a>
		Weak political will and leadership	Defecation is a taboo subject and not often spoken about openly. Problems relating to defecation remain hidden	Identify a political champion to lead the campaign and get government buy-in		AfricaSan+5. <i>The eThekweni Declaration and AfricaSan Action Plan.</i> 2008.

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<b>Enabling Environment</b>	<b>Social Norms</b>		and rarely make it onto the political agenda.	<p>(examples from Ethiopia, South Africa, Bangladesh).</p> <p>Develop a campaign to mobilise key stakeholders to end OD and to improve sanitation at the local and national levels. Ensure to collect data/ document the issues; develop key messages for key audiences; mobilise stakeholders and plan; work with the media; monitor progress and assess impact.</p> <p>In advocacy efforts for better sanitation, especially home toilets, include aspects on how this will help free women and girls for full societal participation.</p>		<p>Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i>. UNDP 2006.</p> <p>Sanitation for All, The Drive to 2015. <i>Sanitation Drive to 2015, Planners' Guide</i>. UN-Water 2012.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p>
	<b>Legislation/ Policy</b>	No comprehensive sanitation policy, with clear accountabilities	Institutional fragmentation – usually multiple Ministries have a role in sanitation	Advocate with all relevant parties within government, and facilitate dialogue, to		AfricaSan+5. <i>The eThekweni Declaration and AfricaSan Action Plan</i> . 2008.

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<b>Enabling Environment</b>	<b>Legisla- tion/ Policy</b>	Policies of various Ministries with sanitation components overlap, contain inconsistencies in approaches	tion (eg. Min Water/Public Works, Min Health, Min Local Government, Min Rural Dev, Min of Social Affairs (for people with disabilities/ inclusive sanitation), etc.)	develop a comprehensive national inclusive sanitation policy/strategy with defined accountabilities, including role for local government  Partnerships – engaging sanitation stakeholders within different government sectors and at different levels, and working with the private sector, are critical organizational elements for large-scale sustainable changes in sanitation policy and programming		Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i> . UNDP 2006.  Sanitation for All, The Drive to 2015. <i>Sanitation Drive to 2015, Planners’ Guide</i> . UN-Water 2012.  Jones, H.E. and Reed, R.A. (2005) <i>Water and Sanitation for Disabled People and other Vulnerable Groups: designing services to improve accessibility</i> . WEDC, Loughborough University: UK.  <a href="http://wedc.lboro.ac.uk/wsdp">http://wedc.lboro.ac.uk/wsdp</a>
	<b>Budget/ Expenditure</b>	Low budget allocations for sanitation and lack of accountability. As a result, sanitation	Institutional fragmentation – usually multiple Ministries have a role in sanitation (eg. Min	Advocate for core funding for sanitation to be an integral part of public budget, with realistic		AfricaSan+5. <i>The eThekweni Declaration and AfricaSan Action Plan</i> . 2008.

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<b>Enabling Environment</b>	<b>Budget/ Expenditure</b>	programmes tend to rely on donor supported projects. Where funds are available, often used for infrastructure rather than sanitation promotion.	Water/Public Works, Min Health, Min Local Government, Min Rural Dev, etc)	amount allocated annually to responsible Ministries/ levels of Government and clear accountabilities		<p>Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i>. UNDP 2006.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works</i>. World Bank 2007.</p>
	<b>Management/ Coordination</b>	Lack of adequate cross-Ministry coordination group on sanitation	Institutional fragmentation	Work with Government to establish a coordinating body with specific responsibility for inclusive sanitation and hygiene, involving all stakeholders.		<p>AfricaSan+5. <i>The eThekwin Declaration and AfricaSan Action Plan</i>. 2008.</p> <p>Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i>. UNDP 2006.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works</i>. World Bank 2007.</p> <p>Jones, H.E.</p>

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Enabling Environment	Management/ Coordination					and Reed, R.A. (2005) Water and Sanitation for Disabled People and other Vulnerable Groups: designing services to improve accessibility. WEDC, Loughborough University: UK. <a href="http://wedc.lboro.ac.uk/wspd">http://wedc.lboro.ac.uk/wspd</a>
		Difficulties creating cross-Ministerial consensus, particularly if a Ministry not willing to let go of its mandate, but also not willing to lead on improving the sector	Institutional fragmentation	Undertake a pilot scheme to demonstrate the potential of new approach/ revised accountabilities  Give local government a central role in scaling up and sustainability		Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i> . UNDP 2006.  UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i> . 2009.
		Lack of accountability	Institutional fragmentation	Work with Government to ensure that one, principal, accountable institution takes clear		AfricaSan+5. <i>The eThekweni Declaration and AfricaSan Action Plan</i> . 2008.

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Enabling Environment	Management/ Coordination			<p>leadership of the national sanitation portfolio.</p> <p>Work with Government to develop a national plan, setting out targets, clear strategies, allocation of resources and accountabilities</p>		<p>Marion W. Jenkins and Steven Sugden. <i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium</i>. UNDP 2006.</p>
		Lack of data / monitoring system	<p>Institutional fragmentation</p> <p>Weak data collection and management capacities</p>	<p>Support Government to develop and implement sanitation information, monitoring systems and tools to track progress at local and national levels and to work with global and regional bodies to produce a regular regional report on sanitation status.</p>		<p>AfricaSan+5. <i>The eThekweni Declaration and AfricaSan Action Plan</i>. 2008.</p>
Supply	Availability of essential materials/ inputs	<p>Predetermined technologies and supply driven programmes do not meet needs, are often too expensive to be replicated / maintained</p>		<p>CATS – Communities determine for themselves what design and materials work best for sanitation infrastructure rather than imposing stan-</p>		<p>Devine, J. and Craig Kullmann. <i>Introductory Guide to Sanitation Marketing</i>. WSP 2011.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy</i></p>

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Supply	Availability of essential materials/ inputs			<p>dards. External agencies provide guidance rather than regulation. Thus, HHs build toilets based on locally available materials using the skills of local technicians and artisans.</p> <p>Sanitation marketing – Develop a marketing strategy involving government, private sector, community-based groups that creates demand. Sanitation marketing employs the “marketing mix” or Four Ps (product, place, price, and promotion) to achieve the goals targeted in the marketing strategy and plan.</p>		<p><i>and Programming in Practice. Community Approaches to Total Sanitation.</i> 2009.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works.</i> World Bank 2007.</p>
		Supply chain – supplies dispersed (no ‘one-stop shop’, inconsistent quality and availability,	Local service providers often ‘informal’ – unregulated, unsupported, underutilized. As a result,	CATS – build local capacities to ensure access and sustainability, including training of local		Devine, J. and Craig Kullmann. <i>Introductory Guide to Sanitation Marketing.</i> WSP 2011.



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Supply	Availa- bility of essential materials/ inputs	<p>insufficient variety of technology options</p> <p>Project approach does not create sustainable latrine component supply chains</p>	<p>service providers often report:</p> <ul style="list-style-type: none"> <li>▪ Lack of capital, making it difficult for suppliers to purchase tools and supplies essential to develop their businesses;</li> <li>▪ Inaccessibility of materials, including cement, wire mesh, and slabs; and</li> <li>▪ Inadequate training – particularly on new sanitation products and technologies, and inclusive WASH facilities.</li> </ul>	<p>artisans and service providers</p> <p>Sanitation marketing – important to assess the potential of businesses and individual entrepreneurs to provide supplies and services. Engage with selected groups to develop a business plan, and provide training set-up support. Examples of success include creation of toilet building information centres/sanimarts; branding linked to behavior change campaigns. Support should not be one-off intervention.</p>		<p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p> <p>Jones, H.E. and Reed, R.A. (2005) <i>Water and Sanitation for Disabled People and other Vulnerable Groups: designing services to improve accessibility</i>. WEDC, Loughborough University: UK. <a href="http://wedc.lboro.ac.uk/wsdp">http://wedc.lboro.ac.uk/wsdp</a></p>
		<p>Lack of technology options for adverse hydro-geological conditions or topographical terrain</p>		<p>CATS – letting the community lead the process, with technical advice as required, can lead to local innovations</p>		<p>Devine, J. and Craig Kullmann. <i>Introductory Guide to Sanitation Marketing</i>. WSP 2011.</p> <p>UNICEF. <i>Field Notes: UNICEF</i></p>

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Supply	Availability of essential materials/ inputs			Sanitation marketing – engagement of private sector can result in innovations in design		<i>Policy and Programming in Practice. Community Approaches to Total Sanitation. 2009.</i>
	Access to adequately staffed services, facilities	Sufficient good quality facilitators to support CATS	Programmes tend to rely on capacity of committed NGOs	<p>CATS – ensure Government participation from the outset (at national and local levels) to ensure effectiveness and potential for scale-up</p> <p>Extend capacity building for CATS facilitation, support and monitoring to local level support groups (e.g. Rewa district, Madhya Pradesh created 600 motivators under the local administration; in Bangladesh the Rural Support Programme Network decided to provide seed training to community activists)</p>		<p>Kar, Kamal, and Robert Chambers. <i>Handbook on Community-Led Total Sanitation</i>, Plan UK. 2008.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation. 2009.</i></p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works.</i> World Bank 2007.</p>
		Lack of services to support HHs	Project approach to sanitation has	CATS – ensure local Government participa-		Devine, J. and Craig Kullmann. <i>Intro-</i>

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Supply	Access to adequately staffed services, facilities	once pit latrine is full	tended to focus on provision of initial infrastructure to meet project targets, without establishing maintenance and support systems	<p>tion from the outset (at national and local levels) to ensure sustainability. See <i>points under 'Enabling Environment'</i>.</p> <p>Sanitation marketing – ensure overall strategy includes working with local government to support local innovation/ private entrepreneurs for sanitation services (pit emptying, construction of a new latrine, etc)</p>		<p><i>ductory Guide to Sanitation Marketing</i>. WSP 2011.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p>
Demand	Financial access	Perceived and real high costs		<p>CATS – once triggering has been done, need to ensure that information on costs and technology options is immediately available.</p> <p>Sanitation marketing – support the development of accessible product information as part of the sanita-</p>		<p>Devine, J. and Craig Kullmann. <i>Introductory Guide to Sanitation Marketing</i>. WSP 2011.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p>

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Demand	Financial access			tion marketing campaign; help link local entrepreneurs with consumers.		
		Few technically appropriate, attractive, low-cost options available in local markets	Lack of supply of appropriate, affordable and attractive products and services in the marketplace	<p>CATS – Make information available on low-cost technology options and their application; work with local entrepreneurs/ masons to develop affordable design options.</p> <p>Sanitation marketing – support local innovation / private entrepreneurs to create low-cost options that meet the requirements of poorer HHs, and to ensure availability of different options.</p>		<p>Devine, J. and Craig Kullmann. <i>Introductory Guide to Sanitation Marketing</i>. WSP 2011.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works</i>. World Bank 2007.</p>
		Difficulty saving up money; Lack of financing option		CATS – communities lead using their own capacities. Facilitators can ensure that the situation of poor / vulnerable community members, including women, is		Kar, Kamal, and Robert Chambers. <i>Handbook on Community-Led Total Sanitation</i> , Plan UK. 2008.

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Demand	Financial access			taken into account in planning and implementing sanitation solutions.		
				Engage savings and loan sector, including national banks, loan institutions and micro-financing institutions		WSP. <i>CLTS in Rural Areas: An Approach that Works</i> . World Bank 2007.
	Socio-cultural practices and beliefs	Social/cultural beliefs/practices are resistant to change	<p>The supply-led model paid little attention to understanding and stimulating demand – a hardware subsidy was often used to induce sanitation changes at the HH level, but rarely worked to create willingness to pay for, maintain, and use the new sanitation facilities</p> <p>Messaging focused on improved public health outcomes – but collective benefits do not necessarily motivate individual behaviour</p>	<p>CATS – Triggering collective behavior change helps communities to understand and realize the negative effects of poor sanitation. The push for ‘total sanitation’ generates momentum for HH adoption through participatory engagement, using peer pressure, shame, disgust and pride to create dissatisfaction with current practices.</p>		<p>Kar, K. <i>Subsidy or Self-Respect? Participatory Total Community Sanitation in Bangladesh</i>. IDS WP194. 2003.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation</i>. 2009.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works</i>. World Bank 2007.</p>
				Formative research: Carry out research on		

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Demand	Socio- cultural practices and beliefs		<p>People are exposed to contradictory messages about conforming to traditional practices and behaviours, while simultaneously being exposed to more modern gender roles and freedoms</p> <p>Messages neither accessible for, nor inclusive of persons with disabilities</p>	<p>what motivates people to act in a certain way, and on the constraints regarding construction and use of sanitation facilities. Use these insights to develop a social marketing strategy and inclusive behavior change campaign.</p> <p>Explore girls' experiences of menstruation, puberty, and schooling and how the onset of menses might be interrupting their ability to participate in school.</p> <p>Apply a mixed-methods design (i.e. focus groups, ethnographic observation, key informant interviews, participatory activities with girls in and out of school) to capture their voices and the views of the adults who are</p>		<p><i>Rethinking Sanitation: Lessons and Innovation for Sustainability and Success in the New Millennium.</i> UNDP 2006.</p> <p>Sanitation for All, The Drive to 2015. <i>Sanitation Drive to 2015, Planners' Guide.</i> UN-Water 2012.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation.</i> 2009.</p> <p>WSP. <i>CLTS in Rural Areas: An Approach that Works.</i> World Bank 2007.</p> <p>Disability specific evidence on inclusive communication:</p> <p>UNICEF (2011) <i>Communicating with children.</i> This includes</p>

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Demand	Socio-cultural practices and beliefs			interacting in girls' daily lives (e.g. teachers, parents/ guardians, health workers).		multiple examples of inclusive messages
		Time lag between triggering and action to achieve ODF status	Poor quality of facilitation during triggering exercise	Recruitment of facilitators needs to clearly identify required skills, one of which is gender awareness and expertise. Training and on-going support to maintain quality of facilitation is critical, to avoid people falling back into a didactic approach.		Kar, K. and R. Chambers. <i>Handbook on Community-Led Total Sanitation</i> . IDS 2008.
			Lack of follow-up and support to address bottlenecks outside the communities capacity to address	CATS – Programmes need to build in time and budget for facilitators to provide on-going monitoring and support to villages that have been triggered  Social marketing – important to		
	Continuity of use	Slippage – individuals/ HHs returning to OD and/ or not consistently using	Lack of behavior/ social change (people do not see need to	Peer monitoring at the local level to ensure villages remain ODF.		UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice</i> .

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Demand	Continuity of use	sanitation facilities	change behavior)  Trying to motivate private behavior using public interests usually doesn't work (why health education campaigns achieve little permanent change in sanitation and hygiene behaviours)	Rewards/ recognition from local/ national government can create a desire to protect ODF status.		<i>Community Approaches to Total Sanitation</i> . 2009.  <i>WSP. CLTS in Rural Areas: An Approach that Works</i> . World Bank 2007.
		Quality of facilitation for community level triggering	Deterioration of training quality due to fast scaling up, spread and growing demand for training	Important to monitor and review performance of trainers and facilitators, and to take corrective action as needed (not everyone selected may ultimately be appropriate; additional training or support by a more experienced individuals; ensure facilitators work in teams)		Kar, K. and R. Chambers. <i>Handbook on Community-Led Total Sanitation</i> . IDS 2008.
Quality	Quality	Lack of follow-up (post-triggering)	Facilitators find the triggering process more engaging, and if there is a push to scale-up may focus on trying to	Evidence shows that it is critical to monitor the implementation of communities' action plans, to continue to		Kar, K. and R. Chambers. <i>Handbook on Community-Led Total Sanitation</i> . IDS 2008.



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Quality	Quality		<p>trigger as many villages as possible.</p> <p>Lack of budgeted time/ resources for regular monitoring within plans.</p>	<p>motivate and support, and to work with communities to identify solutions to constraints. Where facilitation has been sub-contracted to an NGO or company, it is important to include all stages of the process within the contract. There are some examples of payments being linked to these stages.</p>		
		Lack of timely OD certification and monitoring	Lack of capacity and/or budget to keep up with the demand for OD certification – especially as programme scales-up	<p>Include budget for certification and monitoring into programme budgets.</p> <p>When contracting process out to NGOs/ companies, ensure checks are included – for example through peer village-to-village monitoring, involvement of staff from other Government departments. Important to ensure the</p>		<p>Kar, K. and R. Chambers. Handbook on Community-Led Total Sanitation. IDS 2008.</p> <p>UNICEF. <i>Field Notes: UNICEF Policy and Programming in Practice. Community Approaches to Total Sanitation.</i> 2009.</p>

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Quality	Quality			<p>criteria for certification are clear and transparent. Use of standardized reporting formats can assist. Indonesia is testing using SMS-based reporting.</p>		
		<p>Sanitation facilities built by households do not meet JMP standards of 'improved sanitation'</p>		<p>Sanitation marketing – once the initial behavior change has been achieved, sanitation marketing can build on newly created demand and encourage HHs and communities to move up the sanitation ladder by promoting and facilitating access to improved sanitation options.</p>		<p>Devine, J. and Craig Kullmann. Introductory Guide to Sanitation Marketing. WSP 2011.</p> <p>Kar, K. and R. Chambers. Handbook on Community-Led Total Sanitation. IDS 2008.</p>

## Additional References

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### Sanitation Marketing

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On Social Marketing and Social Change: Selected Readings 2005–2009 (2011), by R.  
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