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## STRATEGY FOR SANITATION PROGRAMME

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### Introduction

This strategy for the latrine-with-education programme has grown from the experience of the Socio-Economic Units working with a high level of community participation over 3 years. This paper describes how the programme is implemented. It addresses four issues: construction, community and beneficiary motivation and participation, education/communication for improved sanitation and, lastly, how these three elements should be blended and accounted for.

Each one of these elements is equally important. The education/communication component is meant to be sound, relevant and community-based.

In terms of community and beneficiary participation, the Panchayat and Ward Water Committees take the lead in organizing and implementing the programme. Our ultimate goal is that the programme should be executed by the panchayat independently.

With respect to construction, the strategy shows how to reduce costs and set up community-based supervisory and monitoring. The SEUs still have to fully address the challenge of construction in water-logged areas and the challenge of the rapid inflation now prevailing in the cost of commodities.

Within one year this strategy will be revised, focussing on the above issues and beneficiary selection procedures.

The Socio-Economic Units wish to thank, in particular, the many dedicated panchayat and community members for making this programme possible.

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STEPS AND TIME PERIOD FOR IMPLEMENTATION  
FOR EACH PANCHAYAT

	Month 1	2	3	4	5	6	7	8	9	10	11	12
1. identify/select panchayat												
2. data to be collected												
3. panchayat meeting												
4. construct demo latrines												
5. role of panchayat												
6. Panch. plan and contribution												
7. WWC training												
8. mobilization & health education												
9. beneficiary selection & contribution												
10. beneficiary education												
11. identify/train masons												
12. pit marking pit digging												
13. construction, purchase												
14. use and maintenance												
15. technical verification												
16. follow-up & monitoring												
17. documentation												

See the following pages for directions about each item above.

## STEPS IN IMPLEMENTATION OF THE PLANOPS PROGRAMME

The target for this programme is 50% of the below poverty-line population. Please note, however, that donors have provided only one-third of the funding needed to achieve this.

### 1. Selection of Panchayats

The following guidelines may be followed in choosing the panchayats for the sanitation scheme.

a. Interest within the panchayat should be high for this programme. Ways of assessing this might include:

Is the panchayat willing to take on administrative/supervisory tasks?

Is the Ward Water Committee active and strong in the panchayat? Is the panchayat agreeing with these guidelines?

Does the panchayat wish to offer a contribution which would be used to expand coverage in that Panchayat?

Are there groups (youth clubs, ICDS, Women's clubs, schools etc) that would be interested in collaborating in this programme in the panchayat?

b. Availability of water for the latrines.

c. Preferably less than 50 percent households should have sanitary latrines.

d. Preferably with historical occurrence of water-related diseases in large number (for example, coastal areas with low sanitation coverage)

e. Panchayats with low income.

f. Other:

- Willingness to provide accommodation for meetings and training session for all SEU support activities in the panchayat.

- Support for Health Education activities to be conducted for the beneficiaries and general public, with the SEU. (See Health Education Guidelines, at the end).

## 2. Data to be collected

1. Name of the Panchayat
2. Population of the Panchayat (by ward)
3. Number of Wards
4. Grade of the Panchayat
5. Number of Households
6. If possible, number (and %) of households below poverty line in each ward
7. Number of houses with latrines in each ward at beginning of the programme:
8. Revenue of the panchayat for the current financial year and last financial year
9. How many subsidized latrines have been constructed in the panchayat to date (by ward)?

Type of latrine	double pit	single pit	ESP
Number of Units	_____	_____	_____

10. Are there any on-going sanitation programmes? Where, what kind and how much is being constructed?
11. Particulars of needy areas and colonies by ward
12. Particulars of active institutions in the panchayat
  - a ICDS Centres
  - b Schools
  - c Colleges
  - d Health Centres
  - e Others
13. If available, please collect statistics about water-borne diseases in the panchayat for the past two years (for example, from PHC)
14. Water Availability (Optional)
  - a Wells private \_\_\_\_\_ public \_\_\_\_\_
  - b ponds private \_\_\_\_\_ public \_\_\_\_\_
  - c River or Stream
  - d Public Taps

## 3. Panchayat Meeting:

To brief the panchayat about details of the programme, cost, technology, beneficiary participation, role of each committee - health education and how to submit the panchayat at proposal and contribution etc.

## 4. Construct demonstration latrines

This should be constructed in each panchayat to determine the exact costing for that panchayat. Check carefully labour costs during this construction. The demonstration latrines should be built for the ICDS, health clinic, for example.

The costing of the latrine in this way determines how much subsidy will be given for each latrine in that panchayat. It also determines how much the beneficiary will have to contribute. The cost should therefore be kept as low as possible for each panchayat, for example, by using locally available materials (laterite, composite bricks etc.)

### 5. Role of the Panchayat

The programme will generally be undertaken in a phased manner such as one or two wards at a time. Details of the activities noted below are shown on the following pages.

The Panchayat Council shall be active in the programme as described in the following paragraphs.

Panchayat Water Committee consisting of panchayat ward members, representatives from the Ward Water Committees and institutions involved in the programme, will meet as needed.

An Executive Committee will look after the day-to-day affairs of the programmes (including construction and education activities). The Executive Committee members are: the Panchayat President, Executive Officer, an SEU Official, one lady member (elected by all the WWC members or the women WWC members). A local KWA Assistant Engineer will have a standing invitation to participate as a member of the Executive Committee. The Ward Member from the Ward where programme implementation is on-going, is a special invitee to the Executive Committee.

### 6. Panchayat Plan and Contribution

The Panchayat is provided with written information. The Council discusses and plans the implementation of the programme with the SEU.

Panchayat Council then takes resolutions to implement the programme in collaboration with SEU, and contribute to it. This resolution is transmitted to the Director of Panchayats with a request for sanction. The agreement with the panchayat must be completed and signed.

The panchayat contribution should first be transferred into the bank account for this programme. Panchayat contribution may be used for extending the programme in the panchayat and/or reaching the very poorest people.

The Panchayat should have provision in its budget for low-cost sanitation. Lastly, the panchayat should introduce legislation of latrines for new houses if relevant policy exists.

### 7. Ward Water Committee training

WWC is in charge of general implementation of the programme in each ward and is responsible for all the health education activities. Training must be given to the WWCs and preparations made for health education activities which last for about 12 months in the panchayat (that is, 3 months preparatory/mobilization, 6 months intensive and 3 month phasing out programme).

### 8. Mobilisation and Health Education

In panchayats where the SEU has not been previously engaged, mobilization/health education activities will be carried out by WWC together with existing local agencies such as ICDS and PHC for at least 3 months.

## 9. Beneficiary Selection and Contribution

Beneficiary selection is to be done by Ward Water Committee with SEU and scrutinized/endorsed by the Panchayat Council. Contribution must be deposited in the Panchayat office. A separate register has to be maintained in the panchayat for beneficiary contributions.

The total beneficiary contribution is 25%. This is usually equivalent to the digging of the pits plus a 20% financial contribution. Beneficiary should dig the pits. The beneficiaries are responsible for transporting materials from the main road or store house to the site, assisting the helper etc.

### Criteria for beneficiary selection

The criteria to be followed for the selection of beneficiaries for the latrine-with-education programme are:

1. Families below the poverty line currently defined as a monthly income of below Rs.500/-
2. Beneficiary should express keenness to own a latrine and participate in all the health education activities.
3. There should be adequate water supply to maintain the sanitary latrine.
4. There should be sufficient space to construct a latrine without posing any problems to sources of drinking water, and other households. There should be a minimum distance of 10 metres between the latrine pits and existing drinking water sources.
5. Households to be given priority are: (a) headed by disabled or handicapped; (b) headed by widows; (c) scheduled castes or tribes not already served by other sanitation programmes.
6. Land to construct the latrine and house should be owned by the beneficiary.
7. Beneficiaries are to remit the beneficiary contribution and dig pits before construction begins.
8. If other criteria are needed for beneficiary selection, the following should apply:
  - huts and colonies
  - owning less than 5 cents land
  - number of female children
  - number of economically active people in the household.

### Beneficiary Selection Process

1. The survey of current coverage with household latrines should first be completed.
2. Ward Water Committee then provides an up-dated list of eligible beneficiaries in each ward.
3. WWC members and the Panchayat Office distribute application forms to eligible beneficiaries and collect the filled forms.
4. These forms are handed over to SEU with ward members' (or designated WWC) recommendation regarding eligibility.
5. SEU personnel together with Ward Water Committee scrutinise the forms and make field verification. Beneficiaries lists are displayed in important places of wards for public comments. Panchayat Council scrutinizes and approves the list.
6. Ward Water Committee persuades the beneficiaries to remit their contribution in the panchayat. Register must be kept of beneficiary contributions by panchayat.

### Beneficiary selection process-alternative procedure

1. The survey of current coverage with household latrines should first be completed.
2. From the survey, the Ward Water Committee then provides a short list of eligible beneficiaries in each ward who meet the selection criteria.
3. Field organizer visits each house on the short list.
4. The Ward Water Committee and Field organizer finalize the list of potential beneficiaries. Beneficiaries lists are displayed in important places of wards for public comments. Panchayat Council scrutinizes and approves the list.
5. Ward Water Committee persuades the beneficiaries to remit their contribution in the panchayat. Register must be kept of beneficiary contributions by panchayat.

#### 10. Beneficiary Education

During this time the following topics will be covered: need for a latrine, health education and sanitation topics, use and maintenance of a latrine, responsibilities of beneficiaries, amount and mode of remittance of contribution. Give and explain work sheet, introduction of technology, water seal, peoples participation etc (2-3 months). Describe the entire programme. Beneficiaries must attend 3 educational meetings before construction can begin.

#### 11. Identification and Training of Masons

Ward Water Committee identifies the local masons. Lady masons should be engaged wherever available. Experienced masons, SEU Programme Officers, Health Department personnel and SEU draftsman give the training. The training should include how to communicate with families about the technology and health aspects of sanitation to the households. (2 to 3 days training programme)

#### 12. Pit Marking and Pit Digging

Marking on ground is done by a technical person/health inspector and trained WWC members. Beneficiary digs the pit according to the dimensions explained by the technical person/WWC member.

#### 13. Construction and purchase

Quality of construction has to be periodically inspected by the Overseer or Sanitation Supervisor. SEU and KWA staff should in any case make spot checks during the construction period. The report of the periodic and spot inspections should be given to the Executive Committee. Intense health education activity (5-6 months) to begin at this stage. Also emphasize the role of mason/draftsman as agents of health education in individual beneficiary houses.

The Executive Committee decides on sources of procurement. Printed vouchers must be used for all purchases; and separate cash book for all remittances and withdrawals has to be maintained by panchayat. The voucher must be signed and approved by sanitation supervisor and by the ward member (or WWC secretary if nominated by the ward member).

The Sanitation Supervisor has to submit weekly report of progress and monthly accounts Field organizer/SEU official to make fortnightly visits. Each sanitation unit must have a serial number. SEU to maintain list of these. The total stock position and register should be checked (and submitted) periodically.

See accounting and administrative procedures on pages 10 and 11



14. Use and Maintenance after construction

Guidelines on use and upkeep of latrines are given in small group meetings. Some Units also supply at this stage: a booklet/leaflet or instruction in use, a brush to clean the latrine. Education activities should emphasize the following:

- children and men should use latrines
- washing hands with soap/ash after defecation
- maintaining water seal
- preventing blockage
- keeping surroundings and latrine clean.
- other special issues for that family, ward or panchayat

Remember, only a minimum amount of water need be used for efficient flushing; and this is an important consideration to prolong the life of the pits and for conservation of water.

15. Technical Verification Of Units

SEU personnel, generally the draftsman, certifies fitness.

16. Follow-up:

Ward Water Committee (or in some cases an external assessor) conducts periodic follow-up of the latrine (monthly at first, then quarterly and semi-annually).

17. Documentation:

For each panchayat, the following information should be available, kept in one file for each panchayat:

- (1) Panchayat contract and proposal
- (2) -wards in which work undertaken and dates of beginning construction in each ward. number of latrines to be constructed in each ward. Confirmation at the end that these were (were not) constructed and date of completion of construction.
- (3) - register of beneficiary contribution (panchayat). Name, address of beneficiary, amount paid, - application forms or pertinent information concerning the beneficiaries and serial list of latrines together with technical verification.
- (4) -accounts: Register of accounts for programme. State total amount of SEU input. State amount of panchayat contribution and how that was spent. Please note that accounts for each panchayat covering their contribution and the SEU contribution must be available (either in the SEU office or the panchayat) and kept in good order. This will be subject to an external audit (financial staff of SEU).  
- See the following pages which give directions for accounting, purchase and supervision.
- (5) -education: For each Panchayat, note any unusual things about the education programme (new topics covered that are not usually covered, problems, good things that happened--be specific). List any other SEU education or project activities going on in that panchayat.  
-Follow-up include all data collected in follow-up which relate to use of latrines, household sanitation, quality of construction, defects in the materials used in construction, and so on.

ACCOUNTING PROCEDURES AND PURCHASE FOR LATRINE CONSTRUCTION  
ACTIVITIES

1. Signing of agreement between Panchayat (President and Executive Officer) and SEU (Head, SEU).
2. As per agreement, a joint bank account will be established in a bank branch jointly selected by the Panchayat and the SEU and preferably located in the panchayat. Cheques may be signed by the Executive Officer and a representative of SEU (Programme Officer CO/HE).
3. Panchayat deposits contribution into the joint bank account. (This could be done at the time of opening the bank account).
4. On receipt of a confirmation (for example, verification of the bank passbook) and upon receipt of a written request from the Executive Officer of Panchayat, SEU will hand over a check or demand draft for a specified amount.

BENEFICIARY CONTRIBUTIONS

1. Beneficiary should be encouraged to pay their contribution. This should be remitted at the Panchayat Office directly or through the Ward Water Committee and an official receipt must be issued to the beneficiary. This receipt will have to be produced when work starts for any verification. The receipt should contain following information: name of beneficiary, house number, ward number, amount and date of receipt (i.e. date of issue of receipt).
2. It is possible that the beneficiary may not be able to pay the full contribution in one lot. Part contribution may be accepted, but should be properly recorded. However, construction of latrines for such beneficiaries should be started only after receipt of full contribution. Recording of different part/full payments should be done in a book. payment details).
3. Beneficiary contributions collected during one day should be deposited in the bank the next day. Remittance receipts from bank should be chronologically filed.
4. All the beneficiary contributions should be properly accounted as income to the joint construction account. Please note that the beneficiary contribution not, however, form part of the Panchayat contributions.

### PROCEDURES FOR PURCHASES

1. A Sanitation Supervisor will be appointed (with salary from the joint account). The Supervisor is responsible for implementation as directed by the Executive Committee in collaboration with the Field Organizer.
2. It is essential to calculate and prepare the quantities of various construction materials required. Care should be taken that the total purchases do not exceed the prescribed quantities. A specimen of the form for monitoring the total purchases is shown in page 14 which should be maintained by the Supervisor to be handed over to the Executive Officer/Committee.
3. It would be ideal if a few reliable suppliers could be identified at various points who would be willing to cut their profit margin and supply materials for the construction at a lower than market price, for example cement.
4. The supervisor should estimate the requirements of materials for a ward or for the next 15, 30 or 45 days, as convenient. The quotation or quantities and rates should be submitted to the executive committee for their approval.
5. The actual purchases should be made by the supervisor as directed by the Executive Committee. Once the bill is received by the Supervisor and the WWC Secretary/Ward member verified the receipt of commodities in good order then the Executive Officer/SEU Officer makes payment by cheque. For verification of the commodities in good order see page 15.

### PAYMENT FOR CONSTRUCTION EXPENSES

Purchase from market (cement, steel, roofing sheets, wood, hardware items) should be supported by printed bills.

Suppliers locally available items like laterite, country burned bricks, broken stone, sand would not have a printed receipt. A stamped & signed voucher should be obtained from these suppliers for all such purchases. From this point, verification should be made as stated in paragraph 5 of the previous section.

### ACCOUNTING PROCEDURES

1. A simple accounting procedure should be maintained by the Panchayat for recording all expenses and incomes.
2. The Executive Officer must ensure that for each and every entry in the account book, there is a supporting bill or voucher. The cash and bank balance should always match with the figures in the account book. This book and other registers and forms are subject to periodic inspection by the Executive Committee, SEU Office Superintendent and external auditors.

SUPERVISION OF CONSTRUCTION AND PROGRESS REPORTS

1. The supervisor in collaboration with the field organizer, if any, should ensure smooth and efficient construction. He should also submit periodical progress reports to the executive committee.
2. Work sheet (included in the sanitation strategy) should be prepared by the supervisor and signed by both the supervisor and the beneficiary.
3. Each Sanitation Unit will have a serial number for example - Ramanattukara Panchayat, Ward 5, Latrine No.62.. should be written as RTK 5/62. A register of Sanitation Units with serial number is to be maintained in the SEU and Panchayat.