

**KENYATTA UNIVERSITY**

**SCHOOL OF ENVIRONMENTAL STUDIES AND HUMAN SCIENCES**

**SUSTAINABLE MANAGEMENT OF PUBLIC TOILETS IN  
THE NAIROBI CENTRAL BUSINESS DISTRICT**

**IN PARTIAL FULFILLMENT OF MASTER OF SCIENCE IN  
ENVIRONMENTAL PLANNING AND MANAGEMENT**

=

**BY**

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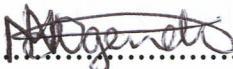
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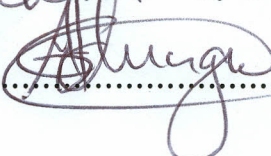
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DECLARATION

This study is my original work and has not been presented for a degree in any other University or for any other award.

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This project has been submitted with our approval as University Supervisors.

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May god bless you.

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## LIST OF ABBREVIATIONS

1. NGO: Non-Governmental Organizations
2. CBD: Central Business District
3. NCBDA: Nairobi Central Business District
4. NCC: Nairobi City Council
5. UNEP: United Nations Environmental Programmes.
6. PT: Public Toilets
7. PP: Private providers
8. WSD: Water and Sewerage Department
9. UNDP: United Nations Development Programmes.

## ABSTRACT

The ever-increasing growth in urban population exerts pressure on limited facilities in most developing cities and towns especially in sectors of water supplies and sanitation. A study of the provision and use of public conveniences in the City Center of Nairobi in 1991 noted that most of the public toilets in the City center of Nairobi were constructed before 1963. Thereafter; only five public toilets were constructed to commemorate the silver jubilee celebrations in 1998 and the ten year Nyayo era celebrations that coincided. The population of Nairobi in 1963 was estimated to be about 267,000 whereas the current population is estimated to be 2.4 million according to the Central Bureau of Statistics.

Despite the continued population increase, the Nairobi City Council has not constructed more public toilets to meet the demand of the increased population, as it should have done. An extensive market survey done in the year 2001 pointed out that the demand for the services of public toilets is extremely high. That can be seen in the increased usage of the facilities in the last one-year when the Nairobi City Council and the Nairobi Central District Business Association rehabilitated most of the public toilets in the Central Business District. This study focuses on the Sustainable management of public toilets within the Central Business District. The study hopes to come up with an alternative preferred management to serve Central Business District.

On the whole, the project would have positive impacts. Of greatest importance is the potential improvement in public health through improved sanitation if the sustainable management of public toilets is executed.

# 1 INTRODUCTION

## 1.1 Background

Population growth is likely to continue to equal or exceed any increase in the number of people served, such that the numbers of those requiring improved water supplies and sanitation will continue to increase. The World Health Organization estimates that 12,000,000 people die each year from water and excreta related diseases, including 4,000,000 children under the age of five who die from diarrhea diseases alone (Global Report on human settlements, 2003).

Investments in improved water supplies and sanitation can bring benefits not only to individuals, but also to national economics. Governments need therefore to invest in their water supply and sanitation sector. If they do not, their economies will continue, in the words of the late Barbara Ward, to defecate themselves to death (Mara, 1996). Sanitation by itself is not enough to improve health, there are other requirements like improvement of water supply to combat water washed transmission of excreta related diseases and hygiene education. Proper planning must take place and this involves comprehensive socio- cultural and socio –economic evaluations (Mara, 1996).

The developing countries and development institutions face considerable challenges in the provision of public services to the ever-increasing urban populations. The challenge is most severe in the water and sanitation sectors because of the central and complimentary roles the two play in the management of public health. The rapid population and increased urbanization exert immense pressure on the demand for basic services and national budgets are unable to meet the ensuing demands for the competing investments.

This situation is compounded by the fact that most public institutions suffer from chronic inefficient management of public finance (Global Report on Human Settlement, 2003)

To the under privileged population in all developing countries, improvement in water and sanitation services has been in the last couple of decades a major priority in government and donor agencies circles. However, despite sustained efforts that have been made in the sector and enormous human and financial resources expended in the sector, over 350 million people in Africa, a staggering 60-70 per cent of the population in Africa, lack appropriate sanitation facilities (UNDP Report, 1999). Thus, it is necessary to review the approaches that have been used in the past in order to discard those approaches that appear uncompromising and build on those that have been found to realize improved performance in the delivery of public toilets and their sustainability.

It is estimated that there are about 140 public toilets within the Nairobi City out of which 18 are located in the Central Business District (CBD) (Njoroge, 2001). Most of these toilets were built during the colonial era or soon after independence. Although the management of public toilets falls directly under Nairobi City Council, after 1980 it appears to have lacked clear policy regarding the development and management of public toilets in the city and only constructed or rehabilitated public toilets in emergency situations, such as disease epidemics or special demands from central government (World Bank, 2004) A number of different Non Governmental Organizations and individuals have tried to fill this void in management

## **1.2 Statement of the problem**

Unless properly managed, human waste is the source of both widespread diseases and loss of civic and personal dignity and value (World Bank, 2004) Public toilets are widely

available for people who frequent the public areas of Nairobi, but their condition has been, until recently, appalling. This has had an impact on business facilities within the city centre, which have ended up filling the void.

Management of public toilets within the Central Business District needs to be reviewed because most public toilets have been in deplorable state in the last few years. Despite the deplorable state that has characterized most public toilets within the Central Business District, they are not enough for the increasing population of Nairobi residents. A study done in the year 1991 noted that most of the public toilets in the City centre of Nairobi were constructed before 1963. The population of Nairobi then was estimated to be 267,000 people, whereas the current population is estimated to be 2.14 million (Central Bureau of statistics, 1999) In view of this, the questions which this study seeks to investigate and which constitutes the statement of the problem are;

### **1.3 Research Questions**

- What is the physical status of the public toilets within the Central Business District?
- What are the management options available for the Central Business District?
- How is the current management of public toilets within the central business District?
- What is the best alternative management of public toilets within the Central Business District?
- Is there need for optimal distribution of public toilets within the Central business District?

The purpose of this study therefore is to determine the preferred option that will enhance sustainable management of public toilets within the Central Business District.

#### **1.4 Objective**

- To determine the physical status of public toilets within the Central Business District.
- To compare alternative management arrangements that can be adopted for management of public toilets within the Central Business District.
- To determine current management arrangement of public toilets within the Central Business District.
- To come up with the best sustainable alternative management of public toilets in the Central Business District.
- To come up with best preferred plan for optimal distribution of public toilets within the Central Business District.

#### **1.5 Research Premises**

- That there is need to review the physical status of public toilets within the Central Business district.
- There are other alternative management arrangements that can be adopted within the Central Business District?
- The management of public toilets within the Central Business District has been wanting.
- There is need for sustainable management approach to public toilets within the Central Business District.

- There is need for optimal distribution of public toilets within the Central Business District.

### **1.6 Justification and significance**

There is considerable potential for sustainable management of public toilets within the Central business District. Benefits include efficiency gains, improved quality of service, and the ability to raise funds for refurbishment (World Bank, 2004)

Public toilet provisions have remained static since the few additional ones were constructed in 1988 during the silver jubilee celebrations despite the increase in demand for the services in the Central Business District. The inadequacy of public toilets has led to increased demand for the services more in private business premises like bars, hotels and shopping malls. Consequently, a large proportion of the Central Business District population opts for informal ways of relieving themselves.

. To bring back the lost glory of the green city in the sun, there is need to review the current management of public toilets within the Central Business District.

Improved management of public toilets will lead to improved sanitation services, improved public health, cleaner environment, better service delivery, increased revenues and cash flow and reduced accounts receivable for all stakeholders and Nairobi City Council.

Sound management of public toilets will be a positive contribution to bringing back the lost reputation of Nairobi City, in addition to contributing to improved hygiene in the city and will boost investor psychology to help improve macroeconomic fundamentals for Kenya. (Njoroge, 2001)

The results of the study will be very useful for future planners of the Central Business District who may want to upgrade the sanitation standards of the Central Business District. The study will therefore serve as a basis for implementing development and policy guideline on management of public toilets in the Central Business District

### **1.7 Significance of the study**

The study is significant in a variety of ways. Firstly, it shall create specific data on demand for public toilets within the Central Business District. This will be a step towards creation of a data bank that will assist planners interested in upgrading sanitation standards in the Central Business District.

Secondly, the study will come up with sustainable management options that will be useful for policy and institutional framework in management of public utilities like public toilets. It will further contribute towards the on-going private sector participation in management of public utilities.

Thirdly, the study will contribute additional knowledge on the subject of management of public toilets. It will also point out the areas of further research.

### **1.8 Scope and Limits of the study**

The study will focus on the physical status of public toilets within the Central Business District. It will be confined to the Central Business District of Nairobi, and it will focus on the members of the public in general, business premises affected by residents in demand for toilet facilities and small-scale business entrepreneurs who may not have toilet facilities in their business structures like vendors and hawkers.

The study will examine the management of public toilets within the Central Business District. The variables that the study will cover include institutional arrangements, policy

formulation as regards public utilities, but more specifically as regards public toilets within the Central Business District.

## 1.9 Operational Terms

- **Public Toilets:** Room containing a lavatory or a water closet used by the public.
- **Excreta:** Waste matter, especially faecal material.
- **Lavatory:** A device usually consisting of a bowl connected to a drain, used for disposing of waste matters from the body.
- **Sustainable Development:** Development that meets the needs of the present generation without jeopardizing the ability of future generations to meet theirs. It is an environmentally friendly development.
- **Sanitation:** A system that protects people's health. This research limits sanitation to disposal of sewage.
- **Sewage:** The organized removal and disposal of sewage; the drainage system used to remove and dispose of sewage.
- **Central Business District:** This is the central part of Nairobi City that constitutes the spatial scope of the study area.

## 2 LITERATURE REVIEW

### 2.1 Introduction

This chapter reviews literature related to public toilets and attempts to fill voids as regards previous studies done on the management of public toilets. It focuses on the following major themes; physical status of public toilets within the Central Business District, alternative management options for public toilets, current management of public toilets within the Central Business district of Nairobi and finally the distribution pattern of public toilets within the Central Business District.

“Sustainable management means different things to ecologists, environmental planners, economists and environmental activists, although the term is often used as if consensus exists concerning desirability. The goal of sustainability sometimes refers to the resource base itself, and sometimes to the livelihoods which are derived from it. However, the very fact that conservation issues are given increasing weight in planning decisions in the developed countries bears a witness to the shift in the course of development. In urbanized industrial societies, relatively few people’s livelihoods are threatened by conservation measures.

In the developing world on the other hand, struggles over the environment are usually about basic needs, cultural identity and strategies of survival rather than about providing a safety valve within an increasing congested urban space. Under these circumstances, both the individual and household are forced to behave selfishly in their struggle to survive, there is no point in appealing to idealism or altruism to protect the environment”.

(Ghai and Vivian, 1992)

Sustainable management in this context refers to management that meets the needs of the present generation without jeopardizing the ability of the future generations to meet theirs.

## **2.2 Physical Status of public toilets in the Central Business District of Nairobi**

The physical status of public toilets within the Central Business District is imperative for a clear perception, acknowledgement of the extent and conceptualization of the problem threatening sustainable development.

This is a starting point for management to be reviewed. This sub-section gives a preview of the physical status of public toilets.

### **2.3 2.3 The concept of sanitation and toilets**

Generally, the basis of life is eating, working, loving and relieving oneself. It is not surprising that beliefs, practices and technology surrounding elimination are central to any culture. Muslim doctrine prescribes a strict precedent to limit contact with faecal material, only the left hand can be used for cleaning after eliminating and the right hand is used for eating (Ryan, 1960)

Though elimination is natural and an important part of human life, proper disposal of the waste is important as it contains important disease causing organisms. (Wood, 1987)

Infections are likely to be caused by the excreta disposal methods used. All of them are likely to decrease, often greatly, with the installation of conventional sewerage system and an adequate water supply (Bradley, 1982)

This was realized as early as 1880 in the west where outbreaks of cholera, typhoid and dysentery plagued urban dwellers of Europe, before the discovery of biological basis for disease by Pasteur and others. London was regularly ravaged by cholera, which killed

14,000 people in 1849 and reduced the life expectancy of Northern England to 17 then (Boune). This led to the development of flush toilets that eliminated contact with human waste. The mess was removed from the streets by under pipes and methods to treat sewage were introduced.

Asian cultures, on the other hand have traditionally valued human waste for agriculture. In China and Japan, night soils have scrupulously been collected for centuries to fertilize the fields. One study revealed that farmers vied with each other to build the most beautiful roadside privies in hopes of attracting favors for travelers who needed to relieve themselves (Braeburn, 1969).

In African communities, before the coming of the white settlers, many communities did not have toilets. People relieved themselves in the bushes. In some communities, faeces was seen as very private and therefore had to be covered with soil.

#### **2.4 Management Options Available**

Experiences elsewhere, indicate that the private sector involvement is likely to result in improved managerial practices and higher operating efficiency in the delivery of services. (Water and Sanitation Group, 2004) The partnership between private and public sectors has emerged as a promising way to improve performance of public water and sanitation utilities, raises the quality of service, increasing operating efficiency, provide alternative mechanism of financing infrastructure investment and reduce the burden on the public budget. (Njoroge 2001) The recent study on public toilets in Nairobi realized the need for private sector participation. The study identified different options and scenarios applicable to Nairobi.

But, the failure by the public sector to establish clear regulatory framework to implement adequate tariff regimes and subsidy mechanisms constitute a palpable risk for the sustainability of private sector management.( World Bank,2004 ) Sanitation situation in cities like Kampala, Kumasi, and in India had virtually collapsed prior to the private sector involvement. Private sector initiative has changed most of what was seen in the past as insurmountable task by the respective local authorities. The key to the success by private sector is the user fee, which guarantees funds for operation and maintenance, including quick response to issues as they arise. Different cities have used different private sector partnership models (Njoroge, 2001)

In Kumasi City, 75 percent of the inhabitants did not have access to improved or hygienic latrines. 40 percent used public toilets, 25 percent used bucket latrines, 5 percent used bush and 25 percent used septic tanks. The bucket latrines were emptied without protective gear. 90 percent of wastewater and excreta was being pumped untreated in rivers and on vacant plots in the City. The situation was very unsanitary; especially where latrines bucket was being used (Brown and Salifu, 1993). In Ouagadougou, 80 percent of the inhabitants had pit-latrines, most of them in very poor conditions. 13 percent had septic tanks and 7 percent had no sanitary facility whatsoever in their houses (Sharouze, 1994).

In India, household and public toilets were not part of an Indian culture and tradition as only 44 percent of the houses in cities in India have toilet facilities and in villages the percentage is negligible. The civic authorities although had set up toilets in city centers, the city authorities could not maintain them for lack of funds and possibly willingness. The streets were stinking with litter thrown all round and garbage dumps bulging with

unimaginable filth. The few public toilets, which could be used, were in bad states, most people preferring to use open grounds. The most hit were women who had to wait for sunset to relieve themselves (Sullabh Public Toilets and Complexes).

## **2.5 Current Management of Public Toilets within the Central Business District**

All these cities have already embraced private sector participation in the management of public toilets. In Nairobi Central Business District, Nairobi City Council continue to operate three public toilets, three have been occupied by street boys, and twelve have recently been taken over by Nairobi Central Business District Association (World Bank, 2004). A new and promising development is the voluntary involvement of NCBDA, which has rehabilitated six public toilets by allowing private operators to invest in their rehabilitation. (Water and Sanitation Group, World Bank, 2004) However, lack of unequivocal support from Nairobi City Council and the government for this new arrangement is a major challenge for the NCBDA and the private operators who suffer from regular water and electricity cuts. (World Bank, 2004)

The partnership between private and public sectors has emerged as a promising way to improve the performance of public water sanitation utilities, raises the quality of service, increasing operating efficiency, provide alternative mechanism of financing infrastructure investment and reduce the burden on the public budget (Njoroge, 2001).

## **2.5 Legal and regulatory framework**

Applications of national statutes and regulations on public conveniences suggest that local authorities have a legal responsibility to sustain ably manage public toilets. The key national laws that govern the man agent of public toilets are:

- **The Public Health Act (Cap 242)**

Part IX section 115 states that no person shall cause nuisance or condition liable to be injurious or dangerous to human health. Section 116 requires local authorities to take lawful, necessary and reasonably practical measures to maintain their jurisdiction clean and sanitary to prevent occurrence of nuisance or condition liable to injurious or dangerous to the human health. Such nuisance or conditions are defined under section 118. In this section, waste pipes, sewers, drains or refuse pits in such a state, situated or constructed as in the opinion of the medical officer of health to be offensive or injurious to healthcare are deemed a nuisance.

- **The Physical Planning Act**

The local Authorities are empowered under section 29 of the Act to reserve and maintain all land planned for open spaces, parks, urban forests and green belts. The same section, therefore, allows for prohibition or controls the use and development of land and buildings in the interest of proper and orderly development of an area.

Although the Local Authorities Act allows Nairobi City Council to permit private sector participation in some of its activities, the by laws on public toilet management do not expressly allow private sector participation. There is need to create an enabling environment for proper management of public toilets. What the study ought to look at is an amendment to permit private sector participation in an area that has hitherto been the sole responsibility of the Nairobi City Council.

## 2.6 Institutional Framework

The main responsibilities for planning for public utilities such as public toilets at the National level are with the Ministry of local Government. They are responsible for policy, planning and management of public utilities in Nairobi City. At the local level, Nairobi City Council has a broad mandate in relation to urban development, development control and provision of local services. This includes provision for and maintenance of public utilities.

Before 1985, the management of the public toilets in Nairobi City together with the exhauster services fell under the Public Health Department of Nairobi City Council, in the cleansing section. The department of Water and Sewerage provided water to the public toilets and unblocking of the public toilets when needed. This arrangement did not work efficiently and at times the public toilets stayed for long periods of time without water and blockages took long before they were attended to. (Njoroge, 2001)

In 1985, the management of the public toilets in Nairobi City together with the exhauster service was transferred to the sewer section of the Department of Water and Sewerage. These changes were however done without prior consultation with the relevant departments of the Nairobi City Council like the Town Clerk's Department. During the transfer, there was a proposal for a staff structure that was meant to bring the management of public toilets and sewers under the Deputy General Manager, Operations and maintenance. (Njoroge, 2001)

Although the move was meant to improve management of the public toilets, this was never realized. What has been observed is rapid decline of the status of public toilets in the city since the operations of the toilets were transferred to the Department of Water and Sewerage. Inadequate funding among other confounding factors has continued to

hamper the rehabilitation and maintenance of public toilets. Demand for the services of the public toilets has also continued over the years with the increase of the population in the City center especially during the day when the services are most needed. An extensive market survey, which was carried out in the year 2001, pointed out that the demand for clean and hygienic toilet services in the City of Nairobi is extremely high (Njoroge, 2001).

## **2.7 Gap Identification**

Management of public toilets is very important to the City of Nairobi, especially because a clean environment is very important to the investor.

Public institutions are often not capable of managing public toilets, due to the financial constraints and bureaucratic nature of most public institutions, and Nairobi city Council is not an exception. To have a proper management of public toilets, reforms have to be initiated and emphasized. A greater number of cities are shifting to private sector participation in management of public toilets.

The question therefore that this study hopes to answer is the sustainability of this approach in the management of public toilets within the Central Business District. Approaches that will mean that the state of public toilets remain poor should be discarded so that if private sector participation is sustainable, then researchers have to look at this with a lot of interest.

## 2.8 Theoretical Framework (Model)

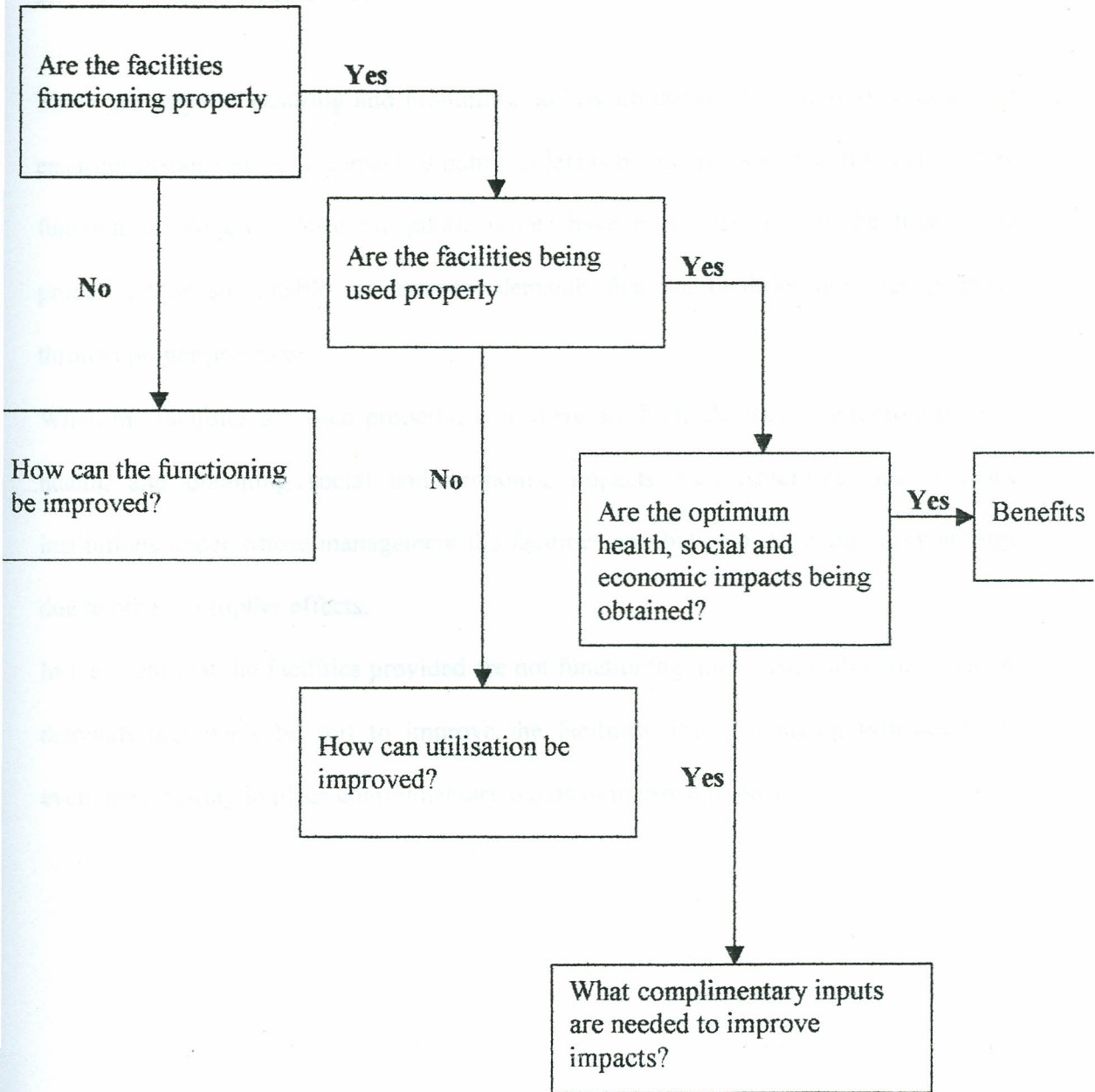
In all human cultures, the agents and situations perceived to be connected with disease play an important part in influencing customs and habits. Constant changes and adoptions are made in health cultures as communities strive to achieve a balance in their relationships to perceived risks.

In the current situation, however, the folk health culture not only has to respond to environmental factors which may tend to be altering the pattern of disease; it has to respond to influences arising from cosmopolitan medicine and planned sanitation programmes. The results may sometimes be negative; so that risks are enhanced as when unsatisfactory latrines act as foci for transmission of disease. (Figure). But what is hoped for, of course is a positive interaction between folk culture and cosmopolitan medicine, so that health is promoted. Figure 1 is adopted from Schaffer's model of these interactions in order to highlight two basic contentions;

- While some aspects of folk culture are harmful, some are beneficial, at least in a relative sense. The net impact of these beneficial practices could be enhanced by suitable interventions and reinforcements. And although complete elimination of harmful practices is improbable, there is ample scope for suitable modifications in these practices in order to reduce risks involved, or to counterbalance the negative effects by suitable interventions at another level.
- Sanitation and hygiene are integral parts of all lifestyles, "folk culture". Promotion of scientific knowledge, practices, norms and techniques does not occur in a vacuum. So the scientific paraphernalia itself has a cultural significance associated with the

Figure 2

**Ways of promoting and improving Facility Utilization**



cosmopolitan- urban social milieu and the group culture of public health professionals.

## **2.9 Conceptual Framework (Model)**

There are ways of ensuring and promoting facility utilization. One important aspect of ensuring sustainable management of public toilets is by making sure that the facilities are functioning properly. Once the public toilets have been identified to be functioning properly, then sustainable management demands that the facilities are used properly through proper programs.

When the facilities are used properly, then there are high chances of attaining optimal health, and obtaining social and economic impacts thus benefiting not only the institutions under whose management the facilities are, but also the community at large due to other multiplier effects.

In the event that the facilities provided are not functioning, then sustainable management demands that ways be sort to improve the facilities, thus enhancing utilization and eventually putting in place complimentary inputs to improve impact.

# CULTURAL FACTORS

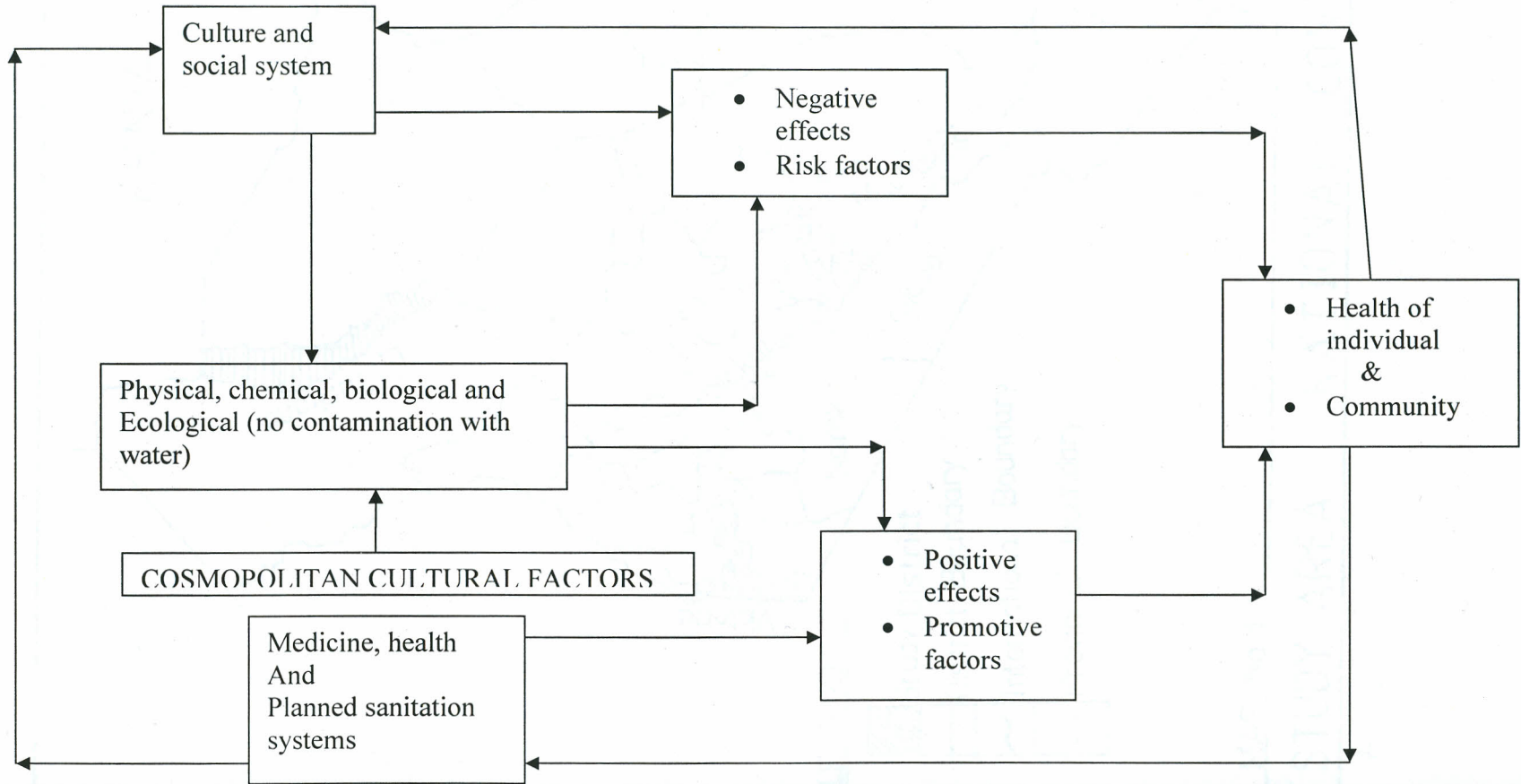
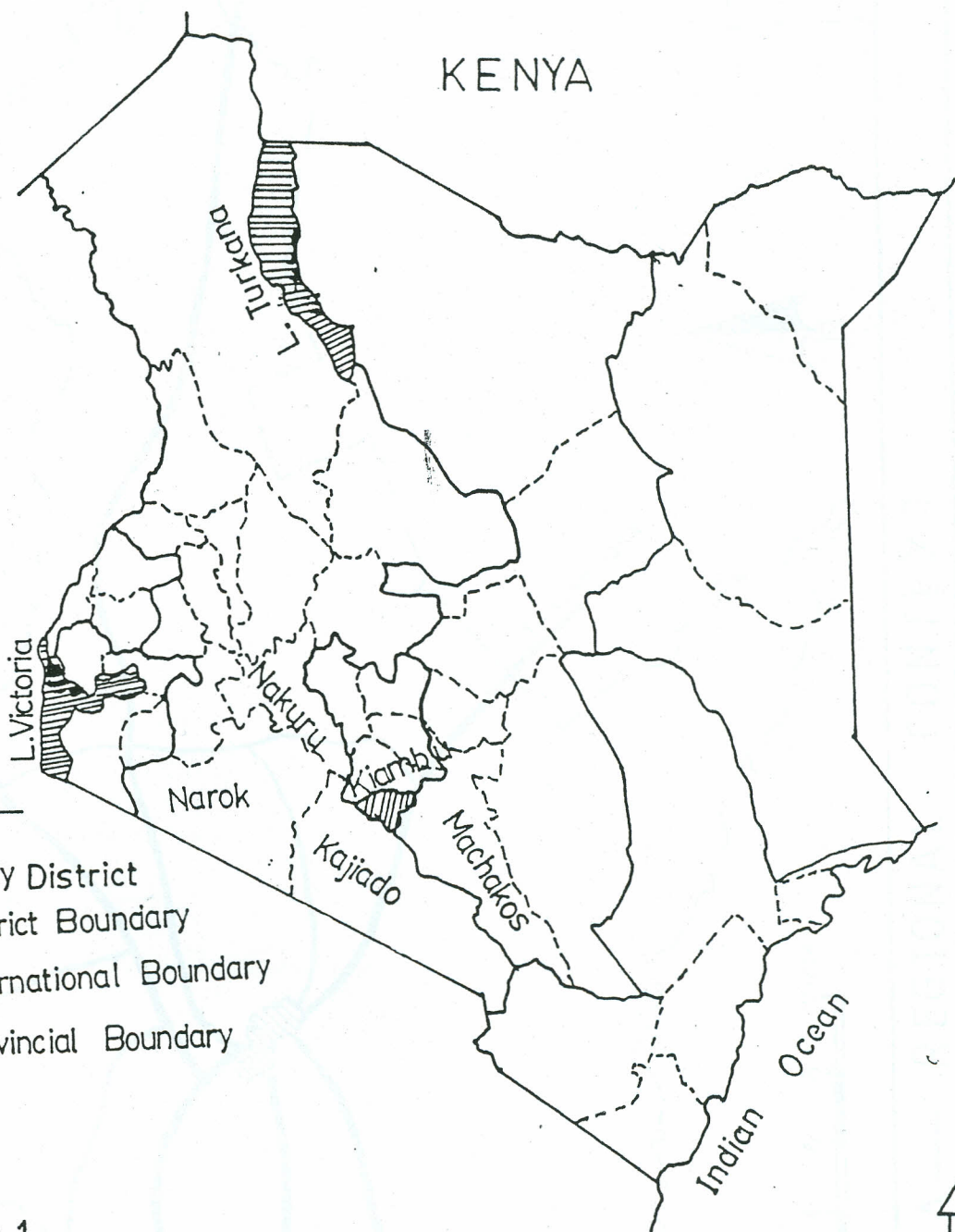






Fig10.1 schematic representation of the interaction of ideas about health within local cultures with either human and environmental factors

Source: Researcher 2000

KENYA



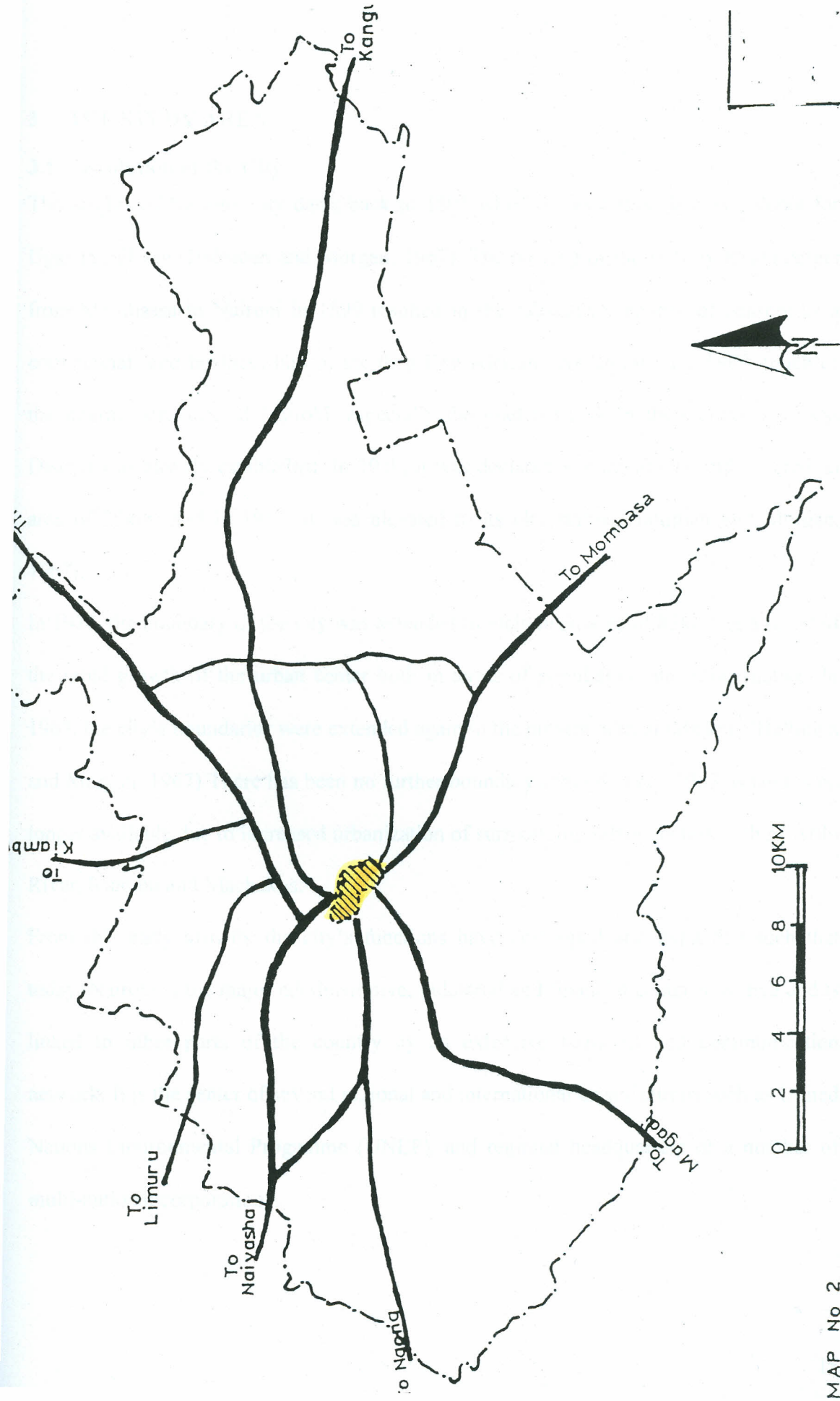
LEGEND

-  Study District
-  District Boundary
-  International Boundary
-  Provincial Boundary

MAP No 1

STUDY AREA NATIONAL CONTEXT





MAP No 2

STUDY AREA — REGIONAL CONTEXT

### 3 THE STUDY AREA

#### 3.1 Evolution of the City

The origins of Nairobi City dates back to 1895 when it was established as a depot for Uganda railway (Halliman and Morgan, 1967). The moving of the railway headquarters from Mombassa to Nairobi in 1899 resulted in the subsequent growth of Nairobi as a commercial and business hub of the then East African Protectorate. By 1909, much of the internal structure of Nairobi, especially the road network in the Central Business District was already established. In 1919, it was declared a municipality and covered an area of 27km<sup>2</sup> and in 1952; it was elevated to its city status (Halliman and Morgan, 1967).

In 1927, the boundary of the city was extended to include an area of 83km<sup>2</sup> as a result of the rapid growth of the urban center both in terms of population and infrastructure. In 1963, the city's boundaries were extended again to the present area of 684 km<sup>2</sup> (Halliman and Morgan, 1967) There has been no further boundary changes since 1963 as land is no longer available due to increased urbanization of surrounding urban centers such as Arthi River, Kiambu and Machakos.

From this early growth, the city's functions have developed and expanded such that today, Nairobi is the major administrative, industrial and financial center in Kenya and is linked to other parts of the country by an extensive transport and communication network. It is the center of several regional and international organizations such as United Nations Environmental Programme (UNEP), and regional headquarters of a number of multi-national corporations.

In the early years, the growth of Nairobi as a town has been controlled only by economic forces, with no co-ordination of development other than by the layout of grid iron street pattern in the centre. In an attempt to improve situation, a town-planning consultant was appointed to make recommendations on zoning arrangements. A further master plan was commissioned in 1948 that laid down the guidelines for the following years, earmarking land for residential, industrial and other users. It introduced the principle of neighborhood units and is largely responsible for the present layout of the Central Business district (Muiruri, 2002).

Following independence in 1963, the boundaries of the city were enlarged from the old city area of 90 km<sup>2</sup> to embrace an area of 650 km<sup>2</sup> including Nairobi peri-urban settlements and certain other important features such as the game park, Embakasi Airport and a large area of ranching land in the east. These boundary changes were made mainly as a result rapid growth of urban centre both in terms of population and infrastructure.

The Central Business District is found in the central area of Nairobi. It is bounded by Uhuru highway, the Railway, Nairobi River, Pumwani road and Wakulima lane (Muiruri, 2002)

### **3.2 Physical Conditions**

Nairobi City has a cool climate with two rainy seasons, the long rains between March and May and the short rains between October and December. Essentially because of the altitude, the precipitation is higher in the west than in the lower attitude east. It varies from annual average of above 1,000mm in the west to around 850mm in the east (Khroda, 1992). Temperatures in the city range between 22<sup>0</sup> Centigrade and 26<sup>0</sup> C. With extensive changes in ground cover from vegetation to impervious surfaces the long-term

heat effect within the city has been affected. Consequently the temperatures within the city center are higher than those in the suburbs (Okoola, 2001).

The city falls within two main topographic regions, the Kikuyu plateau and the Athi plains. These two regions have distinct geological, soil, vegetation and drainage characteristics. The north and western parts of the city is part of the Kikuyu plateau that is characterized by a ridge and valley landscape with steep slopes. These zones form the higher part of the city and once had thick forest vegetation, but which has been extensively cleared for urban development. What are remaining today are the areas such as the Karura and Ngong Road Forests, City Park and the Arboretum. The upper part has deep well drained red volcanic soils. The south and eastern parts of the city form the lower regions and are part of the flat and rather featureless, low-lying Athol Plains, which are also arid grasslands. On the Athi Plains, the impermeable phonolite strata have led to the formation of black cotton soils (Khroda, 2002).

Within the Central Business District, we find national and local government offices, the University of Nairobi, the Kenya polytechnic, headquarters of national and International companies. The whole spectrum of commercial activities means that a large proportion of the population has to travel to the Central Business District for various activities, including those who are employed. (Muiruri, 2002)

The main land uses are commercial, transport, education facilities, recreation and places of worship. The toilet facilities were initially evenly distributed in the city, although the expansion of the boundaries of the Central Business District has overstretched the facilities, and increase in population over time has led to increase id demand for toilet facilities in the Central Business District.

### **3.3 Demographic Condition**

The population of Nairobi City has had a phenomenal growth in size. Early estimates put Nairobi's population at over 11,000 by 1901. By 1926, it had grown to nearly 30,000. Kenya's first census done in 1948, counted Nairobi's population at 118,794. After independence in 1963, the city's population grew very rapidly so that it had over half million people by 1969. In 1979, the City's population was over 800,000, while in 1989 it had increased to over 1.3 million. The 1999 census put the population of Nairobi at 2.14 million. The city's growth rate between 1948 and 1962 censuses, was 5.9% per annum. (Census Report, 1999)

Between 1969 and 1979, the population represented an annual growth rate of 6.3% per annum. In the period between 1979 and 1989, the City's growth rate was 4.7% compared to an annual growth rate of 3.5% and a total urban growth rate of 7.7% (Kenya, 1989 ). Between 1989 and 1999, the growth rate has been 4.8% (Kenya, 2000). In 1999, the total population of Nairobi was 7.5% of the urban population in Kenya. With such a high rate of growth, public utilities have tended to be inadequate and therefore there is need to construct more. Most of the public toilets within the CBD were constructed long ago when the population of Nairobi was well below one million. Urban development and planning has failed to cope with the rapid increase in population. Consequently, there are problems of inadequate sanitation. The implication is that there is more demand for more public toilets to be constructed to cater for the increased population

### **3.4 Socio-Economic Set up**

Nairobi serves a large population of averagely 2.5million. The population's employment levels and earnings have shown fluctuations over the years. During the 1980-1984 period, there was recorded improvement in wage employment with an average growth rate of

18% per annum. Self-employment grew by an average rate of 27.7 % (Development plan, 2000)

The City of Nairobi's mean household size of 4.7 persons is slightly lower than the national average of 5.5 persons. About two thirds of the population have a per capital income of ksh. 6,000 compared to the national average of ksh. 5,000. The literacy rate is high with two thirds of the adults having attained at least secondary school level education (Ikiara, 1991).

These general trends of the city more or less reflect the socio-economic characteristics of the study area.

### **3.5 Central Business District**

Ever since the inception of Nairobi in 1902, the Central Business District has been a hub of activities. The Central Business District has very intensive buildings, both vertically and horizontally.

The CBD offers transit point for intra and inter-urban travelers. Major roads including international ones converge here. This implies a very high population at daytime. By 1990, Transurb had expected that a total of 873,000 passengers would be converged at the Central Business District per day using the public transport.

Nairobi River to the North, Ring Road Pumwani to the East, Railway Station to the South and Uhuru highway to the West limited Central Business District. However, the local authority and Central government zoning regulations, accessibility and service provision have exerted great pressure from then to shape the Central Business District to its present status. For instance, rezoning exercises have been affected in some areas increasing the

plot ratios (NCC, 2000) while vertical development have become the fashion of the day (Ndegwa, 1991).

Horizontal spread even within the Central Business District has not spared the town. A Central Business District planned as a compact one but with plentiful of open spaces has hardly land for public purposes. Most of her land has been eaten up through horizontal spread.

Nairobi Metropolitan Growth Strategy (1973) projected the population of Nairobi to be 2,883,000 by the year 2000. Bearing in mind that the master plan had plans for CBD that would be predominantly pedestal oriented, this then calls for provision of amenities and public conveniences. In this case, public conveniences should be a priority.

The master plan zoning policies had not anticipated large numbers of population visiting the Central Business District. The few that were expected to visit would only go to certain areas of the Central Business District, especially the eastern part. Consequently, a few toilets were provided in that part leaving the western part with relatively fewer public toilets. Such a disparity in provision can be explained by the fact that communal public toilets were meant for Africans (Ndegwa, 1991).

## **4 RESEARCH METHODOLOGY**

### **4.1 Nature of work**

This study examined the management of public toilets, with a hope of coming up with the best management practice suitable for the Central Business District. The information which was collected for this study included; Policy framework on management of public utilities in Kenya as a guideline to Central Business District, the actual spatial distribution in the Central Business District, the ratio of public toilets within the Central Business District in relation to the day time population. Lastly, this study came up with the preferred management suitable of public toilets within the Central Business District.

### **4.2 Source of data**

During data collection, two basic types of data were collected in order to achieve the objectives of the study. They included primary and secondary data.

#### **4.2.1 Primary data**

This information was collected from the field mainly from, the residents of Nairobi (both men and women working in Nairobi, doing businesses within the Central Business District, owners of premises within the Central Business District); government institutions in charge of public utilities within the CBD; Non-Governmental Organizations (NGOs) and other relevant institutions concerned with provision of public utilities in the CBD specifically the Nairobi Central Business District Association and Privet operators operating under the umbrella of NCBDA.

#### 4.2.2 Secondary data

Secondary sources of information exist as storage of previously collected information.

This was obtained from published and unpublished information. This necessitated reviewing of the following documented information among others:

- Published information from government agencies such as the Central Bureau of Statistics and the Metrological department.
- Administrative information compiled by government ministries, parastatals, Non-Governmental Organizations, private operators and individual organizations in the private sector.
- Reports of previous studies done such as thesis, dissertations and project reports.
- Relevant reference publications.
- Maps, physical development plans, annual and quarterly reports.
- Data from websites in the Internet concerning public utility management.
- Data from Nairobi Central Business District Association Offices.
- Data from Nairobi City Council
- Data from Nairobi City Water and Sewerage Company
- Data from World Bank Offices- Water and sanitation Offices in Upper Hill
- United Nations Development Programme Offices.

### **4.3 Methods of data collection**

In order to collect primary data in an appropriate form, in desired detail and accuracy, the following methods were used.

#### **4.3.1 Oral interview guide**

This technique is characterized by extensive probing and open-ended questions conducted on a one-on-one basis between the respondent and the interviewer. This method was useful as it enabled the research team to fill the gaps left by the questionnaire. This method was appropriate where: knowledgeable respondents on complex subject matters was found such as officials of Nairobi City Council and Nairobi Central Business District Association. The interviewers tried to steer the respondents away from irrelevant information and use judgment to get the right answers. Information obtained through this method was regulated through probing, focusing and staying on track in respect with the study objectives.

#### **4.3.2 Questionnaire administration**

Questionnaire refers to a set of standardized questions arranged in a definite order to which respondents are sought from all the individuals constituting the sample with a view to obtaining comparable results. Questions are presented with exactly the same wording and exactly the same order to all respondents. To achieve the objectives of the study, the following types of questionnaires were used:

##### **a) Residents Questionnaire**

A set of standardized questions arranged in definite order, which targeted daytime population of the CBD. For our study, the daytime population was targeted because it is this group that determines the demand for public toilets.

## **b) Institutional Questionnaire**

A well-designed and structured questionnaire targeting institutions, which manage public utilities in Nairobi, was used. This included government ministries, NGOs, CBOs, parastatals, and other relevant institutions.

The institutional questionnaire is important for obtaining information from these institutions, which offer services to Nairobi residents and therefore actors in management of public utilities. Questionnaires as a method of data collection are chosen because of the following:

Standardized wording, standardized order of questions and standardized instructions of recording responses, offers some uniformity in the management of situations; also enables the respondent to have greater confidence and thus feel free to express their views once they are assured of confidentiality; and with the limited amount of funds and time it is possible to cover a wider and obtain information from a large number of people.

## **c) Premises Questionnaires**

A set of standardized questions arranged in definite order targeted sampled premises within the Central Business District. Sampled premises were selected randomly once the Central Business District was stratified using major roads within the Central Business District. Selected premises were then interviewed.

### **4.3.3 Observation Guide**

Observation guides was used to record daily occurrences. Observation and recording is useful for description of physical features especially the location of public toilets within the Central Business District.

Observations were useful where respondents were unwilling to co-operate with research assistants.

#### **4.3.4 Photography**

Following observation, photography was used to capture the real situation on the ground.

#### **4.3.5 Sample Design**

Due to the short time frame allocated to the study and the budgetary constraints, the sampling frame consisted of people resident in Nairobi Central Business District, residents who use the public toilets, business premises within the Central Business District and institutions concerned with management of public toilets. These include among others; Nairobi City Council, Nairobi Water and Sewerage Company, Nairobi Central Business District Association, NGOS, CBOs, Private Operators and other institutions.

#### **4.3.6 Sampling Procedure**

##### **a) Simple Random Sampling**

Once the number of population had been determined and the sample frame and sample size determined, all the people that formed the sample were interviewed. Simple random sampling ensured that the entire samples had equal chances of being interviewed and that they were from the most representative population.

##### **b) Purposive sampling**

To achieve the objectives of the study, purposive sampling was used to identify and interview all institutions that were concerned with the management of public toilets within the Central Business District.

#### 4.4 Data Analysis

Both Qualitative and quantitative analysis and presentation techniques were used. In qualitative analysis, proportions, percentages and averages are used to arrive at a general picture from the conclusions made. Quantitative techniques have been used to present data in form of tables, maps, and diagrams. Information collected by photography is also presented.

## **5 DATA ANALYSIS DISCUSSION AND PRESENTATION**

### **5.1 Introduction**

This chapter presents the findings of the study and attempts to answer the research questions posed by the study at the onset.

### **5.2 The physical Status of public toilets within the Central Business District**

In the first objective, the study sought to assess the physical status of public toilets within the Central Business District.

Under this objective, the following variables were studied, the conditions of the public toilets within the Central Business District, the accessibility of public toilets within the Central Business District, the locations of the public toilets, the security of public toilets and the maintenance standards applicable to public toilets within the Central Business District.

### **5.3 The conditions of the public toilets within the Central Business District**

Within the Central Business District, a total of 18 public toilet blocks were identified. According to earlier studies, and the 1973 Master plan of the Central business District, there were 20 blocks of public toilets within the Central Business District. Two of these toilets were changed to other uses. They were demolished and in their places came up a petrol station and a hotel.

Out of the 18 public toilets identified in the Central Business District, three are located in Uhuru Park, one in the Central Park, one is located at the Jeevanjee garden, three within the City Market and the rest were distributed within the Town Centre, with most of them located on the Eastern part of the town. The fact that four out of the 20 public toilets initially constructed were located in the parks point to the fact that planners realized the

need to keep the parks clean. This can be confirmed by the demand for public toilets as was attested by the survey carried out by this study team. The demand for public toilets within the parks revealed that the weekdays realize few customers as compared to the numbers of customers received over the weekends. The survey revealed that over the weekends, the number of customers could increase to 2000 people per day as compared to 400 people realized over the weekdays.

Two of the public toilets in Uhuru Park have been rehabilitated with the on-going rehabilitation programme between Nairobi City Council and Nairobi Central Business District Association. However, one of the three public toilets in Uhuru Park is abandoned, although formally it should be under the management of Nairobi City Council.

The study revealed that this has been a hideout of street families, although structurally it is still in very sound condition.

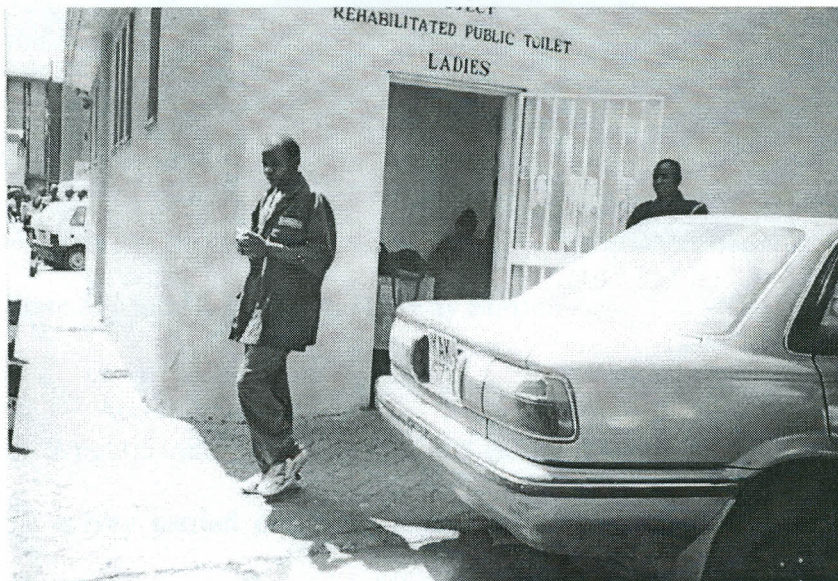


**Plate 1: An abandoned toilet under the management of NCC at Uhuru Park**

The only public toilet in the Central Park is under the management of Nairobi City Council, although the study observed that it also houses street families. One observation the study noted is that this particular toilet is very unsafe because street boys use it as a hideout to attack unsuspecting visitors to the park, or crossing through the park.

Similarly, the only toilet at the jeevanjee garden is insecure, as the facility has been turned into a hideout for street families, who attack unsuspecting people visiting the garden. The toilet is structurally sound.

A part from the toilets located in the parks, most of the public toilets in the Central Business District, is on road reserve. A total of six public toilets within the Central Business District were constructed on road islands. Whereas this may have been done to ease accessibility to these public conveniences, the increase in traffic in the last few years has led to conflict between users and vehicular traffic. This conflict could have been the main reason for change of the toilet at the junction of Haile Selassie and Uhuru Highway to change to petrol station. In addition, it is used as a slipway from busy Haille Sellaise road to Uhuru Highway.



**Plate 2: Notice how this vehicle blocks the entrance**

Public toilets within the Central Business District can be categorized into two sets of toilet blocks, distinguished by their years of construction. One set is comprised of toilet blocks that were constructed before independence in 1963. This set is composed mostly of pedestal type of toilets. The other set is made up of those toilet blocks constructed much later after independence. This set is mostly composed of Asian type of toilets. The recent rehabilitation exercise has more or else followed this structure, although most of them have been modified structurally to acquire a more modern outlook, except for those still under the management of Nairobi City Council.



**Plate 3: Modified toilet at Railway Station**

**5.3.1 Accessibility**

Most public toilets within the Central Business District are accessible. As was realized in the survey carried out, most residents of Nairobi think accessibility of public toilets

within the Central Business District is not a problem. Out of 60 people interviewed, 52 percent think that accessibility of public toilets is actually good.

### **5.3.2 Location**

Location of public toilets within the Central Business District is another aspect that came out clearly from the survey carried out by the study team. Most people interviewed indicated that public toilets within the Central Business District are actually located strategically, although this variable varied with different public toilets visited. Quite a number of business premises within the town centre, around Agakhan walk alluded to the fact that public toilets were too far apart from each other leading to most residents using their premises to relieve themselves.

This observation was actually confirmed by the study team who noticed that between a public toilet blocks at the General Post Office place, the next public toilet block is on Accra Road. The distance between these public toilets is long, slightly over 200 meters. This explains why this part of town is not very clean and sometimes one can notice human faeces on the pavements.

### **5.3.3 Security**

Most public toilets in the Central Business District are unsafe to use at night. Quite a number of residents interviewed alluded to the fact that most of the public toilets are unsafe to use at night. Out of the 60 residents interviewed, 60 percent think it is unsafe to use public toilets at night. This was attributed to the fact that most people are not in town at night, while others gave different views as to why toilets are not used at night.. The study team also observed that most of the public toilets operate up to six o'clock and do not operate into the night.

**Table 1: Reasons as to why public toilets are not used at night**

| Reasons given                 | Frequency | Per cent age |
|-------------------------------|-----------|--------------|
| Insecurity                    | 19        | 53           |
| Not in town at night          | 9         | 25           |
| No attendants                 | 5         | 14           |
| No lights                     | 1         | 3            |
| Toilets not in good condition | 1         | 3            |
| Total                         | 60        | 100          |

Most people interviewed think toilets still managed by Nairobi City Council are not safe (65 %) to use during the day as compared to the newly rehabilitated ones now under the management of private operators where only 2 % of people interviewed think are unsafe.

#### **5.3.4 Drainage**

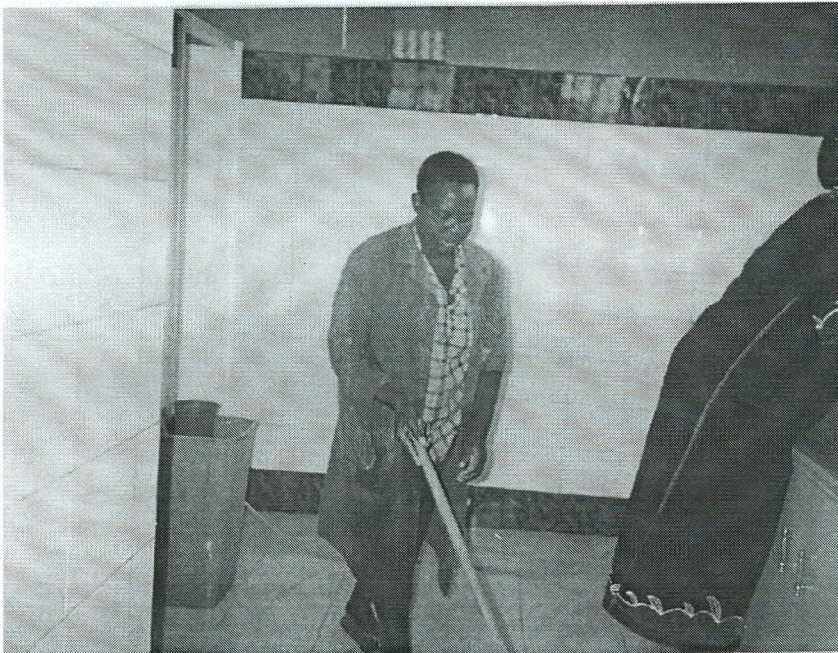
Drainage is not a problem in most public toilets. A few toilet operators however pointed out misuse of public toilets as a problem that sometimes leads to blockages. They attributed misuse of public toilets to lack of education on the proper use of public toilets. According to most operators of public toilets, men account for the largest number of people with high incidences of misuse

#### **5.3.5 Cleanliness**

Most of the rehabilitated public toilets within the Central Business District have maintained cleanliness, although this varied and depended highly on the location of the public toilets. The only public toilet situated on the Western part of the Central Business District at the General Post Office is well maintained although almost all the public

toilets located on the Eastern part of the Moi Avenue of the Central Business District suffer from uncleanliness sometimes of the day as was observed by the study team. This can be attributed to the fact that different operators have different operation mechanisms, so that whereas some clean their toilets hourly, others clean three or four times a day.

Another factor can be attributed to the fact that the number of customers varied from one toilet to the other. Some toilets had customers as many as 2000 per day, while others had as few as 400 per day.



**Plate 4: Cleaning in progress as customers are in the toilet.**

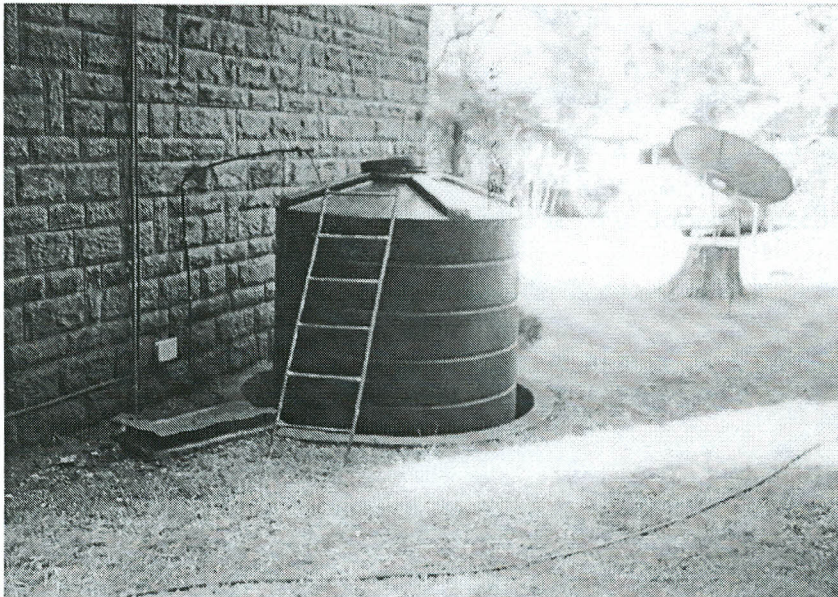
### **5.3.6 Customers**

One observation that the study team encountered is that most public toilets in the Eastern part of the Moi Avenue of the Central Business District have more customers as

compared to public toilets on the Western part of the Central Business District. This may have contributed to the unclean conditions of toilets in the Eastern side of the City.

### 5.3.7 Water

Although this study observed perennial water shortages within the Central Business District, this is a general problem that affects other institutions within the Central Business District. However, the study team established that most rehabilitated public toilets have improvised by placing storage tanks within the toilet blocks to add onto the scarce commodity.



**Plate 4: Tanks used to store water in the rehabilitated toilets**

### 5.3.8 Character of service user

This study observed that people of all categories use public toilet facilities. Out of the 60 Nairobi residents interviewed, 42 % in the formal sector said they use public toilet facilities, 45 % were from the informal sectors and the rest were either unemployed or students.

## **5.4 Management Models**

Ideally, management of public toilets falls directly under the authority of Local Authorities as stipulated in national statutes and regulations of public conveniences. However, recent development has seen the incorporation of private sector participation due to failures by municipalities to maintain public toilets.

Different models or methods of partnership have been used between the public authorities and private service providers. The model most suitable for one country may not be suitable for the other.

### **5.4.1 Contract**

This model demands a legal agreement with a party that works for you or provide services for you. Contract means to make legal or formal agreement to have a particular relationship. In this model, service provider becomes like a contractor, who does the job as agreed or provide goods as agreed. In this model, the contractor only does the work but the supervision is left for the owner.

In Ouagadougou, five companies were contracted to undertake night-soil collection in the city and pay a monthly fee of 5,000 FCFA to the National Office of Cleaning, Maintenance and City Beautification. These NGOs sensitize people on health and environmental problems and organize clean up days. This type of model seems to be working well for Ouagadougou (Sharouze, 1994).

### **5.4.2 Lease**

This is a contract by which the owner of a property or a building allows another person to use it for a period or specified time, in return for rent. Under the terms for lease, there are a set of rules which the person leased to must abide by. This is therefore the right for a

person to use property by means of lease. In this model, the assets belong to the employer but are leased to the contractor.

### **5.4.3 Concessions**

This model demands that a right is given or sold to another party by the owner, allowing the party to use or operate it for a given period of time. It is a privilege within certain premises for providing a service or running a small business. In this model, both parties have a say. They come to consensus on how to manage the said properties and decisions must be shared between the two parties before any action is taken.

In Kampala City, environmental degradation, especially in urban areas had greatly deteriorated. A survey carried out by Kampala City Council (KCC) and the National Water and Sewerage Corporation (NWSC) in the wake of a cholera crisis in 1997 revealed that 98% of springs had faecal contamination. The epidemics outbreak of dysentery and cholera were frequent. All the public toilets in the Kampala City are standard water borne facilities connected to the NWSC water supply; however, they were non-functional due to lack of maintenance. (Brown and Salifu, 1993).

They embraced Concession Management Contract, with a three-year grace period, which was to cover rehabilitation costs. Thereafter, the concession contract specified that the private providers were to pay \$ 1000 to Kampala City Council. To make it sustainable arrangement, the City council had Policy changes to allow management of the public toilets in the City. It now levies user fees. (Gear, 1996).

#### **5.4.4 Franchise**

This model demands that permission given by or brought from a government to operate a particular service. This model demands that an employer gives out the right to run a business to another party but under the employer's supervision.

In Kumasi Ghana, franchised management to undertake operation, maintenance and collection of user fees was adopted. It was mandated to pay 20-25% of type proceeds to the waste management division (Gear, 1996).

#### **5.5 Current Management of Public Toilets in The Central Business District**

In this objective, this study looks at the legal framework in the management of public toilets in the CBD, the history of how the management issues has evolved to the present way that public toilets are managed, and challenges that are encountered by current management.

##### **5.5.1 Legal Framework**

Public Health Act (Cap 245: 116) charges the Local Authority with the responsibility to maintain cleanliness in their respective jurisdictions. This section states that “ it shall be the duty of every local authority to take all lawful, necessary and reasonably practical measure for maintaining its districts at all times in clean and sanitary conditions liable to be injurious or dangerous to health, and to take proceedings at law against any person causing or responsible for the continuance of any such nuisance or condition”

In section 118, the Act lists what shall be deemed to be nuisance liable to be dealt with.

Of particular interest to this study is ii) of this section which states that;

“ Any cistern, water- closet, earth closet, urinal cess pool, soak away pit, septic tank, cess pit, soil pipe etc. so foul or in such a state or so situated or constructed as in the

opinion of the medical officer of health to be offensive or to be injurious or dangerous to health”.

In the case of land shortages to provide more public toilets, the local authorities have the liberty to exploit Local Government Act, Government Lands Act, Land planning Act or Physical Planning Act of 1996. Local Authorities can exploit these acts in the form of the doctrines of “eminent domain or police power”, through the use of by-laws as desired.

Although the Local Authorities Act allow the Nairobi City Council to permit private sector participation or management in some of its activities, the Nairobi City Council’s by-laws on public toilets management do not expressly allow private sector participation in an area that has hitherto been the sole responsibility of the Nairobi City Council.

Many of the Nairobi’s public toilets were constructed well before the country’s independence in 1963. After 1980, the Nairobi City Council seems to have lacked clear policy regarding the development and maintenance of public toilets in the City and only constructed or rehabilitated public toilets in emergency situations, such as disease epidemics or special demand from the Central Government. (Water and Sanitation report on public toilets, 2004).

#### **5.5.2 Prior management of Public Toilets within the Central Business District**

Before 1995, the City’s public toilets operations were shared between two departments of the Nairobi City Council. The cleansing section of the Public Health department had overall responsibility for public toilet service delivery, whereas the Water and Sewerage Department provided water and desludging services. This shared responsibility resulted

in inefficient public toilet management; for example, lack of water in the toilets and toilet blockages were not rectified for long periods.( Water and Sanitation Report,2004 )

In 1995, the Nairobi City Council transferred all the public toilets operations to sewerage section of the Water and Sewerage Department with the intention of clarifying accountability for public toilet management. Inadequate consultation with other affected departments, however, resulted in significant deterioration in operations and management. A proposed strengthening and elevation of sewerage section of the Water and Sewerage Department was never formally endorsed and implemented by the Nairobi City Council (Njoroge, 2001).

This meant that the management of public toilets was never given priority in the budgetary process. Technical evaluation carried out by the Water and Sewerage Department when the public toilets were moved to the sewerage section in 1995 estimated that the public toilets in the entire city required Ksh 4.5 million for rehabilitation. However, only 100,000 (2.2 per cent of the required funds) (Water and Sanitation Report, 2004) were allocated to public toilets rehabilitation.

This history paved way for Nairobi City Council in collaboration with other stakeholders to look for other ways of management of public toilets. This was made possible with the voluntary involvement of NCBDA and Nairobi City Council jointly in the rehabilitation of public toilets within the Central Business District first as a pilot project to be copied in the whole of Nairobi if it succeeds.

### **5.5.3 Current Management Structure**

The management of public toilets in the Central Business District is currently between two organizations; the Nairobi City Council and the Nairobi Central Business District

Association. They have adopted concession way of management which states that an independent small-scale provider reconstructs, rehabilitates, finances and operates the public toilet under the supervision of Nairobi City Council and Nairobi Central District Business Association.

Nairobi City Council adopted a five-year contract agreement management option for the Central Business District as a pilot project, which can be applied in the whole of Nairobi if it works. In this arrangement, the Nairobi Central District Business Association was given an initial contract to supervise the rehabilitation of the public toilets within the Central Business District and eventual operation and maintenance by private operators for two years, but this was later changed to five-year period, between 2004 and 2009.

Under the umbrella body of the Nairobi Public Toilet Management Committee, which had members drawn from Nairobi City Council and Nairobi Central District Business Association, the committee was supposed to procure and oversee the concession contracts.

However, the committee has since disintegrated and the supervision role has been left to Nairobi Central Business Association only. Its roles include delegation of the operation and management of public toilets within the Central Business District to small-scale independent providers.

Initially in the agreement document, public toilets were supposed to be contracted out in groups of threes and fours but this does not seem to have been followed strictly.

Individual private operators operate some of the public toilets singly

In the agreement, the investments costs of refurbishing facilities and restoration of water, electricity and waste disposal services were to be borne by small-scale independent providers. This is happening, and more of these small-scale providers are being contracted to manage the public toilets.

In the agreement, education and information campaigns were to be part and parcel of the contract. The campaigns were to educate the users on the need to improve on standard hygiene in the toilets. However, a survey conducted on the use of public toilets has revealed that one of the problems in the usage of the toilets is the fact that most people do not know how to use the facilities well. Out of the interviews done, 70% of the operators alluded to the fact that the facilities are not being used properly due to lack of education on the proper use of the facilities. This was mainly attributed to the male customers.

In the contract agreement, the role of Nairobi City Council is to undertake technical works and administrative duties of the larger Nairobi Public Toilets Management Committee, although practically Nairobi Central District Business Association handles the administrative duties.

The duties to be handled by Nairobi City Council Officer as stipulated in the agreement include;

- Procuring private operators to run public toilets
- Setting performance standards
- Reviewing contractor's submissions on cost increases and approving user fee charges.
- Commissioning public awareness campaigns

- Arranging capacity building for community committees
- Approving construction of additional toilets

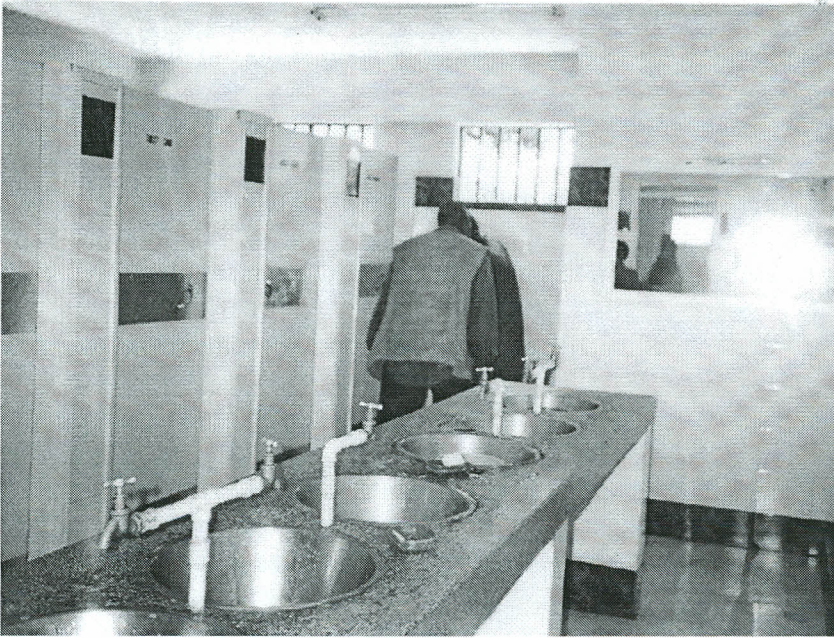
However, most of these duties are now being handled by a project officer within the Nairobi Central District Business Association; Nairobi City Council seems to have fizzled out.

#### **5.5.4 Procuring Private Operators**

In procuring private operators to run the public toilets, the committee seems to have left the selection of private operators to NCBDA who are members of the larger group. The fact that the discretions of who should run the public toilets is left for only a member of the committee to decide makes it possible for this member to be compromised.

#### **5.5.5 Performance Standards**

In the case of setting performance standards for refurbishment, subsequent operations and maintenance, again the role is played by NCBDA alone. Most rehabilitated public toilets are well maintained and are clean. Most of them have flowing water, some have containers strategically placed within their compounds in cases of water shortage. Most of the rehabilitated public toilets have clean and flowing sinks with hand towels and sanitary disposal bins strategically placed at a corner of each toilet for the use of customers.



**Plate 5: Notice sinks and Soap Dish for customers**

An officer from NCBDA does monitoring.. However, there were no quarterly reports presented to the team to measure how effective these duties are performed practically.

**5.5.6 Reviewing Contractor’s Submissions**

One of the duties of the management team is reviewing contractor’s submission on cost increases and approving user fee charges. As concerns this mandate, most rehabilitated public toilets still charge a fee of 5 Ksh as was agreed upon at the onset of private sector participation in the management of public toilets. However, there seems to be no proper regulatory mechanism set to ensure that the private operators adhere to this especially now that most of the private operators are acquiring a more private outlook. Most residents interviewed however think 5 Ksh should be the best fee charged for using the facility, although the study found out that a number of operators think the charges should be reviewed upwards.

### **5.5.7 Approving Construction of additional public toilets**

As stipulated in the agreement document, duties of the committee include approving construction of additional public toilets whenever there is need. The research revealed a need for more toilets in certain areas within the CBD, especially around the Aghakan walk. The study team established that the quest of the business community around this area to construct more public toilets has met difficulties of approval of designs by Nairobi City Council. Moreover, it is not clear which department within the Nairobi City Council is taking up the role of management of the public toilets since Water and Sewerage Department which was earlier on playing this role has since been privatized.

### **5.5.8 Waiver of charges for Destitutes, Senior Citizens and Children**

One of the positive aspects that the study team noted with this new management is that as silently agreed upon, the public toilet operators have made special arrangements for destitute, senior citizens and children who are not able to afford the user charges. Although the study team could not determine what mechanisms were used to ensure the right people benefited from the subsidies, the study confirmed that some toilets were permanently allocated to the disabled and the less fortunate members of the society.



**Plate 6: Notice room reserved for the physically disabled.**

What is clear is that there is no proper contractual agreement between Nairobi City Council and Nairobi Central District Business Association. There seems to be no clear consensus arrangement in the day-to-day management of the public toilets as is demanded by a concession agreement

Private operators remit a fee of Ksh 8,000 monthly to Nairobi Central Business District Association, whereas Nairobi City Council does not get any monies although they are the rightful owners of the structures.

However, the management of the public toilets seems to have improved tremendously during the incorporation of private operators. Out of the 18 public toilets within the Central Business District, 12 are under Nairobi Central District Business Association supervision while 6 of them are still under the management of Nairobi City Council. The 12 under the Nairobi Central Business District Association are properly maintained and are better managed than the 6 under the management of Nairobi City Council.

The private operators under the supervision of the Nairobi Central District Business Association also enjoys the support of the public, who almost overwhelmingly supported that the management of public toilets are better placed in the hands of the private operators, 55 % as opposed to Nairobi City Council who were only supported by 28 % of the respondents. The reasons advanced included good maintenance, cleanliness and good customer relations as opposed to Nairobi City Council management.

The low favor of Nairobi City Council in the management of public toilets within the Central Business District can be attributed to the failure of NCC to provide the expected services. Interestingly, 2 % of users think street boys should provide the services. Preference by this group of users might be due to the fact that they are currently operating four out of the six public toilets supposed to be under the management of Nairobi City Council.

**Table 2: Reason as advanced by those interviewed on why the management by private operators is better than NCC**

| <b>Reasons why user prefer private sector management</b> | <b>Frequency</b> | <b>Percentage</b> |
|--|------------------|-------------------|
| Improved Services  | 26               | 59                |
| Better management  | 13               | 30                |
| Competitive  | 5                | 11                |
| Total  | 44               | 100               |

The issue of charging for services does not seem to be a problem to the users so long as the toilets are well maintained and cleaned. An overwhelming 72 % of those interviewed think the services should be charged.

## **5.6 The best sustainable alternative management of public toilets within the Central Business District**

Although rigid procedures may limit what goes wrong, they also do not allow initiatives to be taken and outstanding service to be provided. This is why government institutions worldwide are relatively inefficient in a competitive environment and there is a global trend to privatize or commercialize public institutions.

### **5.6.1 When are rules and regulations necessary?**

They are necessary wherever and whenever it's absolutely essential that things be done in a certain way. For example, it is absolutely necessary that a pilot follow a procedure to land an aircraft.

Where procedures are not absolutely necessary for the well being of a given public authority, they should be documented in the form of guidelines that allow initiatives for improvement as long as nobody is disadvantaged, standards are maintained and the concerned authority not made vulnerable in any way.

This seems to be what is happening in the management of public toilets within the Central Business District today. In the current management of public toilets in the Central Business District, there are no clear legal framework concession public toilets, what is used is a form of guidelines.

### **5.6.2 There are two options that the research team identified.**

- *Option one.*

Nairobi City Council should manage all public toilets within the Central Business District.

***Advantages:***

- There is a clear legal framework
- There will be no charges leveled on the public for use

***Disadvantages:***

- Mismanagement
  - Public toilets are likely to be vandalized because there will not be surveillance and monitoring
  - Lack of regular maintenance because of red-tape bureaucracy
  - Lack of funds for maintenance
- 
- *Option Two*

Involve private sector participation.

In this option, the study team identified concession as the best alternative amongst other models discussed earlier.

But, the question that comes to planners and manager's minds is this; "How do you deal with the whole question of regulation in concession?"

### 5.6.3 Concession

Once you bring in a profiteer and allow him to take control of your structure, you must bring in a strong regulator to ensure that monopoly power is not used against the interest of the public. The rule of the thumb is that an independent body must regulate any private firm, which provides a service to the people at profit.

Secondly, the private company can only be allowed to operate a license with clearly spelt out obligations and performance benchmarks.

What are the safety nets to ensure that the private providers will not deny the ordinary 'mwananchi' access to public toilets?

In essence, it makes a rather bad situation look better. There are actually many aspects of it, which make economic sense. The survey revealed that a private provider could make up to 10, 000 Ksh per day on a good business day as a day's collection. It represents the most ambitious attempt at radically changing the way public toilets have been managed in the city before.

#### The Best Alternative Option

Bringing in the private sector to rehabilitate public toilets was not a bad idea. But what Nairobi City Council cannot do is to allow private sector operators to take over the full management of public toilets. This seems to be the case, because although the private operators remit a monthly charge of Ksh 8,000 to Nairobi Central District Association, there is no law that regulates them in case one defaults, and Nairobi City Council seems to have abducted their management role totally to Nairobi Central Business District Association.

#### **5.6.4 The legal Framework**

The Nairobi City Council and the Nairobi Central Business Association adopted a concession way of managing the public toilets, however, there was no proper legal framework concessioning public toilets. What Nairobi City Council adopted was a management framework similar to what is currently applied in Kampala City, although in the Kampala model, for the purpose of sustainable arrangement, the City Council allowed policy changes to allow ease in management of the public toilets. This is not what Nairobi City Council and Nairobi Central Business District Association did. The legal agreement is simply a signed letter between the two parties that is tantamount to breach because the signed letter has no proper legal framework on which to fall back in the event that there is a breach of contract.

**See Annex number 1 and sample the agreement letter that sealed the deal between Nairobi City Council and Nairobi Central Business District Association.**

#### **5.6.5 The Best Alternative Option**

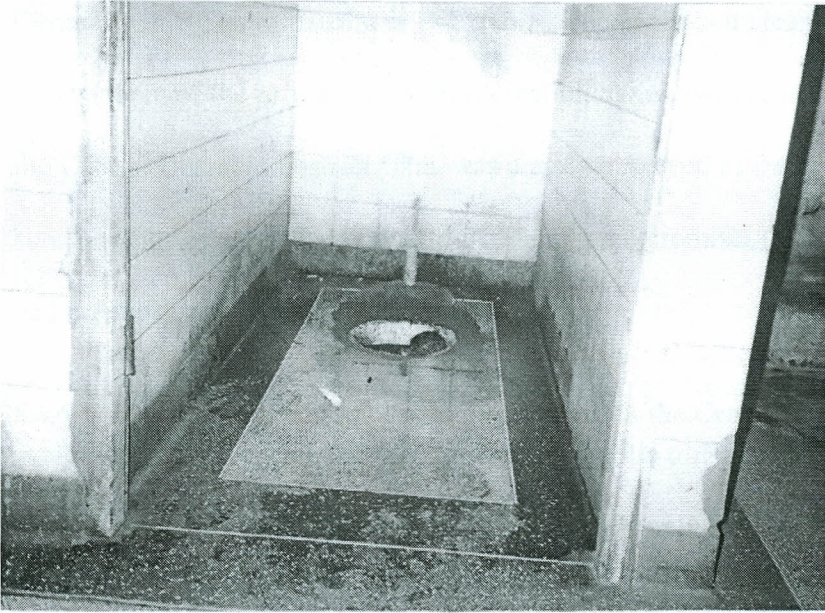
However, having looked at all the options available, concession seems to be the best alternative option available in the management of public toilets within the Central Business District. What should now happen is that the Government should come in to change policy on the management of public utilities, specifically public toilets.

It is quiet evident that what is happening to Nairobi today is a better option that what was there before. However, the government should now come in and facilitate well-documented guidelines to specify roles of all the parties involved. For example, the role of Nairobi City Council should clearly be resigned to policy formulation through proper by-laws while the day to day monitoring should be under the umbrella body of a well

structured committee involving all the stakeholders including Nairobi City Council's technical officers, Nairobi Business Association and representatives of private providers.

To make the concession model work towards achieving sustainable management of public toilets within the Central Business District, it can be modified to bring in the concept of licensing with clearly spelt out obligations and performance benchmarks. The impact that the rehabilitation programme has had in Nairobi at large cannot be whisked away. The rehabilitated public toilets has actually increased the aesthetic value the Central Business District..

The involvement of private participation in the management of the public toilets in the Central Business District has brought in the concept of cleanliness and maintenance, something that was not there when public toilets were directly under the management of Nairobi city Council. The contrast of the rehabilitated toilets now in the hands of private operators and the ones still managed by Nairobi City Council is quite glaring.



**Plate 7: One of the toilets still under the management of NCC**

One important aspect that the private sector participation has brought in the management of public toilets within the Central Business District is that it has created a sense of confidence in the customers as compared to the ones still under the management of Nairobi City Council. It has increased the customer base to include even the socially elite group in the society as compared to the ones still under the management of the Nairobi City Council where the facilities are associated with street families.

Another positive aspect of the involvement of private sector participation in the management of public toilets within the Central Business District through this rehabilitation programme is the fact that most unfortunate group of people in the society are allowed to use the facilities without having to pay for the services. Most of the public toilets have clearly demarcated rooms for the unfortunate group of the society.

Generally, the Central Business District has become much cleaner than it was before the involvement of the private sector participation in the management of public toilets within the Central Business District. This was clearly observed in the level of cleanliness in the surroundings of areas that had public toilets in the promiscuity as compared to areas that had no public toilets at all in the surrounding

#### **5.6.6 Optimal distribution of public toilets within the Central Business District**

As earlier indicated in the report, most of the public toilets within the Central Business District were constructed before 1963. Thereafter, only five public toilets were constructed to commemorate the silver jubilee celebrations in 1988 and the ten-year Nyayo era that coincided. The population of Nairobi then was estimated to be about 267,000 whereas the current population of Nairobi is estimated to be about 2.4 million (Central Bureau of Statistics, 2003).

Although there is no definite figure for the daytime population of Central Business District due to the fact that census is always done at night when most people have retired to their houses outside the Central Business District, the fact that the population of Nairobi has grown tremendously in the last forty years means that the number of people within the Central Business District during the day has definitely increased. Moreover, Nairobi as the central administrative town houses most government ministry headquarters.

However, even though the population has been increasing, there has not been proportionate increase in the number of public toilets within the Central Business District. In some cases, some of the toilet blocks have been demolished and other types of land uses constructed in their stead.

The demand for services for public toilets is higher than the available blocks currently serving the public. Out of the 60 people interviewed, only 55 % use public toilets, others use bars, hotels, offices and learning institutions within the Central Business District. This means that there is room to construct more public toilet to serve the 45 %.

**Different places where residents go to the toilet when they are in the city**

| <b>Where residents go to the toilet when in the City</b> | <b>Frequency</b> | <b>Per cent age</b> |
|--|------------------|---------------------|
| Public toilets   | 33               | 55                  |
| Bars   | 4                | 8                   |
| Hotels   | 14               | 23                  |
| Office   | 2                | 3                   |
| Others   | 8                | 13                  |
| Total  | 60               | 100                 |

**Table 3**

According to the owners of business premises, the use of their facilities by the public for toilet services is a very big problem due to the implying effect of high operation and maintenance costs.

The study team also observed the increased human traffic in the rehabilitated public toilets. This may lead to increased operation and maintenance costs with time. Given the status of the six public toilets still under the management of Nairobi City Council in the Central Business District, there is need for urgent intervention so that they can be rehabilitated under the current rehabilitation programme.

Besides, the current number of public toilets within the Central Business District is inadequate to serve the current human population. Analysis by this study team

determined the need for more public toilets within the Central Business District. This was based on information from interviewed business premise owners who complained of continued interference with their business premises for use of toilet facilities.

The study team also observed deficiency of public toilet facilities in certain parts of the Central Business District. The availability of free land for construction of the facilities was however not established. However, the study identified areas that needed urgent construction of public toilets as the following;

1. Ambassador bus stop / Kencom Bus stop
2. Gill House Matatu terminus on the Tom Mboya side
3. Haille Sellaise / Uhuru Highway to replace the one which was demolished.
4. Old Nation Centre Roundabout
5. Accra / River road junction ( Nyeri Matatu terminus
6. Nyamakima area ( Nakuru Matatu Terminus

As earlier indicated in this report, the nearest public toilet to Ambassador bus stop / Kencom bus stop is more than 200 meters. Most of the business society around this area has tried to have Nairobi City Council to approve a plan for construction of a toilet although this has not materialised. Taking into account that this is almost the central part of the Central Business District, there is need for a public toilet block to be constructed.

There is need for a public toilet block to be constructed along Tom Mboya street, around Gill house Matatu terminus to cater for a number of small scale business society that has

increased in population in the last few years, most selling their wares in semi- permanent, pavements and permanent structures commonly referred to as “exhibitions”. This area also harbors quite a number of hawkers. The nearest public toilet in this area is at the bus station, a distance of more than 200 meters.

All along Haille Sellaisse Road right from the Railway Station; there is no public toilet block yet other land uses have continued to come up. This area houses institutions like the Kenya Polytechnic and the Kenya Times Towers which has a great number of visitors during the day due to the fact that it houses the tax payment offices and road licensing offices. Moreover, the public toilet that was constructed in this area was demolished and a petrol station constructed instead.

Around Old Nation roundabout, the nearest public toilet is at the Globe Cinema Roundabout, a distance of more than 200 meters. The study team realized the need to construct a public toilet here because it has a high population due to the fact that it serves as bus terminus to Matatus serving Thika road, Nairobi Busia Highway route, Limuru road and Kiambu road.

Accra / River road junction (Nyeri Matatu Terminus) is another area that needs a public toilet. Although there is a public toilet at Accra road, the human traffic in this particular toilet is so heavy that it cannot meet the demand of the population of that area. The study team found out that this public toilet could have as many as 2,000 customers in any given day, thus compromising on effective service delivery.

Nyamakima area (Nakuru bus Terminus) is another area that is in dire need of a public toilet due to the high population of travelers going upcountry.

**See annexed map number 1 which shows the spatial distribution of public toilets and the proposed areas for construction of new public toilet block.**

## 6 CONCLUSIONS AND RECOMMENDATIONS

### 6.1 CONCLUSIONS

There is no doubt that there is a clear contrast in the public toilets being managed by Nairobi City Council as compared to the ones which have been rehabilitated and are currently under the management of private providers through Nairobi Central Business District Association. Most of the public toilets still under the management of Nairobi City Council are dirty and unkempt, with most serving as hideouts to street families, which is very dangerous to the society at large. There are many factors that have led to continued, mismanagement of public toilet under the management of the Nairobi City Council; some of the factors include bureaucracy and lack of adequate funds to manage the public toilets.

The reasons as to why Nairobi City Council does not effectively manage public toilets include;

- Lack of funds or inadequate budget allocation for maintenance of public toilets.
- Red-tape bureaucracy, which is not very conducive for quicker response to issues that may warrant quick attention.
- Rampant vandalism and theft due to no proper surveillance and no proper structurally sound doors.
- Poor water supply due to water rationing in the city centre and lack of proper storage tanks within the toilet blocks.

However, the involvement of private sector participation in the management of public toilets has brought in better management of public toilets. This has also increased confidence among the residents of Nairobi towards the usage of the public toilets.

The new management has promoted small-scale sector entrepreneurship because it has employed quite a number of people; operators, cleaners and security personnel to Mann the facilities.

Generally, most of the public toilets under the current management are cleaner and well maintained as compared to when they were under the management of Nairobi City Council.

## **6.2 RECOMMENDATIONS**

“Private sector participation in the provision of municipal services is no less demanding than the in-house rendering of these services, but the evidence from other comparable urban situations suggests that the results will require less council resources and lead to significantly better services for customers, consumers and voters. The authorities hope, through this shift, to transform a public health hazard into a public convenience”. (Water and Sanitation group, 2004) on the eve of involvement of private sector participation in the management of public toilets in the Central Business District as pilot project.

There is considerable potential for the sustainable management of public toilets within the Central Business District. A part from increasing the cleanliness and the aesthetic value of Nairobi as the green City in the sun, other benefits includes efficiency gains, improved quality of service and the ability to raise funds for maintenance.

This study therefore identified issues that are pertinent to sustainable management of public toilets within the Central Business District.

1. There is need to rehabilitate the six toilets still under the management of Nairobi City Council and be incorporated into the current management programme. This is because most of these toilets under the management of NCC are vandalized, dirty and most of them serve as hideouts for street families and thieves, thus posing a great danger to the society. Moreover, if these six public toilets are rehabilitated, they will add on to the number serving the public thus reducing the deficit. These six public toilets are in good conditions structurally and need minimal rehabilitation to function.
2. There is need for construction of six more toilets within the Central Business District to realize the market demand as was observed by this study team. Although the study team did not establish the availability of land to construct these public toilet blocks, local authorities have the power to exploit Local Government Act, Government Lands Act, Land planning Act or Physical Planning Act of 1996. Local Authorities can exploit these acts in the forms of 'eminent domain' or 'police power' through the use of by-laws as desired.
3. There is need for Local Authorities to amend by-laws to permit private sector participation in the management of public toilets. What is in place is not binding and effective management may not be realized. Moreover, it is not sustainable because there are no legal framework to fall back to incase of a breach of contract.
4. The Nairobi City Council needs to play their role effectively if the whole rehabilitation programme is to succeed. The role of which department to be in

charge of public toilets should be clearly spelt out. The view of the study team was that the role of Water and Sewerage Department, now under new private management should be taken over by Public Health Department within the Nairobi City Council.

5. The roles of procuring operators to run the public toilets, setting performance standards for refurbishment and subsequent operations and maintenance, reviewing contractors' submissions on cost increases and approving user fee charges, commissioning public awareness campaigns and approving construction of additional public toilets should be handled by the whole steering committee, not just in writing, but practically. What is happening today is that an officer from NCBDA does some of these tasks alone. It is easier to compromise an individual than a group of stakeholders working on a common front. There should be a secretariat to handle administrative works of this committee.

As earlier mentioned in the report, the role of Nairobi City Council should be policy formulation of by-laws. In the committee, we should have technical officers from Nairobi City Council, preferably a public health officer and an Engineer to oversee approval procedures of new additional public toilets. Other stakeholders of the committee should include NCBDA, the Central Government, and representatives of private operators and one member of the business community

6. The wishes of Nairobi residents is that the management of public toilets within the Central Business District are better placed in the hands of the private operators

and therefore Nairobi City Council should relinquish its day to day operations to private operators.

7. The NCC should introduce licensing with conditions accompanying it to act as regulatory mechanism.

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## MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding (herein referred to as the Memorandum) is concluded between

NAIROBI CITY COUNCIL (NCC)  
P. O. Box 30075  
NAIROBI

and

NAIROBI CENTRAL BUSINESS DISTRICT ASSOCIATION (NCBDA)  
P. O. Box 10687-00100  
NAIROBI

The purpose of this Memorandum is to agree on the principle of partnership between NCBDA and NCC towards the rehabilitation, management and maintenance of the public toilets under the NCBDA/NCC Toilet Rehabilitation Program.

The Toilet Rehabilitation Program approved by the Council in 2001, charted the way forward in providing public conveniences to members of public, workers and visitors accessing the Central Business District. It underlined the need for NCC, private sector and members of the public to form a partnership as a tool for the sustainable management of the public toilets.

In subsequent consultations between NCBDA and NCC, the City Council's role in this partnership would entail;

- a. Technical assistance
- b. Provision of water
- c. Waiver on advertising fee
- d. Exclusive advertising period
- e. Access to the toilet
- f. Monitoring performance
- g. Provision of lighting

*Chairman*  
*For the*  
*Council*  
*A/C*

On its part, NCBDA would strengthen the partnership through;

- a. Mobilisation of financial resources
- b. Rehabilitation and/or reconstruction of the dilapidated toilets
- c. Provision of security, cleaning materials and consumables
- d. Operations and maintenance

On their part, members of public would support this partnership and the project in general through;

- a. Payment of a token access fee of Kshs. 5/= that would guarantee the availability of clean, sanitary and hygienic public conveniences (toilets) also symbolize new partnership with the public.

This Memorandum of Understanding (MoU) is agreed upon to renew and reinforce the partnership between Nairobi City Council (NCC) and NCBDA aimed at ensuring the continuity of the toilet rehabilitation program. Furthermore to create more impetus for the rehabilitation of more public toilets.

Under this Memorandum, NCBDA undertakes to strengthen private sector and public support towards the rehabilitation of public toilets.

For its part, the Nairobi City Council undertakes to continue its support as highlighted (above) in this MoU.

That through this Memorandum, NCC's recognition of NCBDA as a partner in the provision of public toilets is underlined and that this Memorandum is hereby signed to reveal NCC's commitment to fully functional public toilets; to NCBDA's continued management of the public toilets; and the public's support of the program through the payment of access fee.

For the purpose of strengthening this partnership as envisaged under this memorandum, a quarterly update of the performance of the toilets be submitted to the Nairobi City Council (NCC) by NCBDA. The update will provide a platform for improvement of the project and for joint strategy towards its enhancement.

This memorandum is in effect from the date of signature and will be subject to review after five years.

This memorandum may be terminated by either party before expiry of the date of the memorandum by giving notice in writing to the other party. The period of the notice shall be ninety-one (91) days.

No change in or modification of this memorandum should be made except by prior written agreement between NCC and NCBDA.

Signed this ..... day of ..... 2004

For NCBDA

For NCC

.....  
Mr. Festo Fadamula  
Chief Executive Officer

.....  
Mr. Francis Magaju  
Town Clerk

.....  
Mr. Charles Kahura  
Chairman

.....  
H.W. Cllr. Joe Aketch  
Mayor

Legend



REHABILITATED



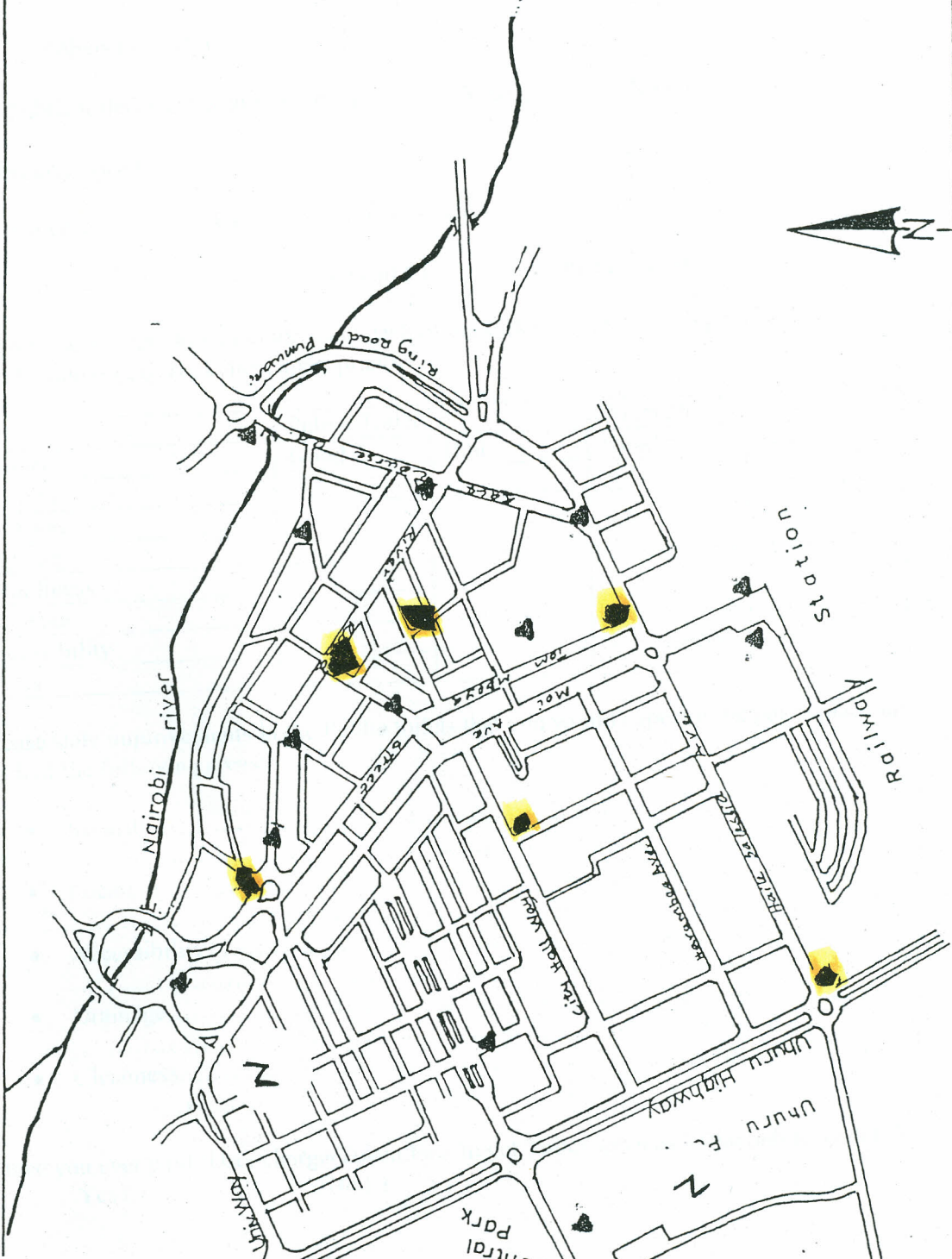
ABANDONED



PROPOSED



NOTE: OTHER THREE UNDER NCC IN CITY MARKET (NOT SHOWN)



OGENDO, M.A  
KENYATTA  
UNIVERSITY

2005

PUBLIC TOILETS IN CITY CENTRE - NAIROBI

in

st?

## QUESTIONNAIRE: SERVICE USERS:

1. Gender: Male..... Female.....
2. Age
- Below 20..... 20-29..... 30-39..... 40-49.....

3. Where do you go for toilet services when in town?

Public toilets ( ) Bars ( ) Hotels ( ) Office ( )

Others (specify).....

4. Are Public toilets usable during the night? Yes ( ) No ( )

If No, give reasons.....

5. In most cases, which toilet services do you seek for?

Short calls ( ) Long call ( ) others (specify)

6. In your view, what do you think about each of the following factor in regard to Public and Private toilets: (tick most appropriate)

| Factors       | Public Toilets |     | Private toilets |     |
|---------------|----------------|-----|-----------------|-----|
|               | Good           | Bad | Good            | Bad |
| Security      |                |     |                 |     |
| Location      |                |     |                 |     |
| Lighting      |                |     |                 |     |
| Cleanliness   |                |     |                 |     |
| Drainage      |                |     |                 |     |
| Accessibility |                |     |                 |     |
| Doors         |                |     |                 |     |

7. Please state improvements in the Public toilets that you would expect to be put in place in each of the following areas:

- Security.....
- Location.....
- Accessibility.....
- Drainage.....
- Cleanness.....

8. Have you ever paid 'User charge/Token/Fee' to get Toilet services in the public Toilets?  
Yes ( ) No ( )

9. If Yes to Q8, What was the fee/token paid and for what service?

| Service         | Fee/Token Paid (Kshs.) |
|-----------------|------------------------|
| Short call      |                        |
| Long call       |                        |
| Other (specify) |                        |

10. Have you ever paid fee to get toilet services in the Private Premises (e.g. hotels/bars)?  
Yes ( ) No ( )

11. If Yes to Q10, What Was the fee/token paid and for what service?

| Service         | Fee/Token Paid (Kshs.) |
|-----------------|------------------------|
| Short call      |                        |
| Long call       |                        |
| Other (specify) |                        |

12. Do you think it's a good idea to charge for toilet services in order to get better services?

13. If Yes To Q12, Who do you think should manage public toilets and charge for the services?

- ( ) City Council
- ( ) Private Entrepreneurs
- ( ) Street Boys
- ( ) other specify.....

14. If services in Q14 are to be provided in the public toilets, would you be willing to pay for the services?

- Yes ( ) No ( )

15. Do you think it's a good idea to privatize public toilets in Nairobi? Yes ( ) No ( )

16. If Yes to Q15, give reasons.....  
.....

17. If toilet services were to be charged, what would you prefer to be basis of charging?

- ( ) Per visit
- ( ) per service e.g. short call, long
- ( ) other specify.....

18. On average, how many times do you seek for public toilet services in a day?.....

19. What's your opinion on management of public toilets by private enterprises. Are they better than NCC?.....  
.....

ANNEX 4  
**QUESTIONNAIRE: OPERATOR**

1. Gender: Male ( ) Female ( )
2. Are public toilets useable at night/ Yes ( ) No ( )  
If No, give reasons.....  
.....
3. In most cases, which toilet services do user seek for?  
Short calls ( ) Long call ( ) others (specify).....
4. In your view, are most of the Public toilets users in formal employment?  
Yes ( ) No ( )
5. On average, how many of the following seek for toilet services in a day?  
Men..... Women ..... Children.....
6. Please state improvements in the public toilets that you would expect to be put in place each of the following areas:
  - Security .....
  - Location .....
  - Accessibility .....
  - Drainage.....
  - Cleanness.....
  - Others (specify).....
7. Do you think it's a good idea to charge for toilet services in order to get better service?
8. If Yes To Q7, Who do you think should manage public toilets and charge for the services?
  - ( ) City Council
  - ( ) Private Entrepreneurs
  - ( ) Street Boys
  - ( ) other specify.....
9. Select which of the following services you would expect to find in a toilet:
  - ( ) Wash Basin
  - ( ) Soap
  - ( ) Tissue Paper
  - ( ) Hands Dryers
  - ( ) Sanitary baskets/bins
  - Other (Specify).....