

# NATIONAL SANITATION POLICY

(Revised Draft, 06 March 2006)

## 1. PREAMBLE

The National Sanitation Policy, framed by the government of Pakistan, is intended to guide and support the provincial and district governments of Sindh, Punjab, North-West Frontier Province (NWFP), Balochistan, Azad Jammu and Kashmir and the Northern Areas, in framing their own sanitation related strategies, plans and programmes. This policy is the result of stakeholder consultations held at the provincial level and in Azad Jammu and Kashmir and the Northern Areas.

## 2. SANITATION CONTEXT

The sanitation related ground realities related to demographic change, coverage, social issues, the resource dimension, NGO and private sector involvement, capacity and capability of planning agencies and local government departments, is given below and has formed the basis for the development of the provisions of the National Sanitation Policy.

- Pakistan's population according to the 1998 Census is 132.35 million. The annual population growth rate is 2.69 per cent which means that the population will double in the next twenty years. Urban growth is 3.5 per cent and 16 per cent of Pakistani's live in cities of over one million. This trend is likely to continue.
- Sanitation coverage is poor. Fifty four per cent of Pakistan's population has access to sanitary latrines, 86 per cent in the urban areas and only 30 per cent in the rural areas. However, between 1998 and 2005 there has been an increase (from 53 per cent to 74 per cent) in the percentage of households in Pakistan having toilets.
- In the urban areas in Pakistan underground drains serve only 44 per cent of households and in the rural areas 68 per cent of households have no system at all.
- Large and intermediate cities have underground sewage systems. The old systems have collapsed due to a lack of maintenance and poor design and almost all systems are planned to dispose into the storm water drains and water bodies. This has heavily contaminated the natural water bodies, made their water and fish life unsafe for food and is a major environmental health hazard. In addition, over 50 per cent of Pakistan's urban population lives in *katchi abadis* and/or informal settlements and their sanitation plans have not been integrated into the larger city sanitation plans. Treatment plants for the cities do not exist and where they do, they are inappropriately located and hence receive little or no sewage.
- The vast majority of small towns do not have an underground sewage system. Most neighbourhoods have open drains installed by the Public Health Engineering Department (PHED) which are a health hazard and a danger to the housing stock.
- Solid waste management systems exist only in the large cities and a few intermediate ones. Here no more than 50 per cent of the garbage generated by the major cities is lifted and that too is taken to informal dumping sites since formal sites

have not been adequately developed. It is estimated that only 5 per cent households in Pakistan have access to a municipal garbage collection system. Hospital waste is not safely disposed off. A system of incineration does exist in Karachi and Lahore but it is not environmentally friendly and caters to only a small fraction of the generated hospital waste in these cities.

- Surveys show that the majority of Pakistanis do not have a clear understanding of the relationship between unsafe excreta disposal and diarrhoea. They also do not know the costs and techniques of installing sanitary latrines. As a result, sanitation related diseases impoverish them.
- There is an almost total absence of public toilets in cities, towns and transport terminals and transit areas in Pakistan. Functioning toilets do not exist in nearly two-thirds of schools in the country. In addition, water is not always available in the toilets, students and teachers do not know how to use latrines, and staff for maintaining them is not always available since maintenance toilets is considered to be job of the “lower” castes. Women and girls are the worst sufferers as a result of lack of such sanitation facilities.
- Government spending for the water and sanitation sector has been poor (0.08 per cent of the GDP for the year 2002-03, and 0.09 and 0.10 per cent for the years 2003-04 and 2004-05 respectively). These allocations are insufficient to meet the targets for the sector and most of them are utilised for the water sector rather than sanitation.
- The manner in which the federal government vertical programmes (such as the Tameer-e-Watan Programme) are organised and implemented adversely effect the autonomy of the Tehsil Management Administration (TMA) in preparing the development budget and also undermine local government accountability and operational efficiency.
- The government has borrowed heavily from International Financial Institutions (IFIs) for sanitation related projects. IFI funded projects have burdened the country with loans; they have been excessively expensive due to foreign consultants, IFI conditionalities, international tendering and repayment in US dollars. In addition, according to IFI evaluations, they have not been successful.
- There is considerable evidence to show that in the absence of government and/or NGO support and investments, communities organise to build their sanitation systems on self-help and dispose them into the natural storm water drains. If this process is supported then the huge investments communities make into this effort would be better utilised and would help to overcome resource constraints.
- There are a number of Pakistani NGO and government agency programmes and projects that have successfully supported communities in financing and managing the construction of their neighbourhood sanitation infrastructure through self-help. Government-NGO/CBO partnerships have emerged as a result where local government has complimented this work by providing trunk sewers and disposals.
- In most urban areas and in all rural areas sanitation is not priced and as such O&M cost for sanitation have to be subsidised from other sources.
- Maps and plans of existing settlements and the infrastructure that they contain do not exist for the urban and/or rural areas of Pakistan. Institutional capacity and capability

for such documentation is almost non-existent. In the absence of such documentation, realistic and cost effective planning cannot take place.

- There is also a lack of technical capacity and capability in government agencies to plan and implement and an absence of management information systems.
- Engineering standards followed in Pakistan create systems that are expensive to build, operate and maintain. Standards developed by NGO and innovative government programmes have overcome these constraints and are being increasingly applied as solutions.
- Sewage and plumbing systems in Pakistan suffer from badly manufactured pipes, accessories and fixtures which are also not water efficient. This results in deterioration of the system and subsequent polluting of the environment.
- So far there has been an absence of a sanitation policy in Pakistan and an absence of a clear definition of sanitation itself. In addition, roles of the different government agencies responsible for planning and implementation are not clearly defined. There are also a large number of actors involved in sanitation provision and a large number of parallel sanitation related investments and programmes between which there is no coordination and many of which do not come under the preview of local government institutions. Local government and development agencies also lack managerial, administrative and monitoring capacity due to which a lot of ad-hoc decisions and programmes take place.
- There is a powerful formal and informal sector involved in the development of human settlements in Pakistan. Sanitation provision is not a priority with these developers. In addition, there are informal schools in the private sector and private clinics in low income settlements. Where this vibrant informal sector has been supported by managerial guidance and/or technical advice, it has contributed to the development of sanitation facilities and hygiene education.

### **3. OBJECTIVES**

The primary objective of the sanitation policy is to improve the quality of life of the people of Pakistan and the physical environment. To achieve this, the policy has the following sub objectives:

- To ensure an open defecation free environment; the safe disposal of liquid and solid waste; and the promotion of health and hygiene practices to compliment the primary objectives.
- To develop guidelines for the evolution of an effective institutional and financial framework to implement the primary objectives.
- To link sanitation programmes with environment, housing, water and city and regional planning policies and programmes.

### **4. POLICY PRINCIPLES**

The principles of the sanitation policy are given below.

- Development has to be sustainable. To achieve this, it is necessary to

- build on what exists, mobilise local resources, avoid foreign loans and develop programmes that are implementable within available resources and enhanced capacities of institutions and communities;
  - understand, accept and support the role that communities, NGOs and the formal and informal sector are playing in sanitation provision;
  - accept the component sharing model (described in Section 6) for all government programmes and projects so as to ensure financial sustainability and community and private sector involvement in development and subsequent of O&M;
  - develop and use technologies that are low cost, easy and cost effective to maintain;
  - involve departments responsible for O&M in the planning of sanitation schemes.
- The needs of women and children are to be given priority in all policy, planning and implementation processes.
  - The provision of adequate, appropriately and hygienically designed toilets in public spaces and public use buildings will be guaranteed.
  - There will be an equitable distribution of resources between the richer and poorer sections of human settlements. However, preference will be given to those areas where the environmental and social impact of investments shall be the maximum.
  - PC-1s for projects and programmes will only be prepared after the conceptual technical details and Bill of Quantities have been developed and a stakeholder consultation has been held. The feedback from the stakeholder consultation will be reflected in the modified designs and estimates. Technical designs will be locality specific.
  - O&M costs will be generated at the local level through a combination of affordable taxes (on a sliding scale) and by assigning O&M responsibilities to community organisations.
  - Sanitation programmes and projects will be coordinated with city planning, housing, environment, health and education policy guidelines, programmes and projects.
  - Health is a fundamental human right and health targets cannot be achieved without sanitation. Therefore, this policy considers sanitation to be a fundamental human right.

## **5. MINIMUM ACCEPTABLE SANITATION OPTIONS**

The definition of adequate minimum sanitation in the context of this policy is given below.

- In urban areas or rural settlements of high densities: Flush latrines and/or pour flush latrines in homes (or privately shared) connected to an underground sewage system terminating in a sewage treatment facility.
- In unserviced urban areas and in low density rural settlements: Ventilated pit privies/pour flush latrines connected to a septic tank linked to a waste water disposal and/or collection system.

- Minimum sewage treatment facilities will be of biological treatment and retention time will be calculated so that the effluent produced will be in keeping with the NEQS. The effluent from the treatment plants in the rural areas will be used for agricultural purposes.
- Disposal of storm water in arid regions can be combined with sewage disposal provided the effluent can bypass the treatment plants during rains.
- The disposal of raw sewage into natural body bodies will not be permitted.

## **6. POLICY MEASURES**

### **6.1 Cross Sectoral Issues**

Sanitation issues are closely related to larger environment, housing, city and regional planning, health and education, gender, drainage and industrial effluent disposal policies, regulations, programmes and projects. A process of coordination at the federal, provincial, district and TMA level will be established between these different sectors.

### **6.2 Government's Vertical Programmes**

Funding from government's vertical programmes and from IFIs and bilateral agencies will be a part of a larger investment plan prepared by the provincial government and managed by the district government and the TMAs. In addition, definite allocations will be made in the Khushali Bank, Pakistan Poverty Alleviation Fund (PPAF) and other community support programmes for sanitation specific projects.

### **6.3 Adoption of the Component Sharing Model**

The component sharing model (whereby communities and/or developers, housing societies etc. finance and build their latrines, lane sewers and collector sewers and local government builds trunk sewers and disposals) will be adopted for all government schemes. Sewage and waste water treatment facilities will be provided by the developers for large schemes where connections to local government developed disposal is not available. Incentives to communities and households will be provided to make the component sharing model alternative such as local government paving lanes where communities have built their sanitation systems.

### **6.4 Effluent Quality Monitoring**

TMAs will be responsible to coordinate with the provincial Environmental Protection Agencies to assist them in the monitoring of the effluents of the municipalities in accordance with the NEQS.

### **6.5 Capacity Building**

- Projects and programmes considered as good practices will be converted into training centres for government officials; TMAs staff; community activists, representatives and technicians; and elected representatives. Training will be provided to groups in which all stakeholders are present together.
- At the union council (UC) level, a team of community technicians will be trained in surveying, mapping, estimating and supervision of construction work so as to provide

technical support to the UC. Salaries for this technical team will be provided through an endowment meant exclusively for this purpose. The technical team will also be responsible for training community members in the skills the technical team possesses.

- The capacity of all levels of government will be developed to ensure public consultations and self-monitoring and documentation of their work.
- Professional academic and research institutions will be involved in the capacity building process and as a result build their own capacities through interaction with grass root realities.

## **6.6 Awareness and Education**

- Provincial and local government programmes will be developed to advise and collaborate with the media, especially TV and radio channels, to promote sanitation related messages in their entertainment programmes and to develop special programmes related to sanitation and its relationship between civic responsibility, health and education.
- A sanitation related training/awareness raising programme will be initiated at all educational institutions (schools and colleges) as part of the curriculum, at teachers training institutions and local government department and agencies including BHUs, PPH, THQs, MCH Centres and the Social Welfare Departments. The main focus of the programme will be primary health related and on why toilets are required and how they should be used and maintained. An important part of the programme will be on the adverse effects on sanitation systems due to the use and improper disposal of polythene bags.
- Informal and private sector schools and clinics will be documented by the TMAs and the UCs so that sanitation related health and hygiene programmes can be initiated and promoted through them.

## **6.7 Public Toilets**

Public toilets will be adequately provided (keeping in view the different requirements of men, women and children) as a priority for all public use open spaces (such as markets, parks, playgrounds) and public use buildings. The toilet requirements and specifications will be built into the bye laws of all urban areas and TMAs. Where feasible, the construction, maintenance and operation of these toilets can be sublet to the private sector on a BOT basis or on government-private sector partnerships.

## **6.8 Public-Private Partnerships**

- Formal sector real estate development is creating townships and housing estates all over Pakistan. Bye laws will be developed by the provincial government and implemented by the TMAs for developing sanitation systems and sewage and waste water treatment facilities for different sizes of developer promoted schemes. Informal sector developers will be provided incentives and disposal points by the TMAs if they build an underground sewage system in their development schemes.
- Developers and housing societies will be charged the proportional costs of local government developed sewage disposal systems.

- The private sector-community-NGO linkages in solid waste management in Pakistan are well established. City governments and TMAs will identify these good practices, assign roles and responsibilities through consultations and invest in promoting them.

## 6.9 Urban Sanitation

- City governments and TMAs will develop their capability and capacity to document existing settlements and for identifying the existing sanitation and drainage related infrastructure and its condition. On the basis of this documentation, a programme for the rehabilitation of damaged infrastructure (as opposed to its rejection and/or duplication) will be developed and implemented.
- An overall sanitation plan will be developed for all urban settlements by city governments and the TMAs (or WASAs which have not been dissolved) in coordination with all other agencies involved in sanitation. The plan will focus mainly on the details of the trunk sewers and disposals and all other sanitation related agencies (cantonments boards, railways, etc) will develop their plans in accordance with the overall plan.
- Wherever sewage has been planned to dispose in storm water drains, such drains will be converted into box trunks or trunk sewers will be laid in them or on either side of them and will terminate in treatment facilities. The effluent will then be discharged into natural water bodies, used for agricultural purposes or converted in lakes and ponds as part of recreational areas. The government will develop the necessary NEQS for effluent to be used for these purposes.
- Gravity flow systems will be used for sewage schemes (unless not feasible) so as to avoid pumping and O&M costs. Where these systems cannot be self-cleansing, a one chamber septic tank will be built between the toilet and the lane sewer so as to avoid solids from entering the system and clogging it.
- Close coordination between agencies responsible for the Katchi Abadi Improvement and Regularisation Programme and the proposed Informal Settlements Improvement Programme (see Item 7.4) and TMAs and agencies responsible for planning, implementation and O&M of sanitation will be established so as to make their work more integrated and effective.
- Roads in *katchi abadis* will not be raised to a level higher than the level of the plinths of the houses so as to make sewage disposal and drainage possible and to prevent the *abadis* from flooding during the rains.
- All TMAs and/or city district governments will develop landfill sites for the disposal of solid waste. These landfill sites and the collection and disposal system can be either managed by the local government itself, be a public-private partnership or contracted out to the private sector. In any case, the involvement of the formal and informal solid waste recycling industry will be sought.

## 6.10 Rural Sanitation

- The component sharing model (latrines and lane sewers built by the community with technical advice from NGOs/TMAs and trunk sewers and disposals built by local government) for rural sanitation which is being applied in the villages in southern Punjab will be adopted for all villages of 1,000 and above population.

- A programme for motivation, technical advice and subsidy (through supply of materials) will be initiated in selected TMAs and UCs for the construction of ventilated pit latrines and safe disposal of waste water. Such TMAs and UCs will be transformed, within a year, into training centres for local government staff, elected representatives and community activists, technicians and leaders from other tehsils and UCs.
- The motivation programme for latrines will also educate people on the health problems associated with handling of animal dung and the health hazards of keeping animals within homes. Alternatives to the present conditions will be developed in association with the governments livestock departments.
- The use of waste water for agricultural purposes from individual households in low density villages will be encouraged and designs for its collection and use will be provided to households. Similarly, waste water from sewage systems of large/dense villages will be sold by the UCs for agricultural purposes. Where land for development of a treatment facility has been provided by an individual, he will be entitled to sell the treated effluent to farmers but he will also be responsible for the O&M of the treatment facility. The necessary quality standards for effluent to be used for agricultural purposes will be developed by the government.

#### **6.11 Review of Sanitation Plans and Policy**

The sanitation policy and city and district level sanitation plans will be reviewed after every census.

#### **6.12 Water Efficient Systems**

The relevant government agencies and/or research organisations will ensure the development of water efficient sanitation systems and technologies by developing guidelines and designs for the private and public sector sanitation related manufacturing industries.

#### **6.13 Consultations**

City government and TMAs will hold public consultations once the conceptual design of the development plan, schemes and projects has been completed. Modifications in the designs will be carried out to accommodate the concerns of the stakeholders. The PC-1 will be prepared only after such a process has been carried out. A steering committee of representatives of interest groups will be created to oversee the programme/project/scheme. Accounts of the projects shall be made available to the public every quarter along with a quarterly progress report. These will also be made available to the media.

### **7. POLICY INSTRUMENTS**

The following policy instruments and procedures will be developed for making the implementing of the sanitation policy possible.

- Existing sanitation related policies and their regulations and procedures will be reviewed and, if necessary, modified so as to fulfil the requirements of the National Sanitation Policy.
- A policy and regulatory framework for coordination between the various sectors involved in sanitation related issues will be put in place at the federal, provincial, district and TMA level.

- The component sharing model for the provision of sanitation will be legislated and the procedures and regulations for its implementation will be developed.
- A programme for the upgrading of informal settlements will be instituted on lines similar to that of the katchi abadi improvement and upgrading programmes.
- A legislation regarding the building of toilets along with their specifications shall be developed by the provincial government and implemented by the city governments and TMAs.
- Local government will raise funds for the O&M of sanitation systems and/or hand over O&M responsibilities to communities and the private sector so as to make O&M sustainable.
- The Higher Education Commission will be requested to make it compulsory to link professional education in medicine, engineering, architecture, planning and social work to grass root realities.
- The government will honour its international agreements and obligations which include the Millennium Development Goals, the recommendations of the World Summit on Sustainable Development and the UN Istanbul Declaration.

## **8. TARGETS**

The government will follow the targets set under the Medium Term Development Framework (MTDF) (2005-10) and for which it has allocated funds. The implementation of the MTDF will result in the extension of sanitation facilities from the present coverage of 42 per cent population (urban 64 per cent, rural 30 per cent) to serve an additional three million households, thus covering 50 per cent of the total population (urban 75 per cent and rural 35 per cent) by 2010 along with the development of waste water treatment units, recycling provisions and conservation measures in the urban centres upto district level. The MTDF rural sanitation programmes will ensure that villages having upto 100 households or 1,000 population and above are served by 2010 with sanitation and drainage schemes.

## **9. ROLES AND RESPONSIBILITIES OF STAKEHOLDERS**

### **9.1 Government Institutions**

#### **9.1.1 Roles and Responsibilities as per Local Government Ordinance 2001**

- All federal, provincial, district, tehsil and UC level legislative bodies and government departments and agencies will fulfil their roles strictly in keeping with the provisions of the Local Government Ordinance 2001.
- The federal and provincial government, in coordination with the district governments, will remove all anomalies, lack of regulations and procedures, conflict of interests between government institutions, to make it possible for different tiers of government and agencies to fulfil their assigned roles.
- The government will take steps to increase the capacity and capability of all sanitation related agencies and departments in accordance with the measures spelt out in Section 4, 5 and 6 of this document.

### **9.1.2 Additional Roles**

- Provincial, district, tehsil (town) and UC elected representatives and administration will identify NGOs and CBOs and private sector (formal and informal) good practices and convert them into training centres for their staff with the help of NGOs, CBOs and/or private sector/entrepreneurs and replicate these practices in other locations within their jurisdiction through the formation of stakeholder partnerships.
- A system planning and feedback, consultation and coordination will be established at the provincial, district and TMA level between all agencies (such as Environment Protection Agencies, Health and Education Department and Urban and Regional Planning Departments and institutions) dealing with sanitation issues.
- The process for the establishment of a management information system will be initiated at the federal, provincial, district and TMA level, in order to enable the planning and development of sanitation; consolidation of information and data from all monitoring and research agencies; and make it freely available to the public through a policy of data sharing (through IT technology) within and amongst all sanitation related organisations.
- Each city government and TMA will prepare a comprehensive mapping and tehsil database which will be linked to the proposed management information system. On the basis of this the TMA will prepare spatial and medium term plans which will guide and steer the future development in the sector and on the basis of which appropriate sanitation investment plans can be prepared at the federal, provincial, tehsil and UC level.
- The necessary legislation/rules/regulations will be developed to make it possible for the TMAs to develop spatial and development plans which will be prepared in consultation with all stakeholders.
- The TMA will provide technical support to NGOs and CBOs working on sanitation related issues on the self-help component sharing model or other community initiatives such as health and hygiene education.
- All departments and agencies dealing with sanitation related issues will introduce a self-monitoring system leading to quarterly workshops and a larger annual workshop at the provincial and federal level in accordance with the provisions of this policy.

### **9.2 NGOs and CBOs**

- NGOs and CBOs will be encouraged to assist communities in mobilising for sanitation related programmes and projects and will assist the district government/TMAs/UCs in the planning, funding and development of community based sanitation infrastructure and for the safe disposal of liquid and solid wastes.
- Successful NGO and CBO programmes will be provided incentives so as to help convert them into training centres for different sanitation related stakeholders.
- NGOs and CBOs will be encouraged to help in the formation of Citizen Community Boards (CCBs) and to guide them in formulating sanitation projects.

### **9.3 Community Responsibilities**

Through the process of mobilisation of communities envisaged in this policy and through public consultation and media programmes, communities will be encouraged to maintain a safe and pleasant physical environment in their settlement, participate in the provision of sanitation infrastructure and its management and manage the disposal of solid waste at the neighbourhood level.

### **9.4 Individual Households**

Through the process of mobilisation and media programmes, individual households will be encouraged to build latrines, keep the inside and surroundings of their property clean and not to dispose waste in the streets and public spaces. They will also be encouraged to cooperate with the UC administration and with their neighbours to form community organisations that can promote sanitation related programmes and projects.

## **10. MECHANISMS FOR IMPLEMENTATION AND MONITORING**

### **10.1 Implementation Strategy**

- The policy will be implemented by the federal and provincial governments, local governments, government agencies, autonomous bodies (such as cantonment boards) in accordance with the guidelines, principles and measures spelt out in this document.
- Communities, NGOs and the private sector will be supported and their involvement encouraged in accordance with the provisions of the sanitation policy.
- Following the approval of the policy, the Ministry of Environment shall develop an action plan for its implementation. All relevant ministries, departments and agencies, will also devise plans and programmes to implement the policy provisions.

### **10.2 National Sanitation Policy Implementation Committee**

To ensure effective coordination of policy implementation and oversee the progress in this regard a national sanitation policy implementation committee shall be established at the federal level. The composition of the committee will be as follows: **(Javed Sahib, you can decide whose to be on the committee)**. The committee shall meet bi-annually and shall report the status of implementation to the relevant federal ministries.

### **10.3 Monitoring**

- Every department will initiate a process of self-monitoring which it will share with its parent agency. In monitoring itself the parent agency will take into consideration the self-monitoring reports it receives from its departments and/or tiers of government.
- The self-monitoring process will consist of regular weekly meetings, keeping of minutes and ensuring follow-up. Every department and tier of government will produce a quarterly progress report and detailed accounts of work undertaken in that quarter along with problems that have been encountered, shortfalls and the reasons for them and suggestions for remedial measures.
- Every district will hold a yearly workshop as part of the monitoring process. All TMAs of the district, their partner government, NGO and community organisations, will

participate in this workshop. Similarly, every TMA will hold a similar workshop of all UCs, partner NGO and community organisations.

- A provincial workshop consisting of all districts will also be held and a workshop at the federal level consisting of all the four provinces and Azad Kashmir will be an annual event.
- These workshops and progress reports will determine the effectiveness of the sanitation policy and programmes, reasons for successes and failures and modifications that are required in the regulatory and procedural aspects of the policy and in investments, technical inputs and human resource developments.