

**A Study on
The Implementation of Latrines and Water
Supply System in Primary Schools Through
School Managing Committees**

An Experiment in Moulvibazar

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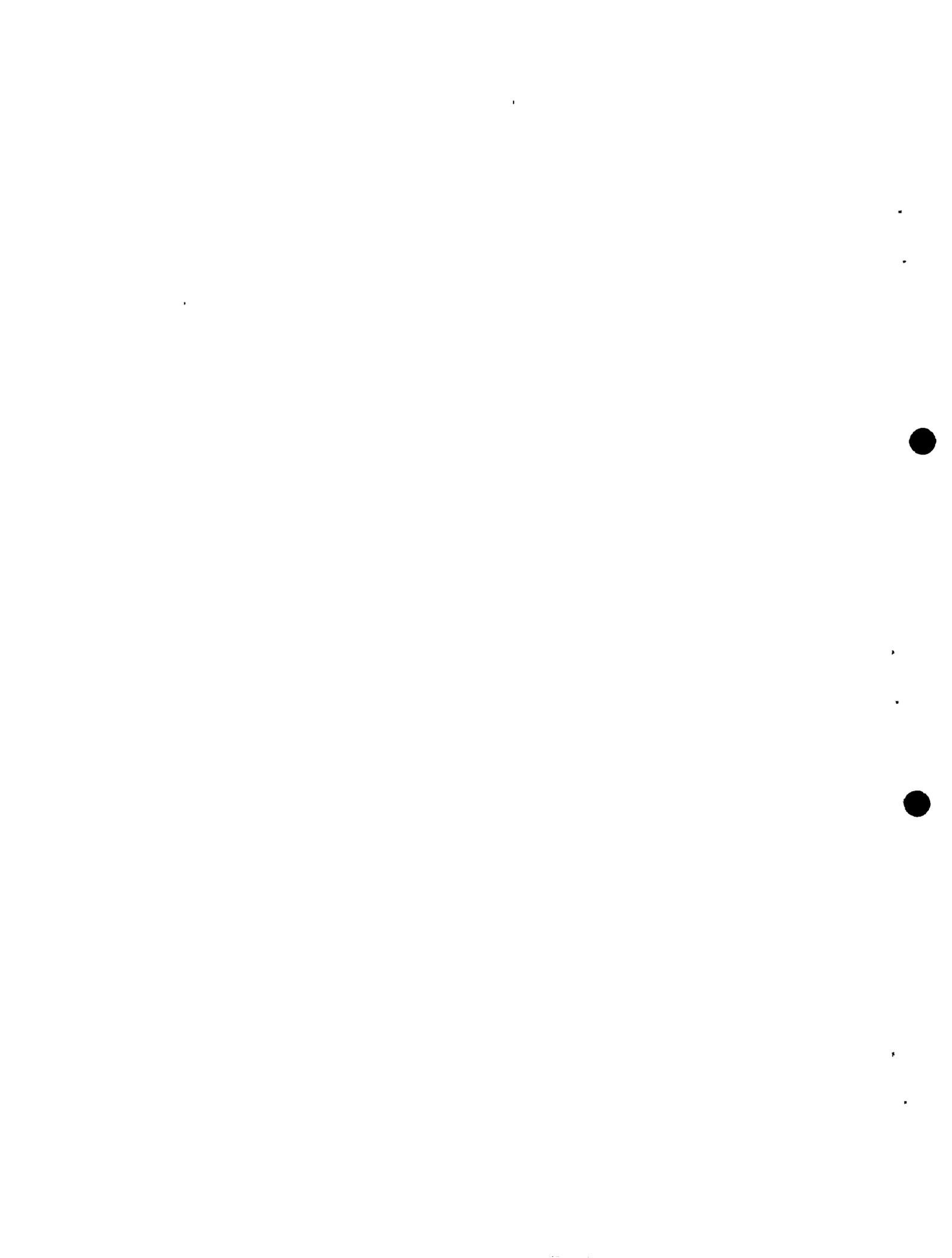
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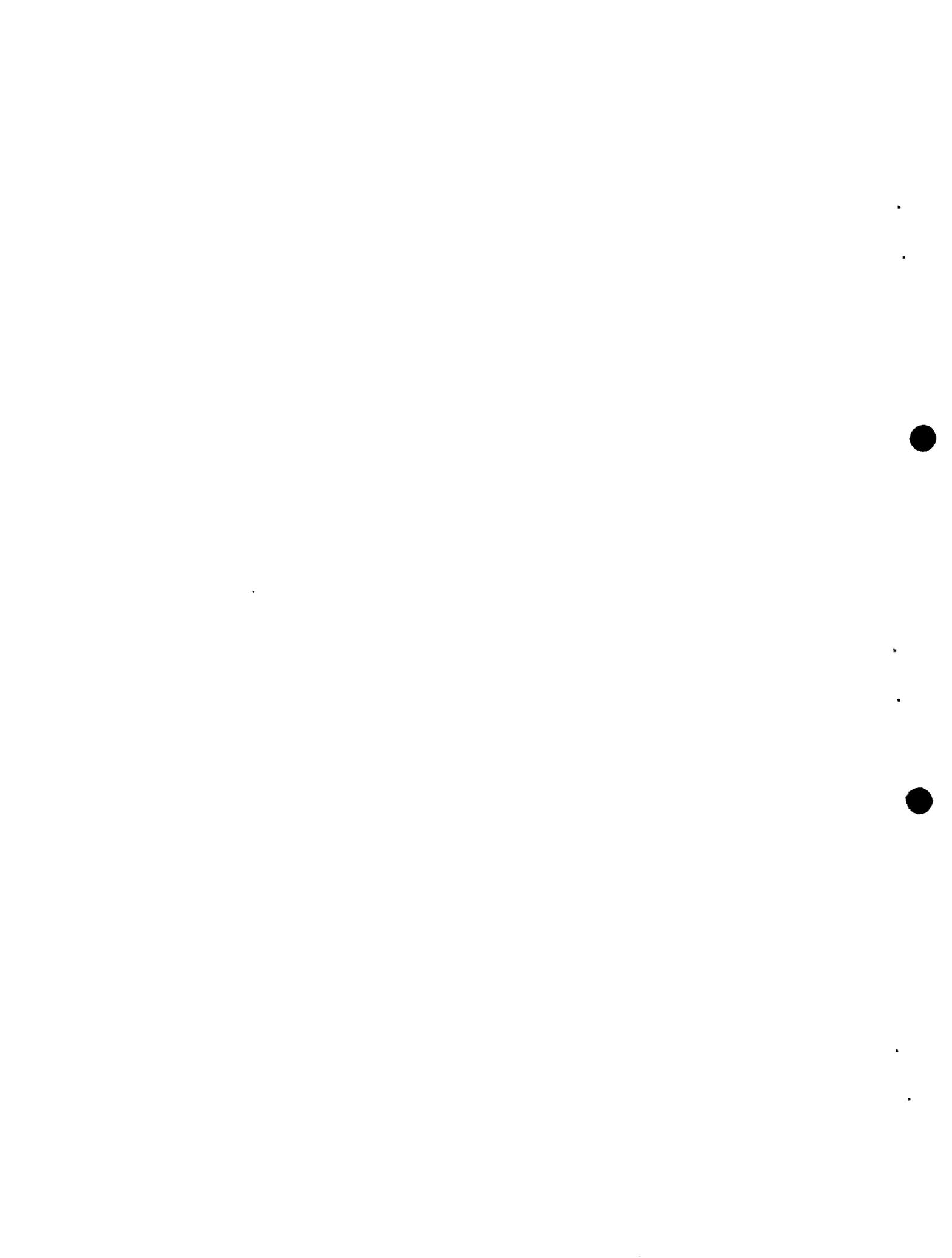
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CHAPTER - 1

INTRODUCTION

Improved sanitation and safe water are two of the basic elements of Primary Health Care and essential precondition for Child Survival and development. The UNICEF in Bangladesh as part of its strategies to promote Environmental Sanitation and also within the context of the Water and Sanitation Decade (1990 - 2000) has been assisting the Government of Bangladesh (GOB) through the relevant Ministries, Divisions and agencies (such as Local Government (LG) Division of the LGRDC, Ministry of Education (MOE), Directorate of Primary Education (DPE) and Department of Public Health Engineering DPHE) to provide safe water supply and hygienic latrine facilities to primary schools of the country in phases.

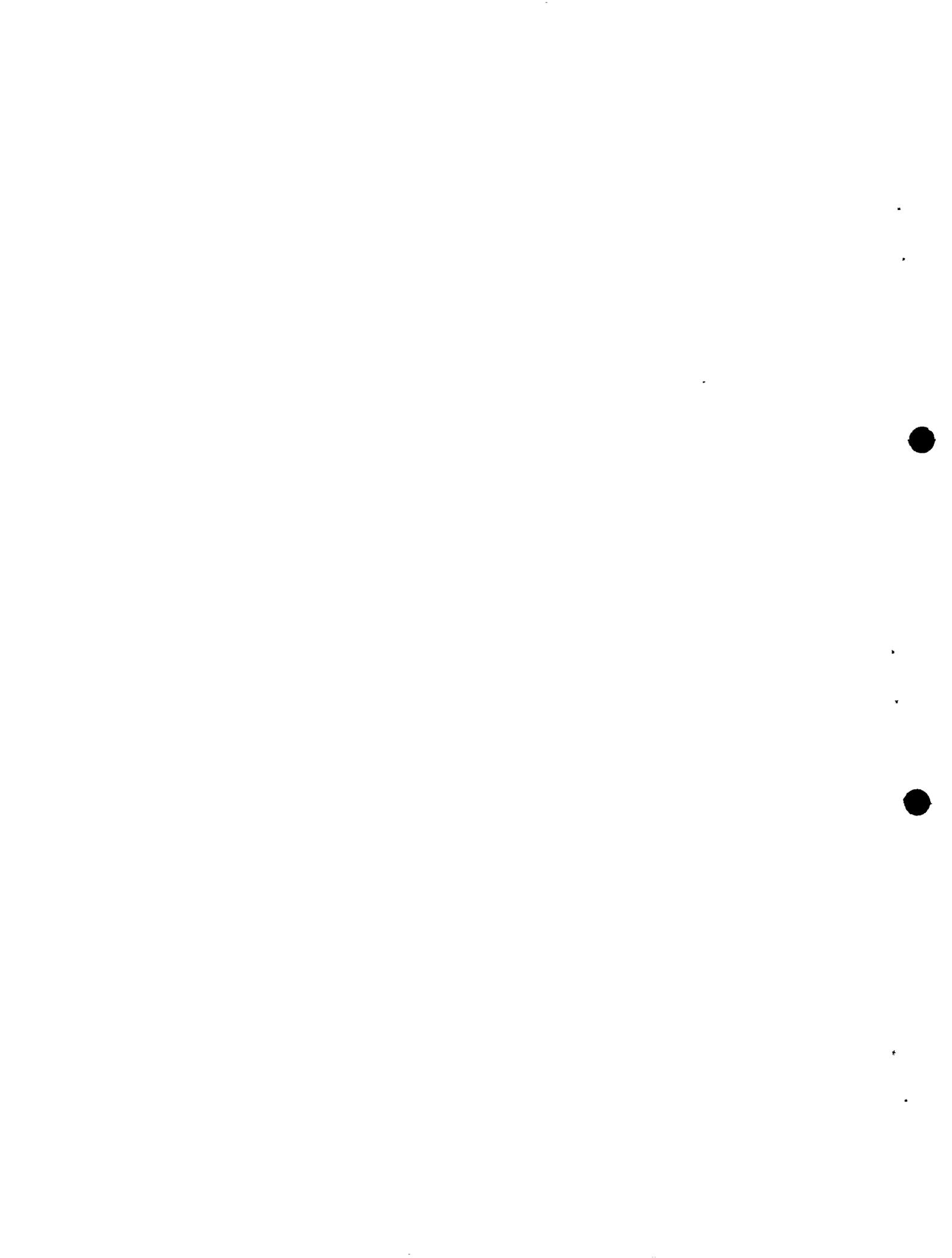
Under the joint GOB and UNICEF effort the construction of 1600 latrines including a compact facility of tubewell connected with a 500 liter capacity water tank has been undertaken during the first phase of the programme commenced from November 1992. At the end of the first phase, 1089 units had been completed in 16 thanas. During the second phase (1993 - 94) almost another 1000 were also added with the previous construction. The third phase has been started from November 1994 under which a total of 700 nos of latrine -cum-water supply units have been planned for construction all over the country.

In the mean time evaluations have been carried out by competent agencies by incorporating the aspects like construction quality, use and maintenance of water supply and sanitation system taking representative sample from the primary schools covered during the first and second phases. The evaluation itself as well as through routine monitoring and evaluation by concerned UNICEF Officials identified some very crucial problems with the methods and strategies followed for construction and also in the use and maintenance of the latrines and water supply systems in the post construction period.

The problems identified

The problems identified through various formal and informal means and methods may be summarized as follows:

- ♣ The total process (i.e. disbursement of money, floating of tenders, appointment of Contractors, supervision during the Construction and finally completion of the work) is found to be cumbersome, time consuming, wasteful and expensive.
- ♣ The quality of the construction as per design and use of materials as per specimen had not been maintained in many cases.
- ♣ Many of the units completed in phases I and II are either not in use or in a very bad condition.



- ♣ Lack of maintenance plan by the users is also found to be very common in almost everywhere.
- ♣ None of the construction phase is completed within the schedule time. Delay has become the order of the existing system.

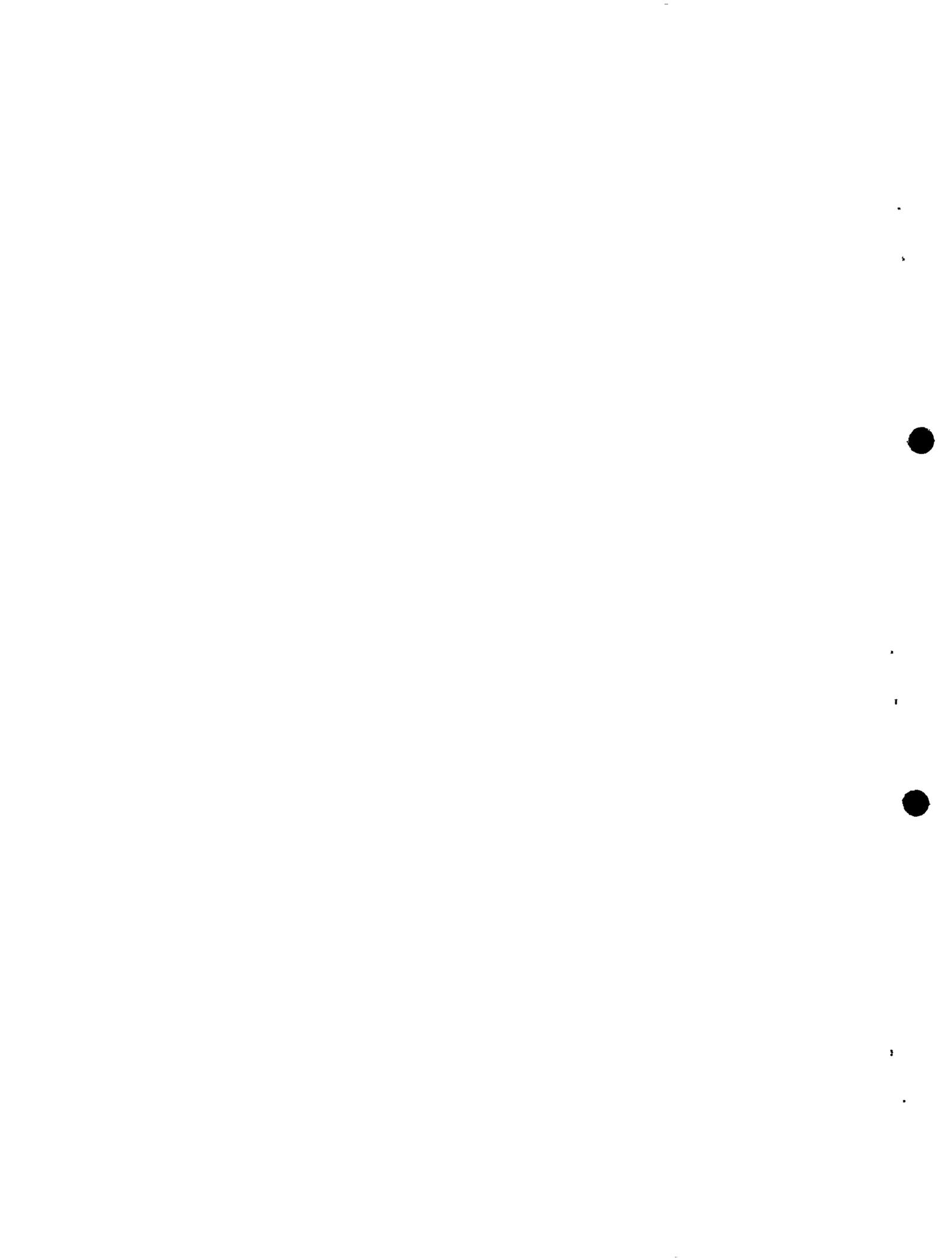
Reasons behind the problems

- ♣ It is reported that the amount allocated to per unit construction is not found to be attractive to the professional contractors. As a result of which they try to maximize their profit margin by using inferior materials and also by changing the original plan design through various sorts of manipulation.
- ♣ The School Managing Committees (SMC) and teachers can not play effective role in the control and supervision of the work during the construction as the SMCs are not involved in planning and other subsequent stages of implementation.
- ♣ In most of the cases contractors are selected from local young, upstart and emerging political elites affiliated with dominant political parties. School teachers, SMC members and in many cases thana level officials do not dare to challenge them even after knowing the loopholes in the construction process.
- ♣ Non involvement of the community, SMCs and teachers in planning, resource sharing and implementation of the project make them apathetic about the quality of the work and post construction maintenance.
- ♣ An all pervasive general "state of callousness" and "culture of indifference" also exist about the maintenance and upkeep of the 'government property' which also contribute to the general decay and deterioration of the services.

Food for thought and impetus for the present Study

The whole situation was reviewed in a high level meeting held in June 1995 under the Chairmanship of the Secretary of the Local Government Division of the Ministry of LGRD&C. The meeting suggested to carryout an experiment by involving the SMCs in a limited number of schools to overcome the problems associated with the existing system of construction by engaging contractors.

In the back drop of the above situation, UNICEF Chittagong Divisional Office initiated an experiment to explore the possibility of implementing the School Sanitation programme by the Managing Committees which is in fact a major shift from the existing procedures and process



In five selected government primary schools (GPS) of *Kamalgonj* thana under *Moulvibazar* district, the entire responsibility of construction was vested with the SMCs instead of contractors and the DPHE. The required fund, materials and lay out were given to the SMCs of respective Schools directly

A five member "project Committee" of the eleven member SMC took the entire responsibility of construction and completed the work within less than one month of signing the contract

Moreover, the quality of the work was also found not only to be acceptable but exceptionally good. In other cases contractors could not complete the work in time and in many places even after the elapse of eight months. The quality of the construction is also found inferior and not up to the plan-design of the project.

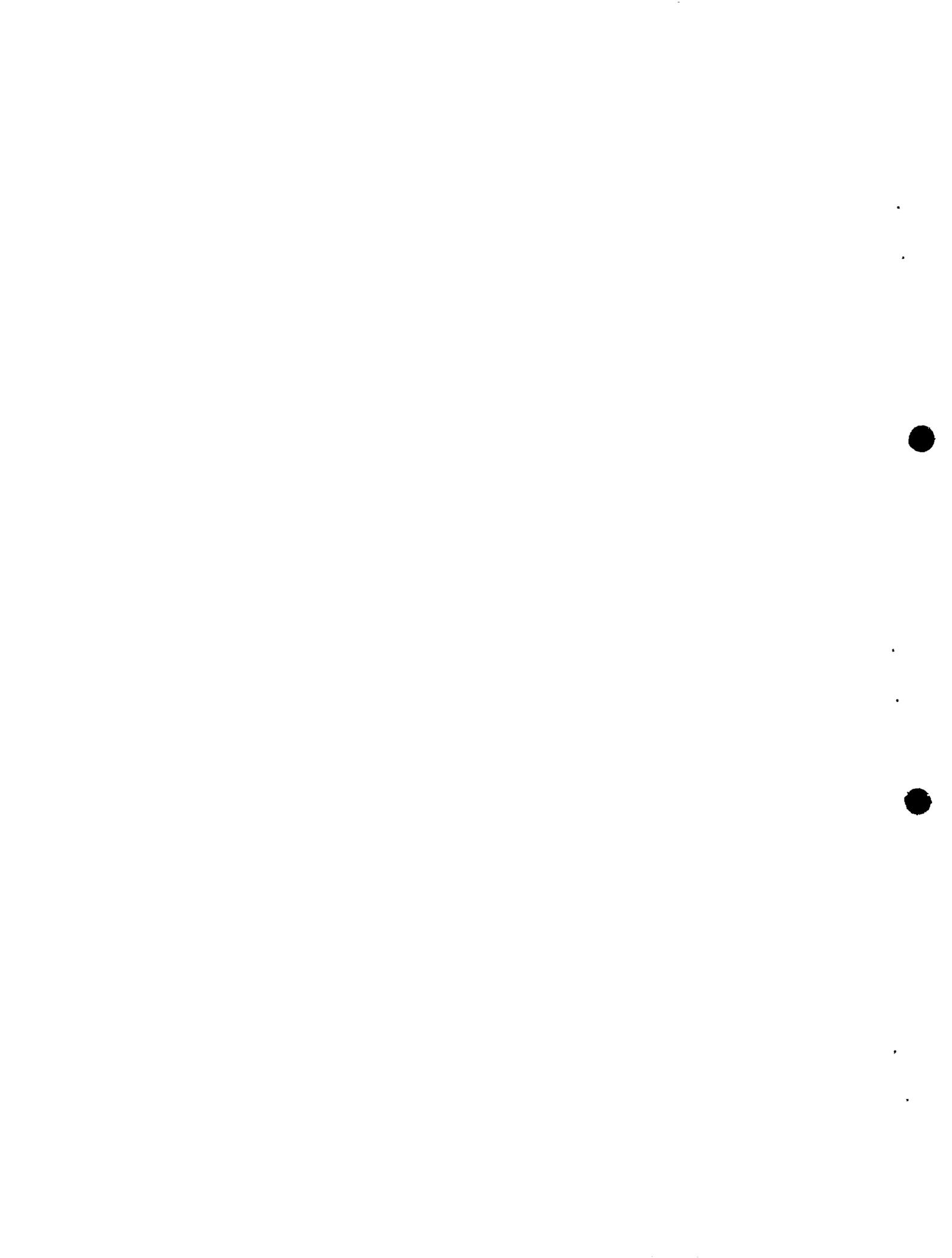
Justification of a study

As this was an experimental initiative taken only in a very limited number of schools, the whole process needs a thorough scrutiny, evaluation and documentation. The evaluation may reveal the causes of success of the initiative from a comparative perspective. After examining all the relevant factors if the initiative is considered successful in Moulvibazar and feasible for wide scale replication, it may be termed as an 'innovation' or "a new approach" to the school sanitation programme. If the result is found otherwise, some other alternative strategies and framework may be explored to minimize the problems already identified with the programme

Objectives of the study

The study has been designed with the following objectives

- 1 To assess the general condition of the sanitation and water supply units commissioned in the phases I and II incorporating the aspect of the quality of construction and present state of use and maintenance;
- 2 To assess the general condition of the units commissioned by the contractors and SMCs under third phase in a comparative perspective by taking the quality of construction and materials used, time schedule and local participation aspects into consideration,
- 3 To evaluate and assess the strengths and weaknesses or advantages and disadvantages of both the system in order to explore potential of the "new approach" to minimize the problems already identified;
- 4 To document the various processes followed in the construction by contractors as well as various steps and processes followed in the new experimental system with the SMCs of respective schools;



- 5 Finally to formulate some recommendations to make the implementation of school sanitation and water supply system more effective and efficient by improving the methods and strategies for future;

Methodology

The study combines five distinct research methods generally followed in the evaluation of action programmes. These are:

- 1 Survey method through structured questionnaire,
- 2 Consultation with experts and recording of their expert opinion;
- 3 Informal discussion with the SMCs, masons engaged for construction, school teachers, relevant government and UNICEF officials,
- 4 Case study ; and
- 5 Participatory observation;

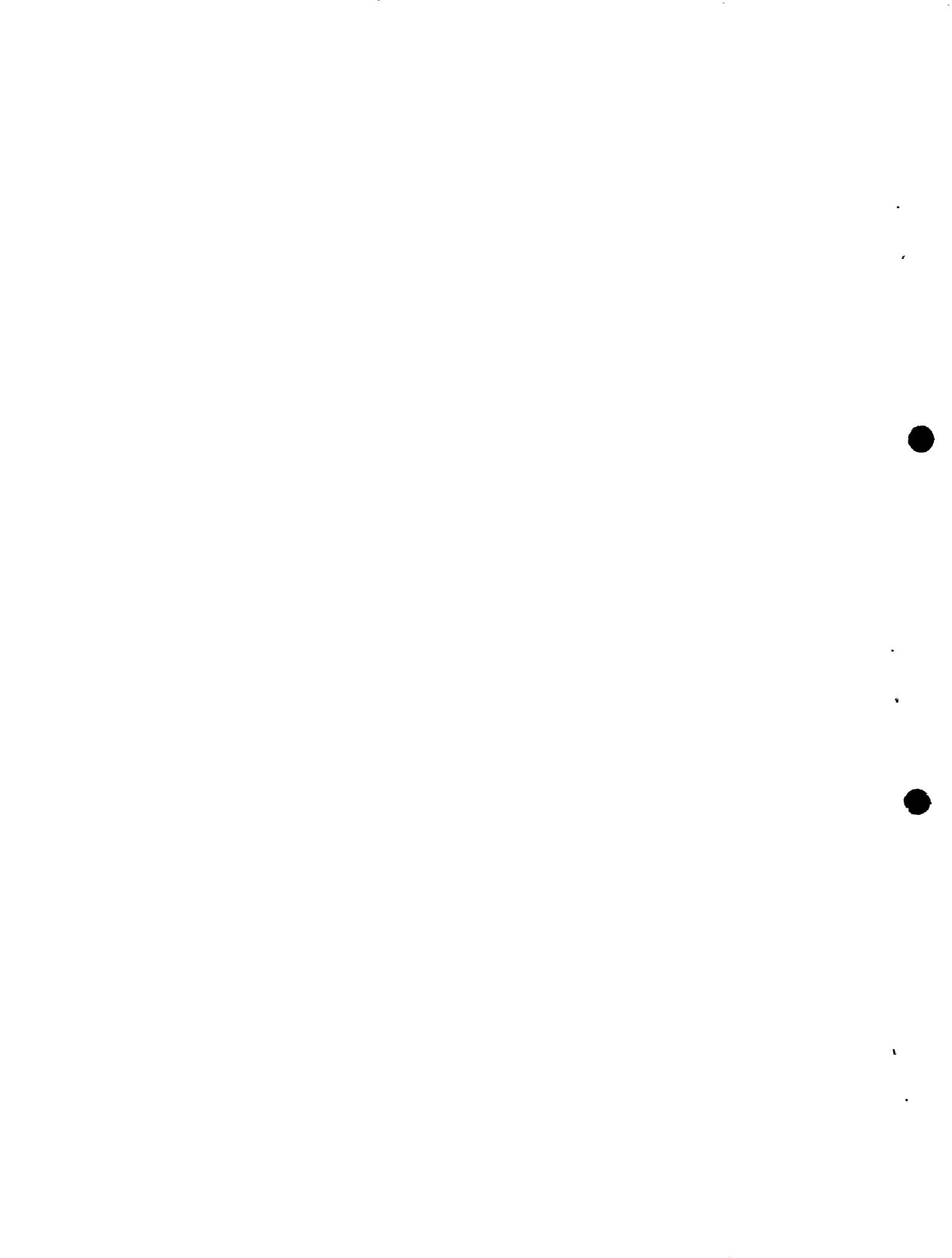
All the above methods were applied within the framework of Rapid Appraisal method.

Experts consulted regarding the quality of construction.

Regarding the conformity of plan design, material used and overall quality of construction, four qualified civil engineers were taken to the construction site as member of the study team. Their opinion were recorded by administering a structured questionnaire through them as well as having open discussions guided by a checklist. The experts are .

- | | |
|---|---|
| 1 Engr Akru Mia | -Executive Engineer, DPHE, Moulvibazar |
| 2. Mr Sosanka Kumar Dev | -Sub-Assistant Engineer, DPHE, Kamalgonj, Moulvibazar |
| 3 Mr Rafiqul Islam | -Sub-Assistant Engineer, Facilities Department, Moulvibazar |
| 4 Mr Mohammed Zakaria
(Diploma in Civil Engineering) | -Consultant, UNICEF, CTG Divisional Office |

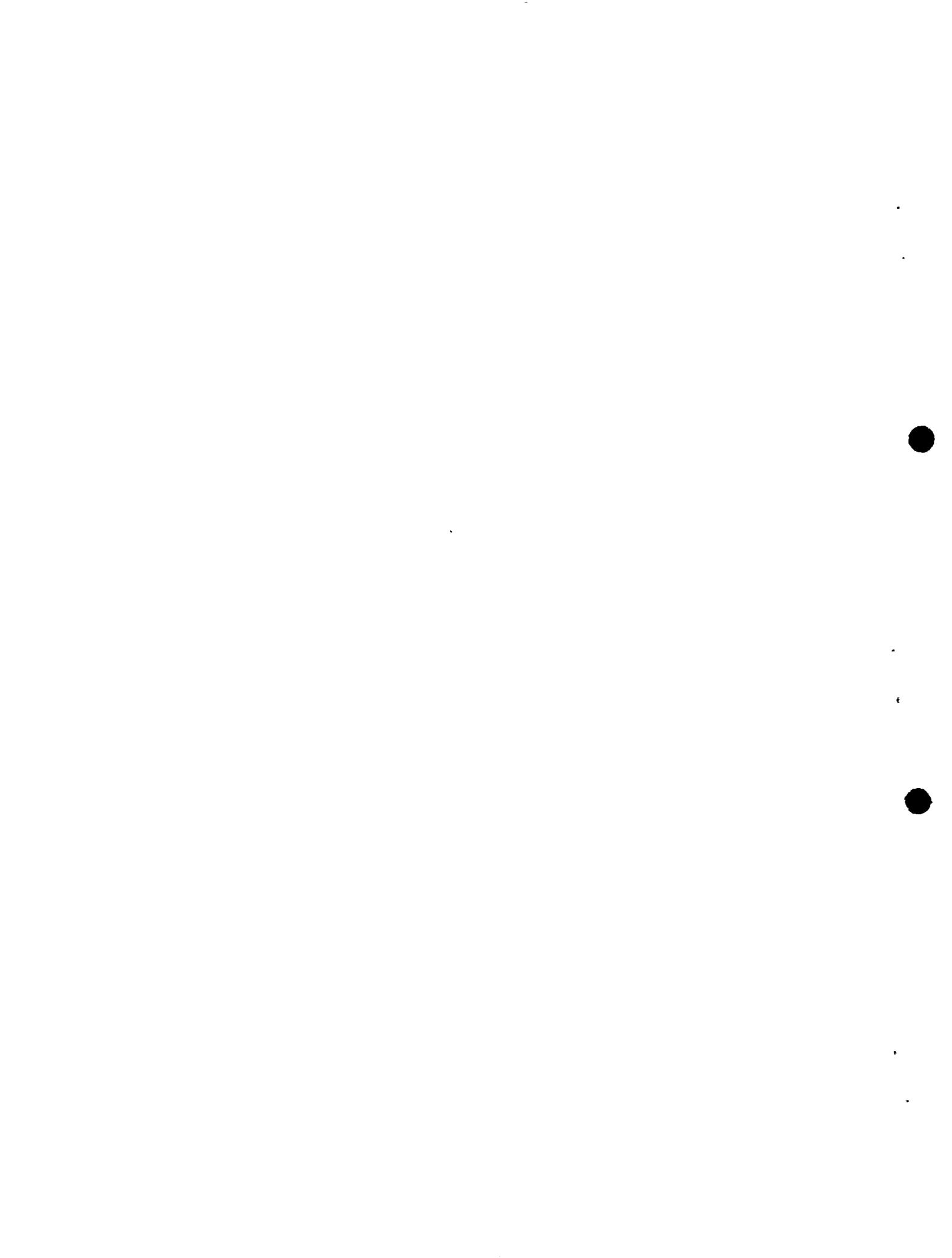
Simultaneously the researcher had eleven (11) separate meetings with SMCs at various locations, thana level officials, school teachers and UNICEF officials. The meeting breakups are as follows



- 1 8 (eight) meetings with the SMCs of 8 schools at the respective construction site of which 5 in Kamalgonj thana of Moulvibazar (in the SMC sponsored schools) the rest in Laksham, Comilla, where contractors were engaged for construction
- 2 One meeting with head teachers of Kamalgonj thana was arranged when they gathered at the thana centre for an orientation on environmental sanitation on September 29, 1995.
- 3 One meeting with the thana level project committee (PC) specially formed in Kamalgonj to oversee and provide guidance on the construction of latrine cum water supply system through SMC was arranged which was attended by Thana Nirbahi Officer (TNO) Thana Education Officer (TEO) and Sub - Assistant Engineer (SAE) of Facilities Department. The other one member of the PC, SAE, DPHE of Kamalgonj could not attend the meeting because of his other pre-occupation. The meeting was also attended by the head teachers of two primary schools, UNICEF Official Mr. Sailendra Baroi and UNICEF consultant attached to the school sanitation programme Mr. Mohammed Zakaria on special request. After the field visit another meeting was held at UNICEF Chittagong Divisional Office in which three officials including Divisional Chief exchanged ideas on various issues of the programme with the researcher.

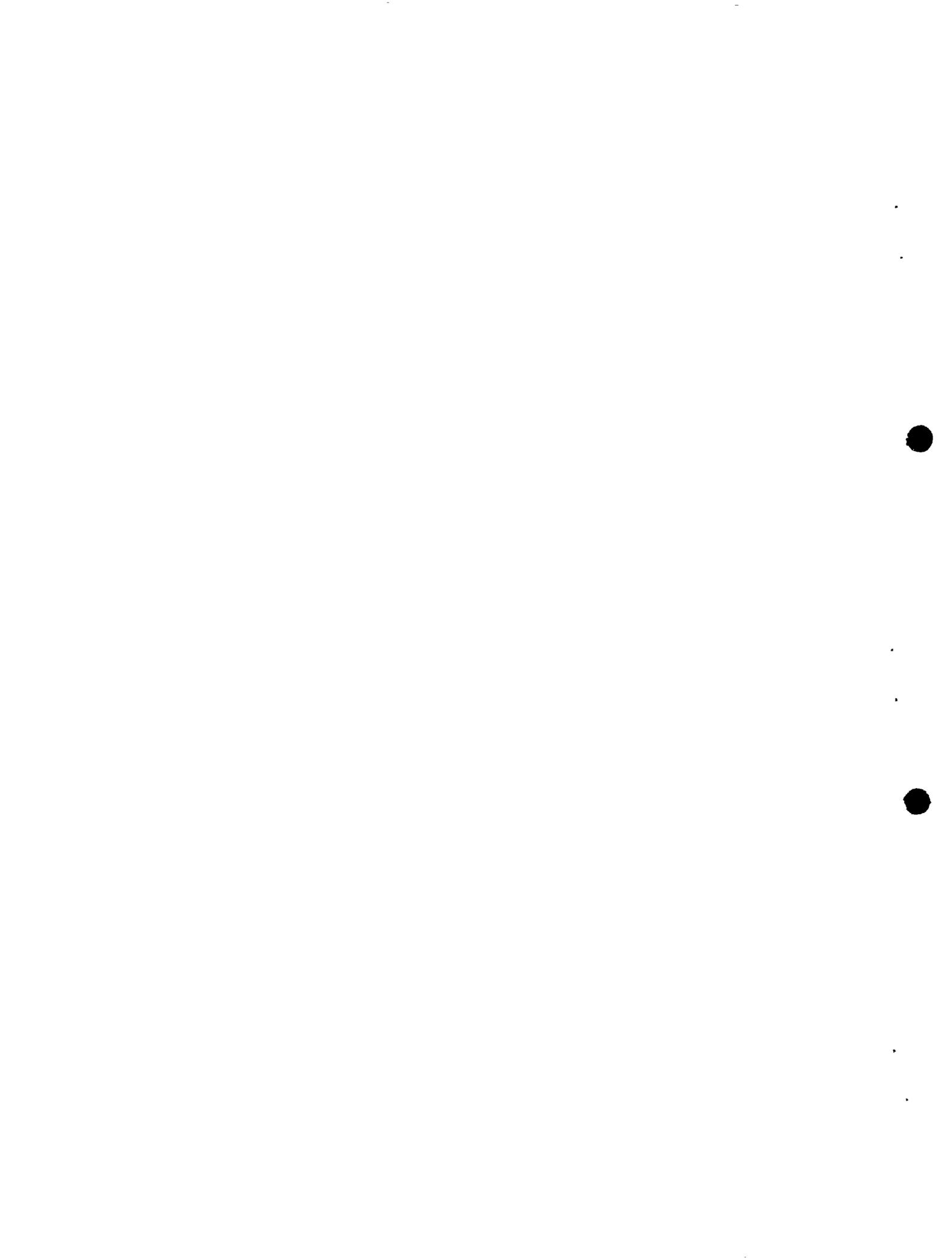
Focuses and scope of the study

The study was undertaken mainly to document the process followed during the construction of latrine cum water supply units in Moulvibazar by involving SMC instead of contractors and also to assess the possibility of the replication of the "moulvibazar approach" of construction through SMC in other areas of the country. While conducting an in depth case study on the five SMC constructed school latrine in Moulvibazar, it was felt that a comparison between the schools having the same structure constructed by the contractors in the same phase may be relevant and tremendously helpful for future policy formulation regarding the quality of the construction and materials used. In the same way present structure and maintenance condition of the same structure constructed during the first phase has also been incorporated in the study to have an indication for long term perspective i.e. what may happen in future to the structure already constructed.



Structure of the Report

The report is divided into four separate sections or parts. In the first section background, methodology justification and other related issues are dealt with. The second section highlights the findings of survey, meetings, observations and expert views on the quality of latrine unit constructed in phase I and III by contractors and five latrines constructed through SMCs in a comparative perspective. In the third section the process and procedure followed in case of 5 primary schools of Kamalgonj thana of Moulvibazar are documented. The same section will also present a brief reflection on the plan - design, construction quality, time schedule and quality of the materials used in those five areas. In the final section a comparative advantages and disadvantages of the both the systems analyzed with some recommendation for consideration in future.



CHAPTER II

REVIEW OF PHASE I EXPERIENCES AND PROGRESS OF PHASE III IN COMILLA AND MOULVIBAZAR DISTRICTS.

1. Findings of the Evaluation on Phase I

According to the " plan of Action " agreed between GOB and UNICEF, the construction of sanitary latrines connected with tubewell and water tank have been initiated in phased manner since 1992-93. In the phase I (1992-93) 1089 schools in 16 thanas were brought under sanitary latrine coverage. An evaluation¹ carried out by consulting services and Associates in 1994 reveals the following findings on the quality and maintenance of the latrines, tubewells and water tanks.

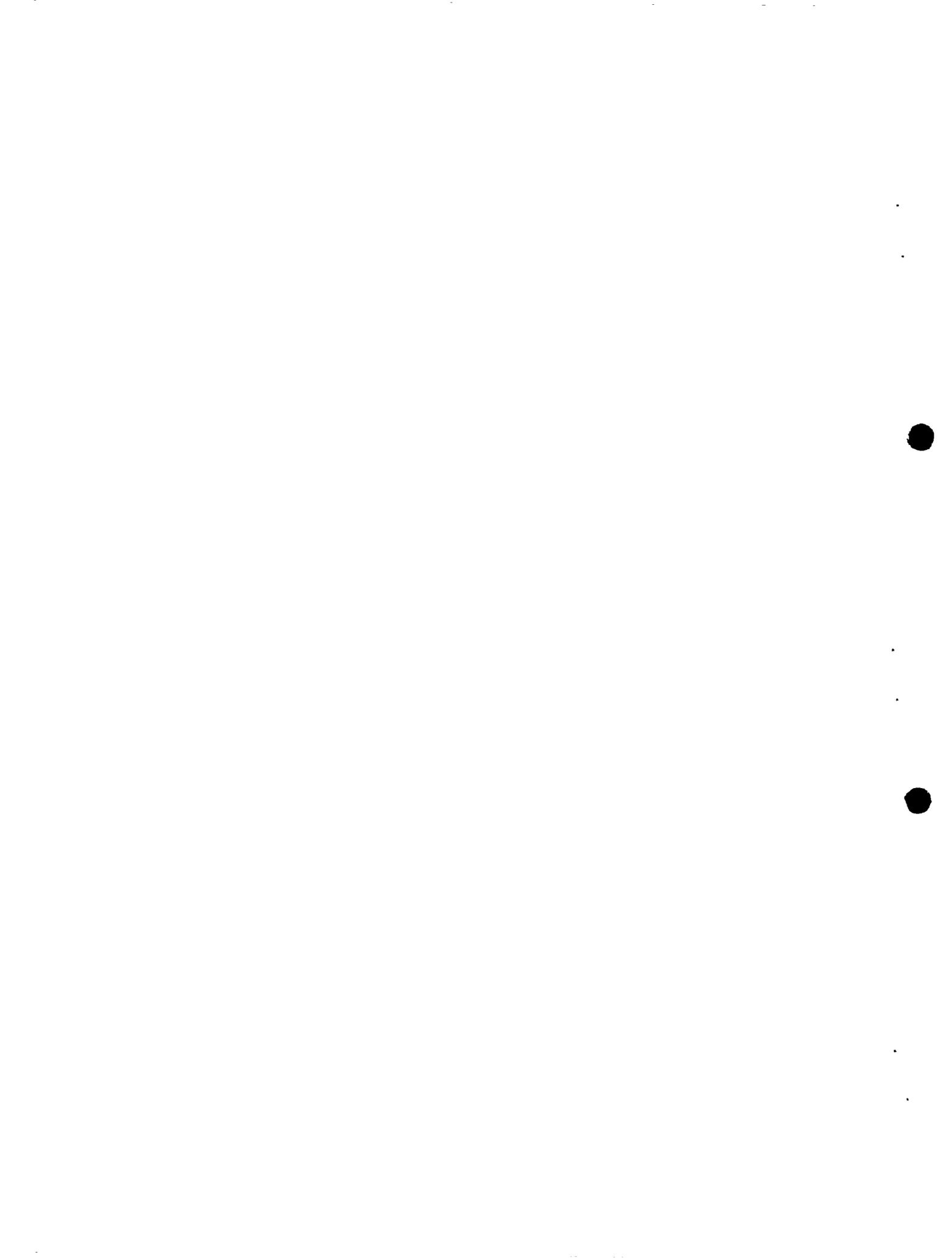
1.1 Latrines

Though most of the latrines are found qualitatively within the acceptable limit that does not give a firm view about the conformity of the construction with the original plan design or whether materials were used for construction are according to the specimen provided by the project. However, the study categorically mentioned that "some found to be defective having no alignments, neatness, smoothness uneven openings beneath the roof etc. (P-47) The findings further included that taps inside the latrines were found damaged or missing in 70 percent of the cases. Gate valves and "y" junctions in 12 percent of the cases were also not properly working or missing. In most cases it was also found that school teachers kept one latrine reserved for themselves.

1.2 Tubewells

Regarding the tubewell it was mentioned that 70 percent were functioning, though many of the functioning tubewells were not discharging sufficient quantity of water. It was observed that school authorities did not approach to the local DPHE or any other tubewell mechanics for repair. The stairs were found steep and difficult for children to climb.

¹ Evaluation of the use and maintainance of water supply and sanitation system in Primary Schools, consulting Services and Associates, Dhaka, October, 1994



1.3 Water Tanks

About 50 percent of the tanks started leaking water, 70 percent of the taps connected with water tank were found damaged or missing and 30 percent of the tank covers got corroded/deformed/damaged/missing. Connection between the tubewell and water tank were found defective and most of the tanks left unclean (61%) which prevent children to drink water from the tank

1.4 Use and maintenance

The survey revealed that though 71 percent students did use the latrines only 36 percent of the latrines were found clean and other 64 percent remained unattended. Only 7 percent schools generated funds for maintenance. Detergent were not used for cleaning as a result stains were observed on the pans

2. Reflections on 16 units of latrines commissioned during phase I in Patiya thana of Chittagong

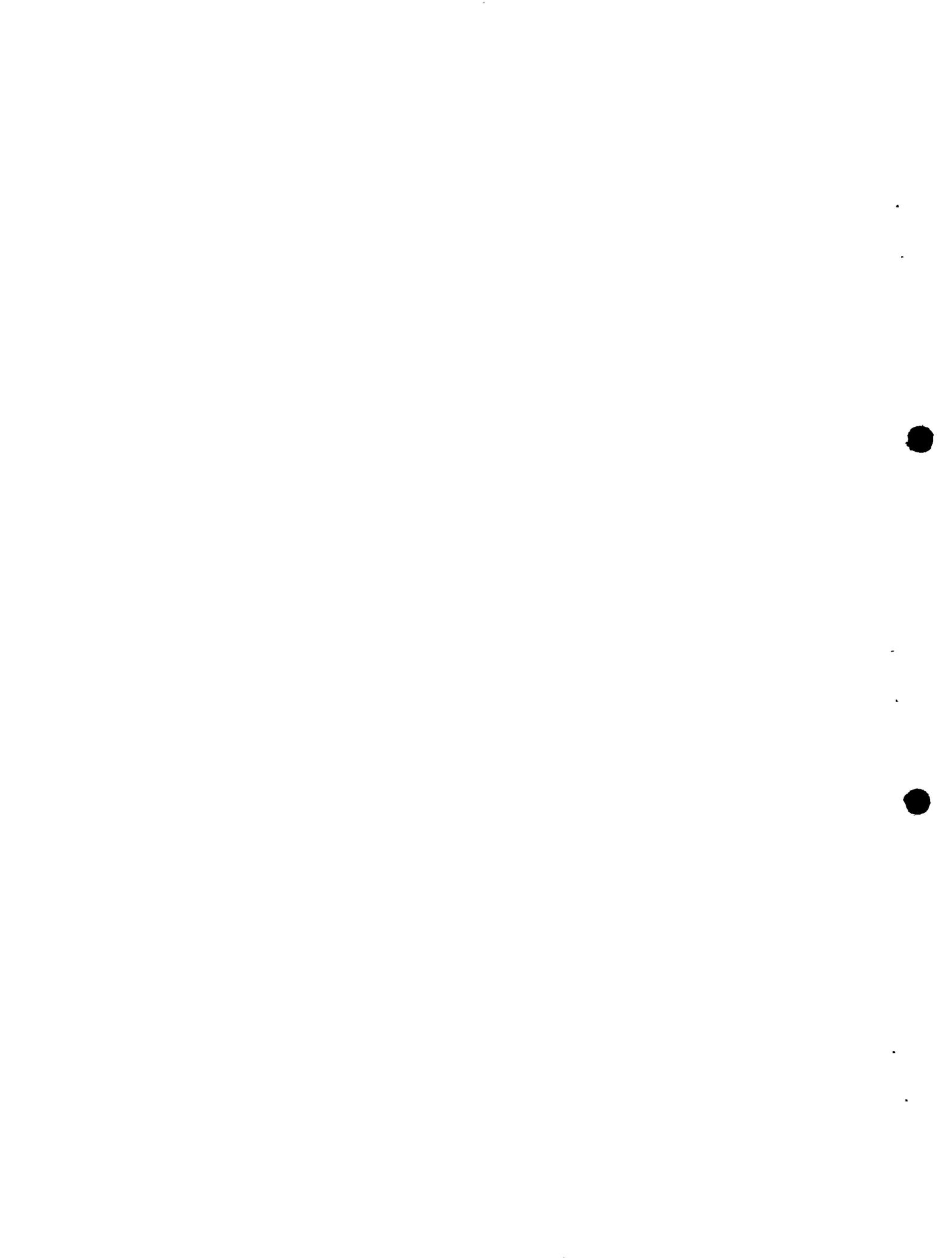
A two member monitor team submitted a field trip report to UNICEF Chittagong Divisional Office in July 1995 which reveals that only 5 out of 16 tubewells are functioning but in those tube wells pumphead, nutbolts and washer need replacement. Similarly 8 out of 16 water tanks are holding water, taps are missing from 11 tanks and only 4 of the tank covers are reported to be in good condition. All the 16 latrines are found useable and relatively clean but water tanks which found filled with water were not cleaned.

The following table may be seen to assess the situation of the 16 units of Patiya thana of Chittagong constructed during 1992-93.

Table no 1: Status of Latrine, water tank and tubewell of 16 primary schools constructed and installed under phase I in Patiya thana of Chittagong district (As of July 1995)

Status of Latrine		Status of water Tank		Status of Tubewell	
useable condition	not in useable condition	useable condition	not in good condition	functioning	not functioning
16 (100)	-	8 (50)	8 (50)	5 (31)	11 (69)

Source: A Field Trip Report submitted by M. A. Rahim Millat and M. Zakaria (July 23, 1995 - CH/ARM/NZ/196/1114).



3. Review of the situation under phase three in Chittagong and Sylhet Division.

The necessary preparations for the construction of latrine cum-water supply system under phase III has been completed before November 1994 and finally work orders have been issued to the contractors from the respective DPHE offices by the last week of November, 1994

3.1 Shortfall in construction Target

In the Chittagong Division 130 schools were finally selected from 6 thanas (Matlab, Haimchar, Laksham, Muradnagar, Daudkandi and Noakhali sadar) out of which construction have been completed only in 43 schools (33%) Work is under progress in another 20 units (15%) and in 22 schools work had not started till August 1995 In the another five thanas under Sylhet region the situation was worse than that of Chittagong Table No. 2 may be seen for detailed information and observations.

3.2 Quality of construction

Except five schools constructed under the supervision of SMCs in Kamalgonj thana of Moulvibazar district, the overall quality of construction, conformity with the original plan - design, use of materials according to the specimen raised many questions. Only 25 number of constructions (23%) out of 108 (construction completed 43 + construction in progress in 65) in Chittagong region considered to be within the acceptable limit though do not conform fully with the original plan- design and specimen Major defects were identified in rest of the 83 units for which corrective measures were suggested (see table 2).

3.3 Delay in completing the work

According to the contract schedule and condition laid down for construction 40 days were given as dateline for completion of each unit from the date of receiving the work order None of the contractors in any district maintained that time schedule. The contractors engaged in Chittagong region took 6 to 8 months in completing only 33% of units, leaving many defects in them. Another 20% of the units are expected to be completed in the 9th month of issuing of the work order

While contractors are taking 6 to 9 months five SMCs completed their assigned work within less than one month of getting the work order. The detail process of the SMC experience would be presented in the next chapter of the report.

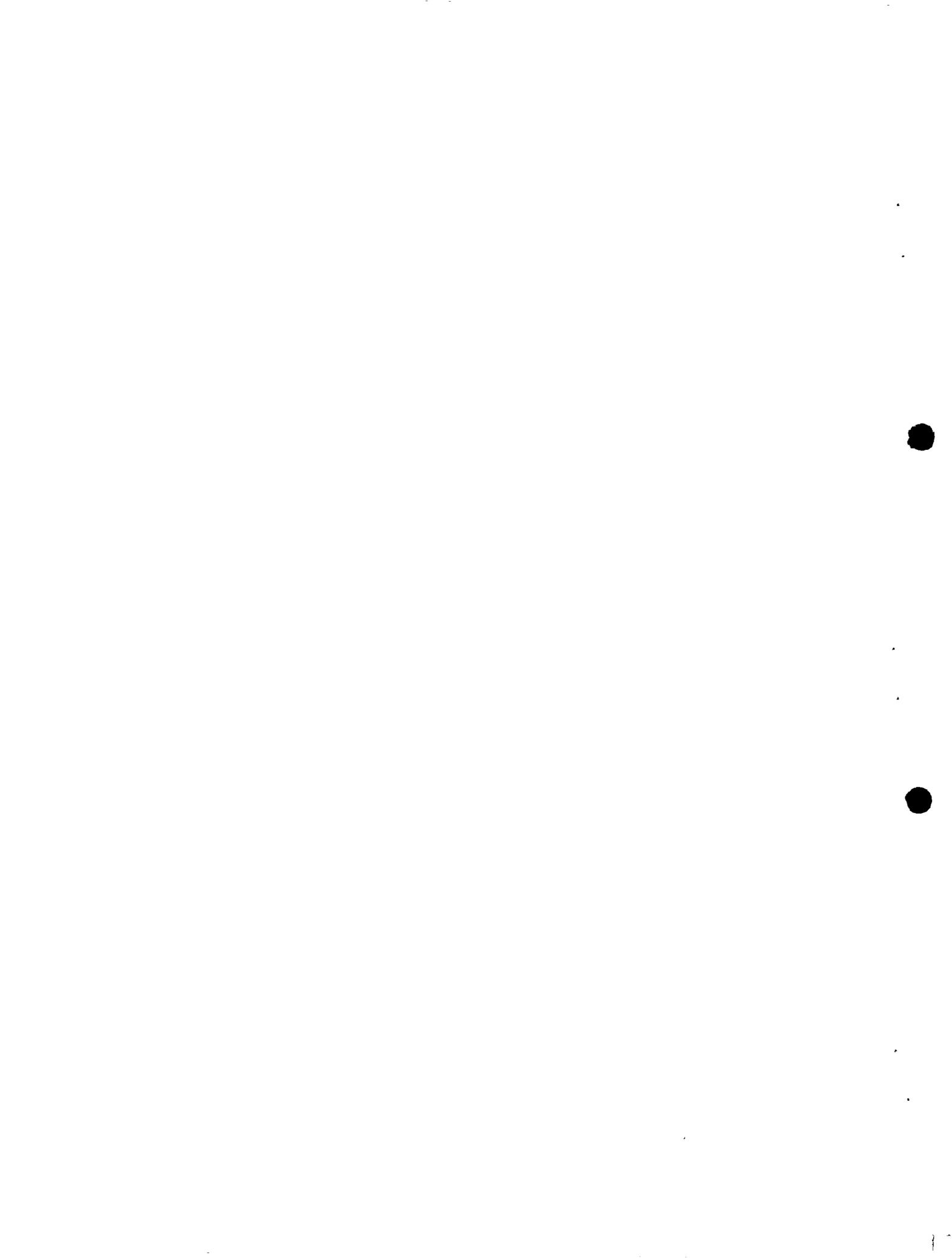
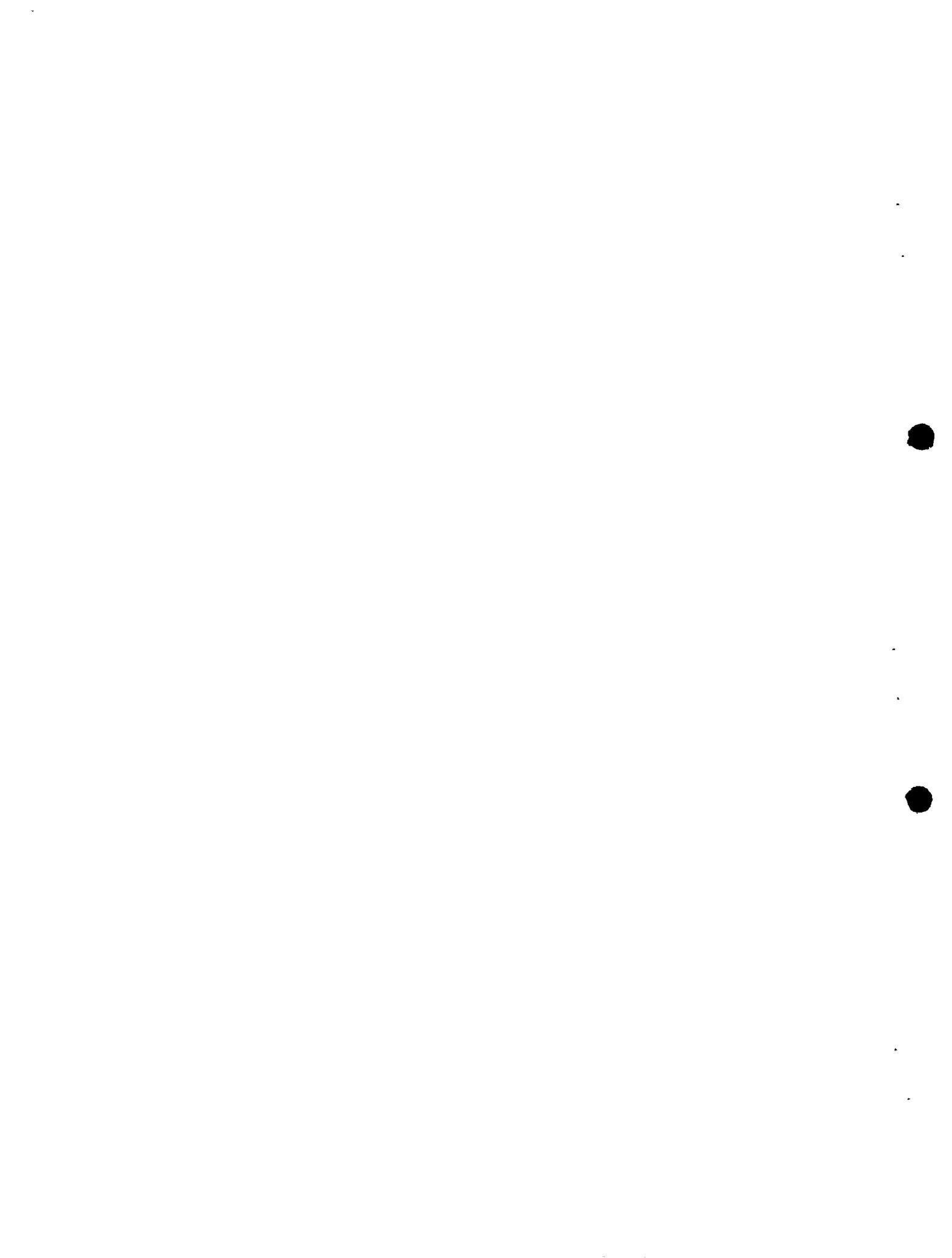


Table No. 2: Progress of Latrine construction under phase III in Chittagong and Sylhet Divisions as of 30th August 1995 (figures in parenthesis indicate percentages)

District	Thana	Total no of schools under the programme	Constrn completed (100%)	Constrn in progress (50% to 90%)	Major defects identified during and after constrn. but not corrected	quality within acceptable limit	Avg. time taken for const (Month)	Work not started
1	2	3	4	5	6	7	8	9
Chandpur	Matlab	22	12	3	9	6	8	7
Chandpur	Haimchar	24	none	14	13	1	-	-
Comilla	Laksham	27	10	9	16	3	6	8
Comilla	Muradnagar	22	8	9	5	12	7	5
Comilla	Daudkandi	24	13	10	20	3	7	1
Noakhali	Sadar	21	none	20	20	none	-	1
Sylhet	Golapgonj	8	-	-	-	-	-	8
Sylhet	Sadar	5	-	-	-	-	-	5
Sylhet	Beantbazar	14	-	-	-	-	-	14
Moulvibazar	Sadar	13	-	-	-	-	-	13
Moulvibazar	Kamalgonj	5	5	-	-	5	28days	-
Total		175 (100)	48 (27)	65 (37)	83 (73)	30 (27)	-	62 (35)

Note Percentage of columns 6 and 7 are calculated out of 113 nos of units which is the total figure of columns 4 and 5 of the table 2.

Sources. (1) Memo No PMED/Development/2/9-2/93/659 dated 14 11 94
(2) Inter Office memorandum CHI/MA/WES120/1447 dt 07, Sept 1995 A progress report prepared by field consultants



4. A comparative analysis of the quality of construction under SMCs and contractors.

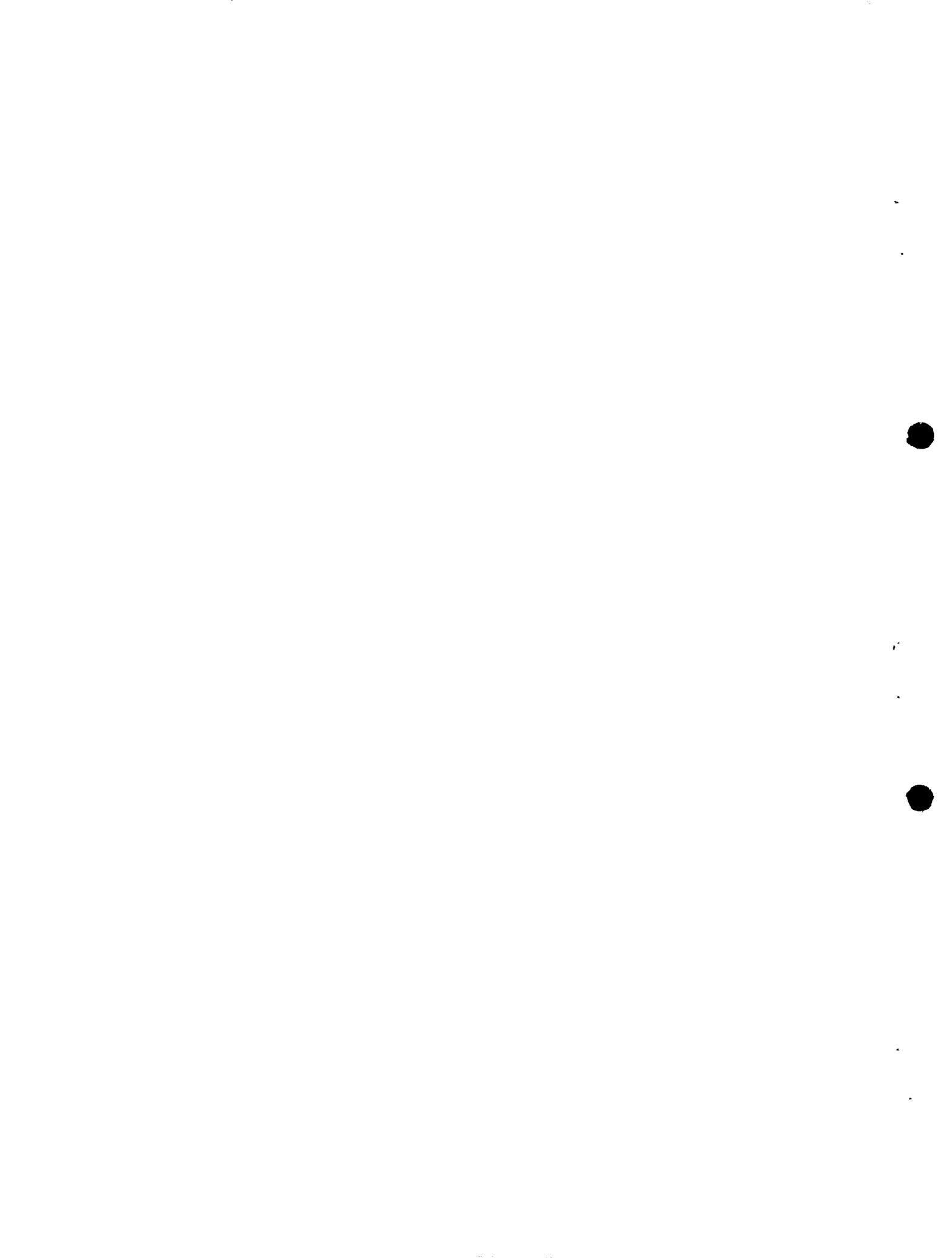
As said earlier 5 schools of *Kamalgonj* thana were selected for constructing latrine - tubewell structure but the work was not assigned to contractors. The SMCs of five selected schools were given the responsibilities to complete the construction on experimental basis. In this part of the study quality aspects of those five SMC constructed structures would be put together with six other such constructions completed by contractors in two different thanas of Comilla. Three experts were engaged to examine the item and design wise quality. The researcher and UNICEF officials accompanied the experts team while they were examining the construction

4.1 Comparative condition of Water Tank

A total of eight variables were examined by the experts and the findings may be seen in Table No 3. The schools assigned to SMCs completed the work satisfactorily as per plan - design and materials used were also of good quality. In three cases water taps, door materials, painting and door locks were found of superior quality than the specimen suggested in the workorder. When the Chairmen of the concerned SMCs were asked, they said "we always looked for quality materials without giving much consideration to the cost factor". On the contrary, construction quality of the other six were of no match to the previous five. The construction quality and materials were inferior in quality compared to the SMC constructed structures. As a result of which only one out of six was found filled with water. The empty tanks started showing hair cracks and soon after the filling water leaking may start.

Table 3: Comparative Statement of the condition of Water Tank attached to tubewell and latrine constructed under phase III in selected primary schools of Moulviibazar and Comilla (September 1995).

School location Nos and mode of construction	Tank found with water		Water leaking		Tank cover		Coverlock		Plaster		Drainage		Tap		Thick-ness of bottom slab
	yes	no	yes	no	good	bad	good	bad	good	bad	good	bad	found	not found	
Construction done by SMCs in Kamalgonj thana of Moulviibazar Total No =5	5	-		5	5	-	5	-	5	-	under construction	-	5	-	4 inches
Construction done by contractors in Muradnagar and Laksham thana of Comilla Total 3*3=6	1	5	Reported leaking in five cases	1	2	4	3	3	1	5	-2	4	2	4	3 Inches



4.2 Comparative construction quality of latrine sub-unit

While examining the latrine sub unit seven variables were compared based on the original plan-design. In all the five schools under the SMC supervision no fault or deviation was seen and quality was certified to be properly maintained. It also revealed that while the work order suggested cement - sand ratio 1:6, the same was reduced to 1:5. The SMC ensured the quality of bricks very meticulously. Though they ordered for fine quality bricks from bricklins, 10% inferior quality bricks were found in the lot. They separated inferior bricks and did not use those bricks in the structure. We were shown those bricks in the construction site.

In more than fifty percent of the cases major defects were detected in six of the contractor-constructed structures. The detail situation may be observed from the Table (no 4) attached below outside and inside plaster started showing hair cracks. Instead of using 2.2 BWG G1 sheet plain C1. sheet were used in latrine doors. Painting in latrine doors and whitewashing of latrine walls are not completed properly.

Table 4 : *Comparative construction quality of latrines under phase III by the SMCs and DPHE appointed contractors in some selected schools of Moulvibazar and Comilla*

School location, Number mode of construction	Pan condition		Doors		Y- Junction		Taps		Plaster		White wash		Roof	
	go od	ba d	go od	ba d	go od	ba d	goo d	ba d	go od	ba d	go od	ba d	go od	ba d
Latrines constructed under the supervision of SMCs in Kamalgonj thana Ol Moulvibazar dist Total No -5	5	-	5	-	5	-	5	-	5	-	5	-	5	-
Latrines constructed by contractors in Muradnagar and Laksham thana of Comilla dist Total =3+3=6	2	4	3	3	2	4	2	4	-	6	-	6	4	2

4.3 Comparative situation of tubewells installed by the SMCs and contractors

The quality of tubewell were judged by taking only four variables into consideration. All six tubewells installed by the contractors have gone out of order, only one was found functioning which do not discharge sufficient water. Because of air leaking it takes time to get water from the only functioning tubewell. In two of the places pump heads were missing. The detail situation of two different set of structures may be observed in table 5 of the report.

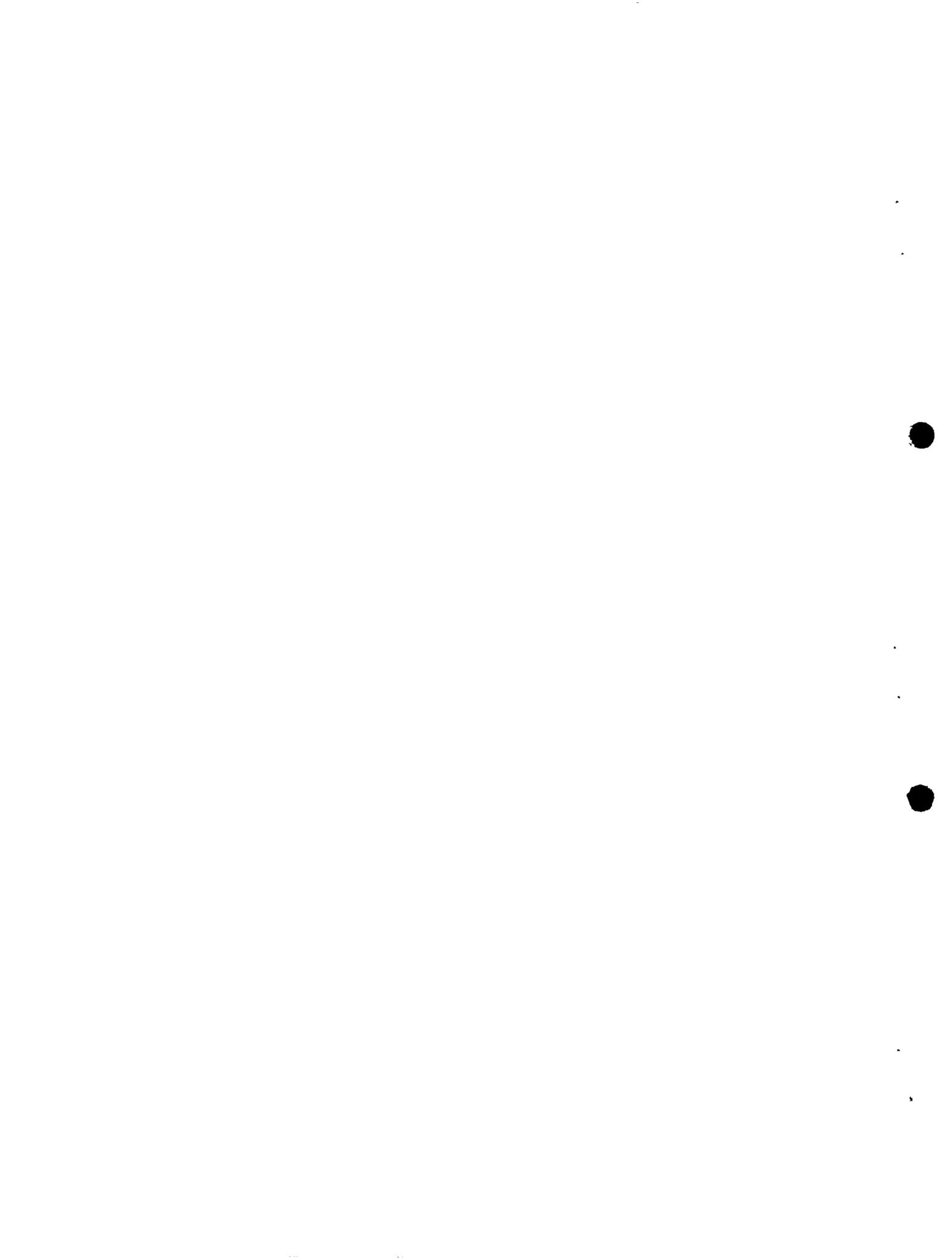


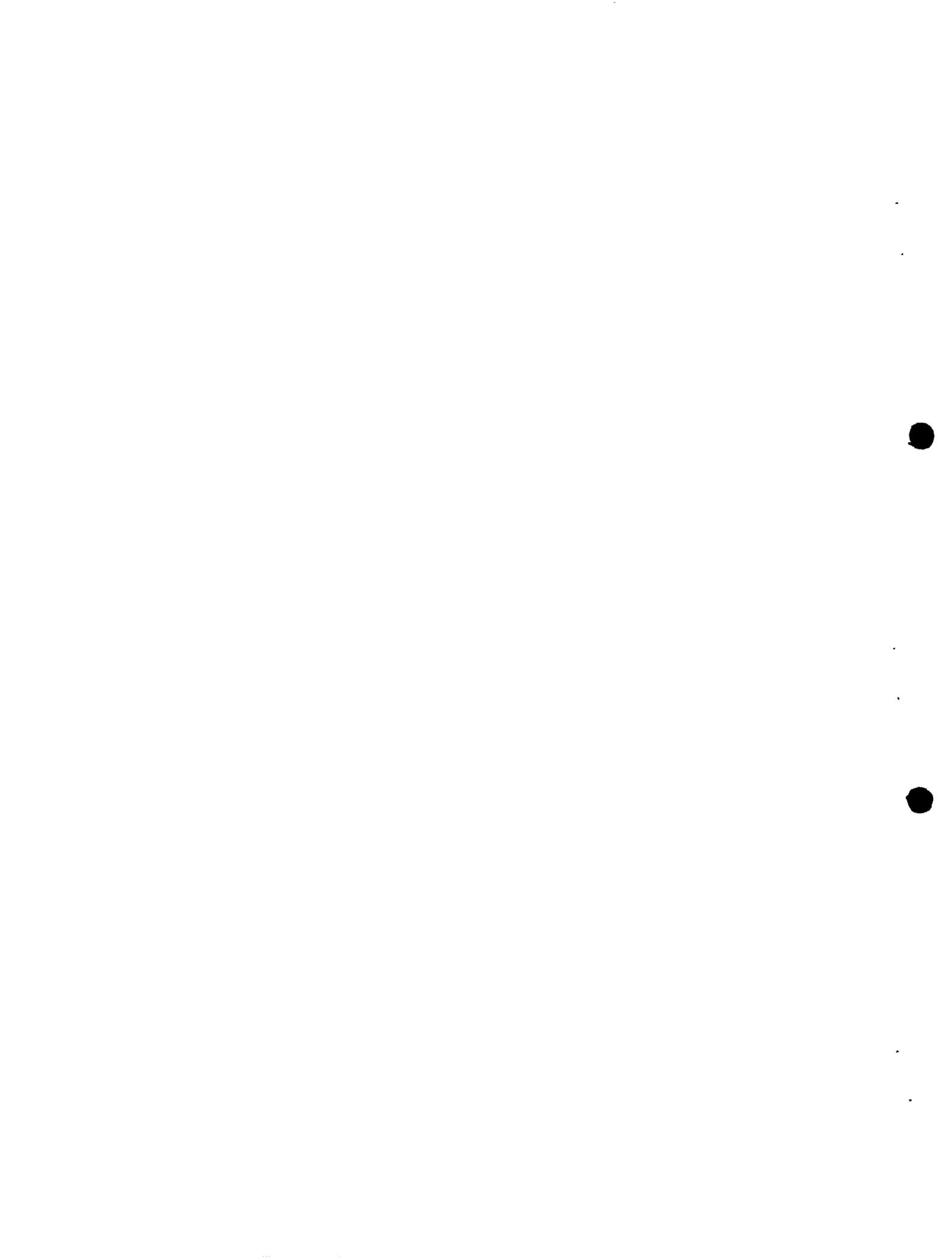
Table 5 : Comparative statement of the functioning of Tubewell attached to latrines and water tanks in selected primary schools.

School locations Nos and mode of instalation	Tubewell functioning		Water availability		Stair & Platform			Water supply system to Tank		
	yes	no	suffi- cient	insuffi- cient	good	bad	damaged	working	defective	damaged
By SMC Total =5	5	-	5	-	5	-	-	5	-	-
By contractors Total =6	1	5	-	1	2	3	1	-	4	2

5. Findings from the interaction with the SMCs, School Teachers and Masons

In Laksham area the SMC members and school teachers in one of the meetings reported that they tried to procure the plan design of latrine but contractor never turned up with the design. They knew the contractor personally and he was reportedly the relative or related to the local member of parliament. One of the SMC members informed that contractor could not make expected amount of profit from particular unit, because before the initiation of work few hundred bricks were stolen from the construction site. Because of this mishap they thought that if pressure was created on contractor he might abandon the work totally. The SMC was never asked to supervise or for any other help. The teachers of the school were consulted during the selection of the construction sites. The SMC never met any thana level official in the construction site. Out of three schools visited in Laksham one of the latrines and tubewells was installed in such a location which was only few inches above to the water level of an adjacent open ditch. One of the latrines is inaccessible. Excreta storage chambers are also very close to the ditch. During the monsoon both the latrines and storage tanks might be submerged with water. There are raised and suitable sites within the school compound. None of the members could give any reasonable explanation why this inaccessible and low land was chosen. In another school no drainage system was constructed in spite of its provision in the original design. In the absence of drainage system the school ground might get wet. In three of the schools, the SMC members assured of rectifying the defects by their own initiatives and also to make a permanent arrangement for maintenance of the latrines.

Contrary to this, the SMC Chairmen and members in Kamalgonj thana did everything to make the programme successful. In four of the schools out of total five the SMC spent Taka 2 to 3 thousand more (from the local fund) to ensure the quality of the work. In one of the schools (Basudevpur) committee did not agree with the experts and officials about the site and finally they shifted the construction to the site they decided. It cost them an extra amount of about Tk 3000. The Head Teachers and Member Secretaries of Basudevpur, Kachulity, Shankerpur and Radhanagar told that the Chairmen of those school committees used to visit the construction site everyday. Even on the Fridays when masons were working, the SMC Chairmen were found supervising the work. After receiving the first installment they started the work without delay.



They did not even wait for the other installments and continued the work. They visited the thana offices and invited the members of thana level "project committee" to inspect the construction sites. The SMCs in Kamalganj generally sit once in a month which is on the 8th day of the month. After getting this work, committee sat several times in a month to discuss various issues related to the construction.

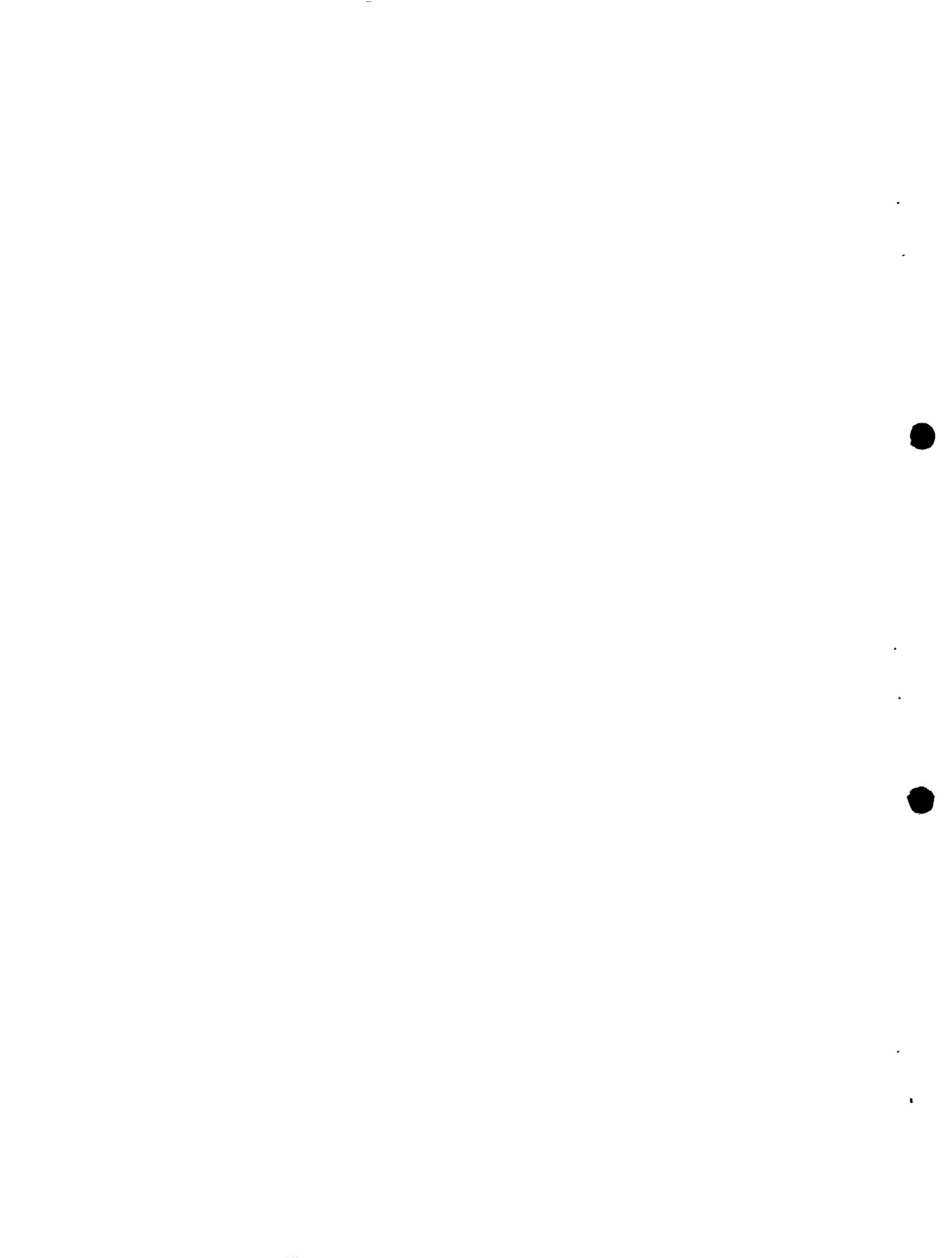
Masons were asked about the plan design and types of problem they faced. They said that there were no major problem in completing the construction. The regular visit of construction sites by SAE (DPHE), SAE from Facilities Department, UNICEF appointed consultants helped them to understand the design. The visit of TEO and TNO helped boost the zeal and moral of teachers and the SMCs. The masons reported with confidence that for any such future construction they themselves could finish the work with less amount of technical supervision. The TNO and TEO visited all the five schools during the construction. It became evident during our discussion in Laksham that the SMC members were very much capable to undertake this amount of work but they were in no way involved in the process. In case of Kamalganj entire responsibility were vested in them as a result of which some sorts of "ownership" have been created among the SMC members. They took it as one of their own work and after the completion of the work they were having a 'sense of achievement'. When Chairman of Basudevpur SMC Mr. M. Abdus Sobhan was asked about the cleanliness and maintenance of the latrine and tubewell, he said that he would be looking after the structure even if he was not elected as SMC Chairman in future. All of the SMCs in Kamalganj were planning to arrange a general meeting of parents and guardians to show the construction and also to orient the community about the sanitation programme.

Conclusion

The discussion and analysis of this section created a dichotomous situation between the two different set of experiences in the construction and maintenance of school based latrine and tubewells. The intention of the study was not to present a comparative situation and at the end proving the SMC effort superior to the other. Under the prevailing condition of the country, the SMCs are committees or bodies without any meaningful function. The school belong to the government. Teacher's salaries come from state exchequer. Books are supplied free. Buildings are constructed under some other schemes. What is left for the SMCs to do? Still people with some educational background attached themselves with the schools of the locality. It adds to their social prestige. In the government schools they have very little to contribute except supportive and sub-ordinate role to play. They can not officially complain against negligence and reluctance of teachers. Even if complain is made, it makes either little results or no result at all. Because their role is overpowered or overridden by powerful Teachers Association and school administration and as a result of which the SMCs in most of the cases remain "paper committee" rather than active and participatory organizations with meaningful jobs to perform.

Under the experimental sanitation programme when they were taken into confidence and responsibilities were given their capabilities and enthusiasm amply demonstrated.

In respect of construction in a limited scale the SMC experiment proved to be successful. It is yet to be seen in large scale replication and also in the maintenance programme of the presently constructed structure.



CHAPTER - III

MOULVIBAZAR EXPERIMENT : BACKGROUND, METHODS, STRATEGIES AND LESSONS LEARNT

1. Background

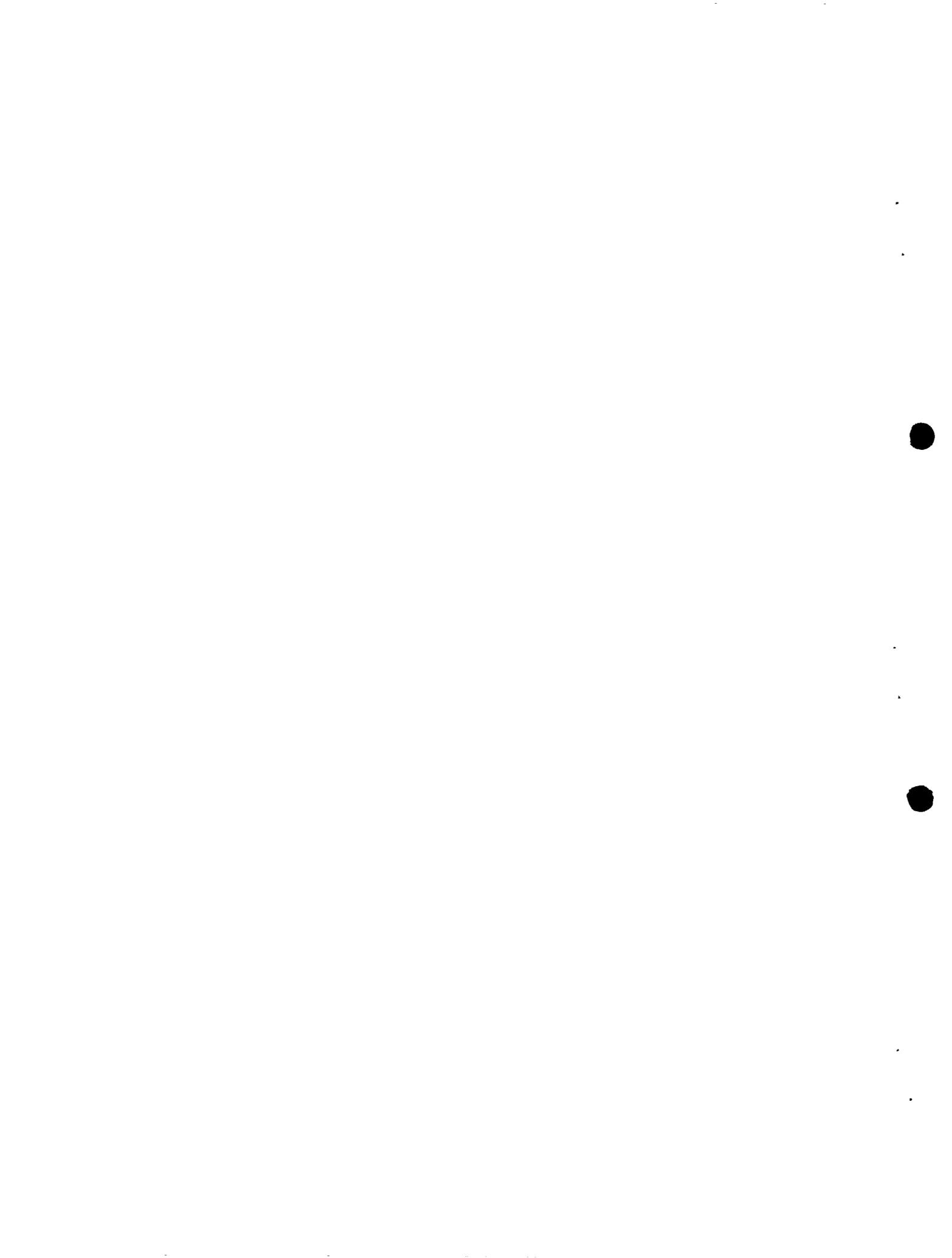
Formalities for the construction of latrine and water supply system in selected primary schools of Chittagong and Sylhet Divisions were completed by November 1994. A total of 175 primary schools were brought under the programme spread over 10 thanas under 6 districts. (List of the districts and thanas may be seen in Table - 2) Accordingly money and materials were placed with the DPHE offices of the respective districts and cut off date for commissioning the construction was decided within the month of April, 1995. But in July 1995, it was found that more than 70 percent of the construction left behind the schedule. Five of the thanas under Sylhet Division even could not engage contractors after the elapse of 10 months. In Moulvibazar 'tender notices' had been served thrice, but suitable contractor could not be engaged. The bidding prices quoted in the tender documents by the contractors were exorbitantly inflated compared to the original budget estimate made by GOB and UNICEF.

To overcome the problem, UNICEF Chittagong Divisional Office by following the suggestion made by the high level meeting referred earlier decided to change the methods and strategies to implement the programme on experimental basis. The experiment was nothing but carrying the construction work directly by the SMCs instead of employing contractors. The selected SMCs of Kamalgonj thana were invited to discuss the matter. The invited SMC chairpersons showed great enthusiasm to undertake the entire responsibility of constructing latrine-cum-water supply system in their respective schools as per plan-design and within the estimated budget prepared by GOB and UNICEF. Accordingly 5 SMCs of Kamalgonj thana under Moulvibazar district were finally selected for the 'experiment'.

2. The Methods and Strategies Followed and Processes Emerged

A detailed arrangement for planning, implementation, monitoring and evaluation has been tentatively formulated by consulting national, district and thana level officials of the concerned departments.

- 2.1 District level consultation and Responsibility. District Primary Education Officer (DPEO) and Executive Engineer, Department of Public Health Engineering (XEN, DPHE) are two of the key officials involved in this particular programme. DPEO is directly responsible for the administration and management of the primary schools of the district. Similarly, XEN, DPHE is responsible for the supply of materials for sinking tubewell. Both the departments (DPE and DPHE) are well equipped to provide technical support and services from their respective thana.

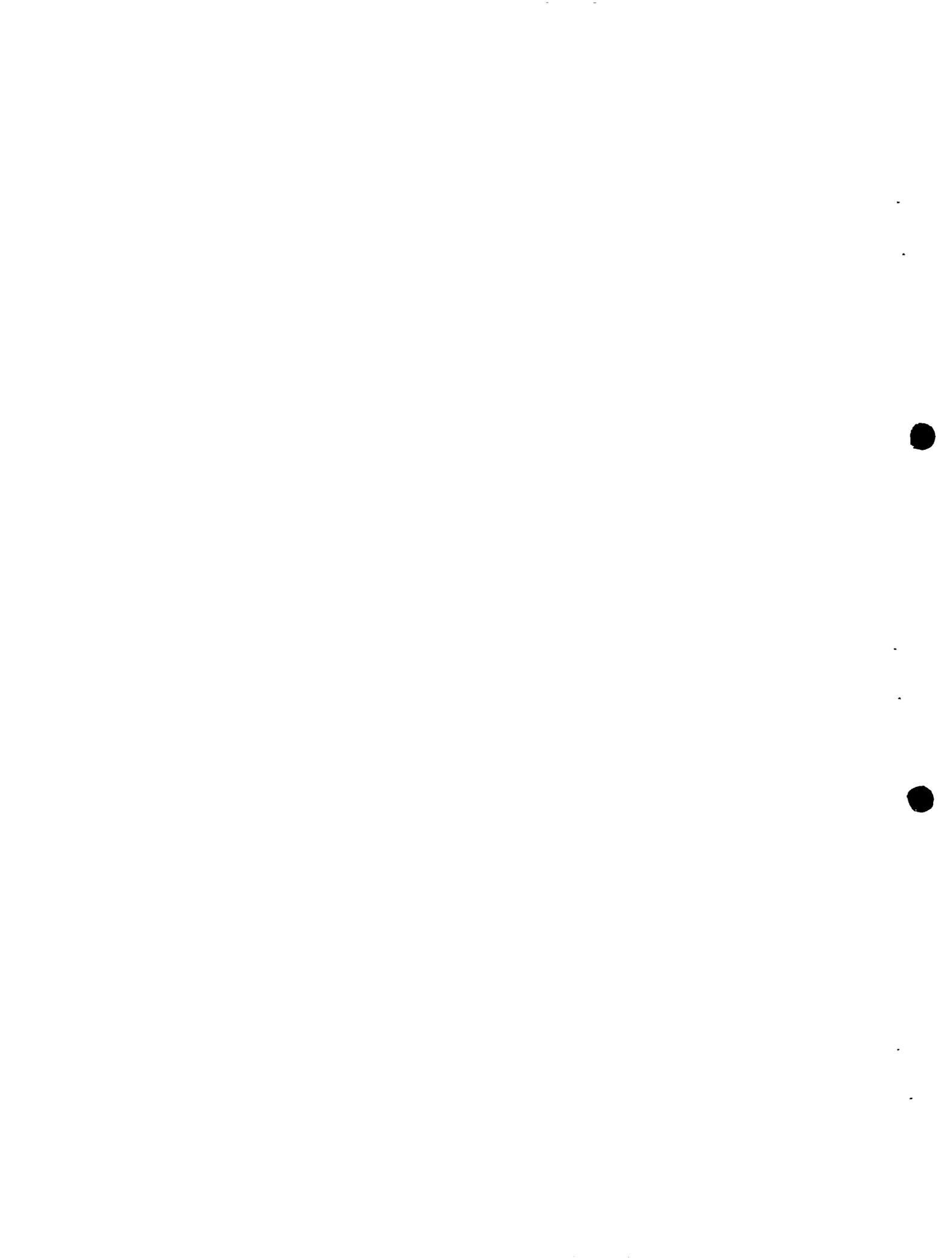


offices directly to the schools. As first step of the process to initiate and operationalise the experiment, help and cooperation from these two officials of Moulvibazar district was sought.

The estimated budget for constructing five units of latrine-cum-water supply and conservation system were placed with the DPEO. The DPEO released the money in favour of the Chairman, thana level project committee who is the TNO of Kamalgonj thana. The required tubewell materials were supplied by XEN, DPHE to the Sub-Assistant Engineer (SAE), DPHE of Kamalgonj. The DPEO and XEN, DPHE of Moulvibazar issued necessary instructions to their thana level officials to help the experiment.

2.2 Thana Level 'Project Committee' (PC): A four member Project Committee at the thana level was formed with the TNO and TEO as chairman and Member-Secretary respectively. The two other members of the committee were SAE, DPHE and SAE, Facilities Department (FD) of the Ministry of Education. A tentative terms of reference (TOR) was also formulated to facilitate the function of the PC. The TOR under which the Kamalgonj PC carried out their work were as follows

- a) The Project Committee shall receive estimated budget from the concerned DPEO of the District. A separate Bank account shall jointly be operated by the TNO and TEO to help the financial transactions.
- b) Money received against each school shall be disbursed in favour of the chairman of the SMC in three separate installments.
- c) Two technically qualified members of the PC the SAE (DPHE) and SAE (Facilities Department) shall ensure the conformity of the whole construction with the approved plan-design and use of specimen wise materials for construction.
- d) All the members of the Committee jointly and separately monitor the implementation of the project through visit, inspection and by reviewing the progress from time to time.
- e) After completion of the work the PC shall submit the expenditure statement with vouchers to the DPEO for adjustment of accounts.
- f) The thana level PC shall also form another five member PC at the school level by taking member from the SMC and arrange orientation for them on various aspects of construction.



- 2.3. **The SMC Level Project Committee:** The SMC is an eleven member body formed under clear governmental direction. Parents, teachers, educationists, Philanthropists or donor are represented in the committee. A five member Project Committee was formed under the Chairmanship of elected SMC chairperson and the Head Teacher of the school as the member-secretary. The other three members were selected out of the rest 9 members of the SMC

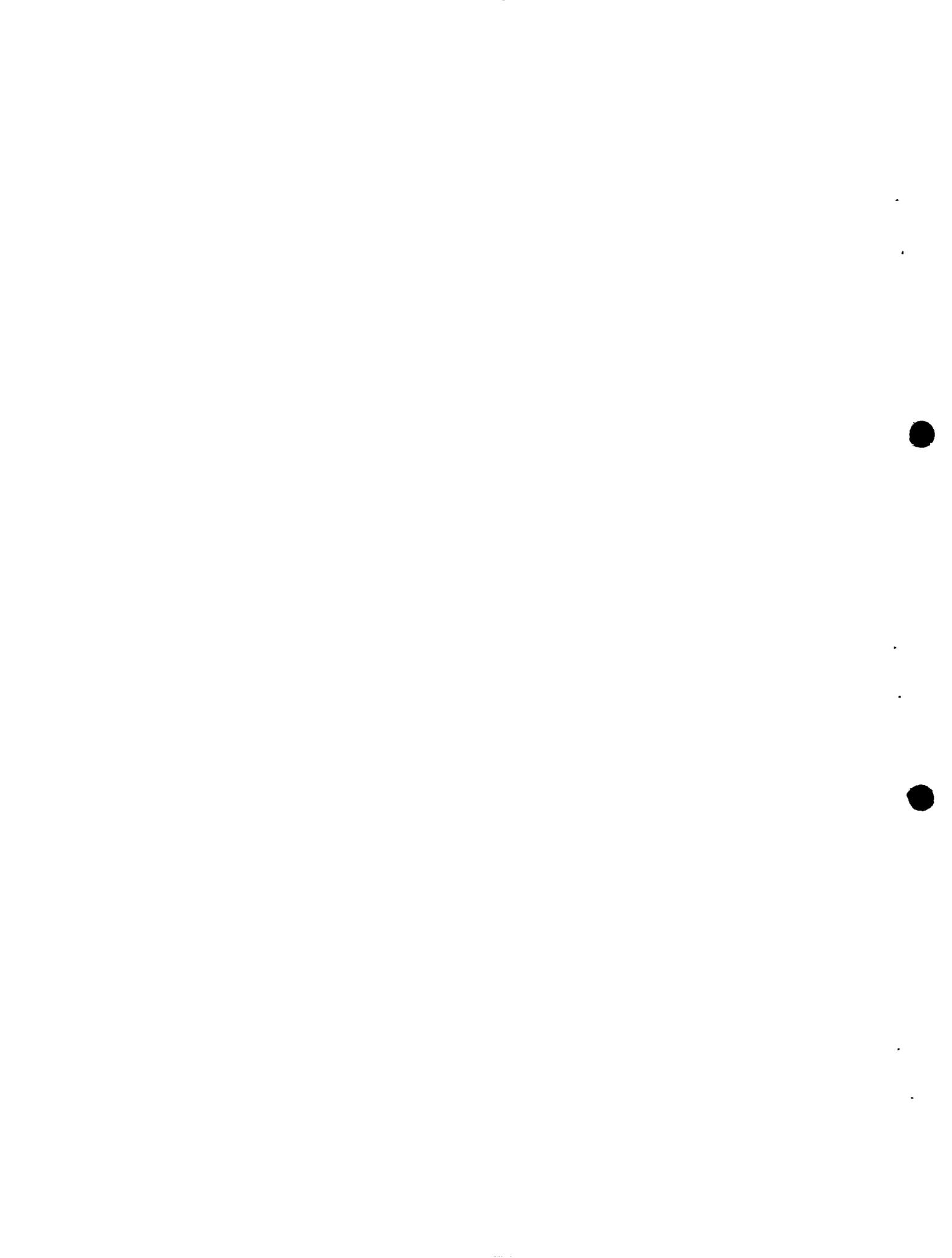
Though there were no rigid TOR, The PC carried out the construction under the following arrangements :

- a) The Chairperson of the PC (the concerned SMC chairperson) received the money for construction in three separate installments by signing an undertaking provided by the thana level PC that they (school level) will complete the construction as per plan-design and also ensure the use of materials specified in the plan
- b) The Project Committee of SMC was given 30 days to complete the work
- c) In case of need the concerned SMC will provide additional resources for construction, ensure maintenance and its proper use after construction.
- d) The PC will supervise day to day work of the construction and ensure quality of the construction as per plan-design
- e) The PC will procure materials from DPHE and market as specified in the plan document and also employ masons.
- f) The PC will furnish the detail expenditure statement with proper vouchers to the Thana Level PC for adjustment

In addition to Project Committees one consultant and concerned officials of UNICEF Chittagong Divisional Office attended PC meetings, visited construction sites from time to time and closely monitored the experiment

- 2.4 **Time Frame of the Work.** The TNO on behalf of the PC issued the work order along with 50% of the estimated budget for each school in favour of the Chairman SMC of the concerned school. The SMC Chairman received money after signing an undertaking to complete the work within 30 days of the issuance of work order. In the meantime, DPHE Kamalgonj, supplied the tubewell materials to the school level PC and the SMC procured other materials from the open market at their own convenience. The list of materials specified by the UNICEF may be seen in annexure - B

All the 5 constructions were completed within the stipulated time and liquidation of advances have also been settled with UNICEF within two months of the completion of work



3. The SMC Experiment : Problem and Prospects

The construction of latrine and water supply system in primary schools without engaging contractor look like/new venture in the present context. The example of 'Rural Works Programme' in general and 'School Works Programme' in particular may enlighten us about the tremendous potentials of partnership between government and people in creating common community infrastructure (for detail see Sultan 1963). The five SMCs in Moulvibazar had reinforced the already experimented idea in the new perspective.

The socio-economic background of the five SMC Chairpersons and members reveal that they are quite capable of undertaking such activity. If the socio-economic and educational background of the locally enlisted DPHE contractors and SMC chairpersons and members are compared, the SMCs are found in a better position than the contractors in respect of age, experience and education in many cases. The background study of the SMC chairpersons reveal that they are educated, enlightened, fairly experienced and aged persons. In their lifetime some of them handled more than one constructions even bigger than the present ones. The table 6 may be observed to assess the socio-economic background of 8 SMCs of Moulvibazar and Comilla.

Though no table is provided here about the socio-economic background of the contractors, the thana level officials associated with various constructions gave an impression that the educational background of the contractors interested in small construction at the thana level are similar to those of the SMC chairpersons. In age comparison contractors are younger than the SMC chairpersons. Most of them are found in their thirties. As in some cases age and experience goes together. In that particular context the contractors are less experienced than the SMC leaders. They (Contractors) depend on the experienced masons for most of their works. The officials also categorically mentioned that many of the new generation contractors are politically affiliated to the dominant political parties. Political influence is exerted in getting construction contracts and sometime it becomes very difficult for officials to keep them in proper track because of extra-legal pressure.

The SMC chairpersons when asked also gave their general impression on the issue, they said that as the contractors work for profit, they have to compromise with the quality. Though all SMC members are not entirely honest and self-less too, but they would eventually be more interested in social recognition and reputation rather than direct financial gain which may not be the contractors' preference. One of the SMC chairmen said that he had spent on an average 3 hours a day for twenty days to complete the construction. The Head teachers and other members also spent many hours in performing their assigned works, like, procurement of materials, hiring of masons and supervising all other related activities. None of them thought of getting any allowance or fee for the job, moreover almost all of them spent some extra money from their own pockets of which they even did not maintain any account.

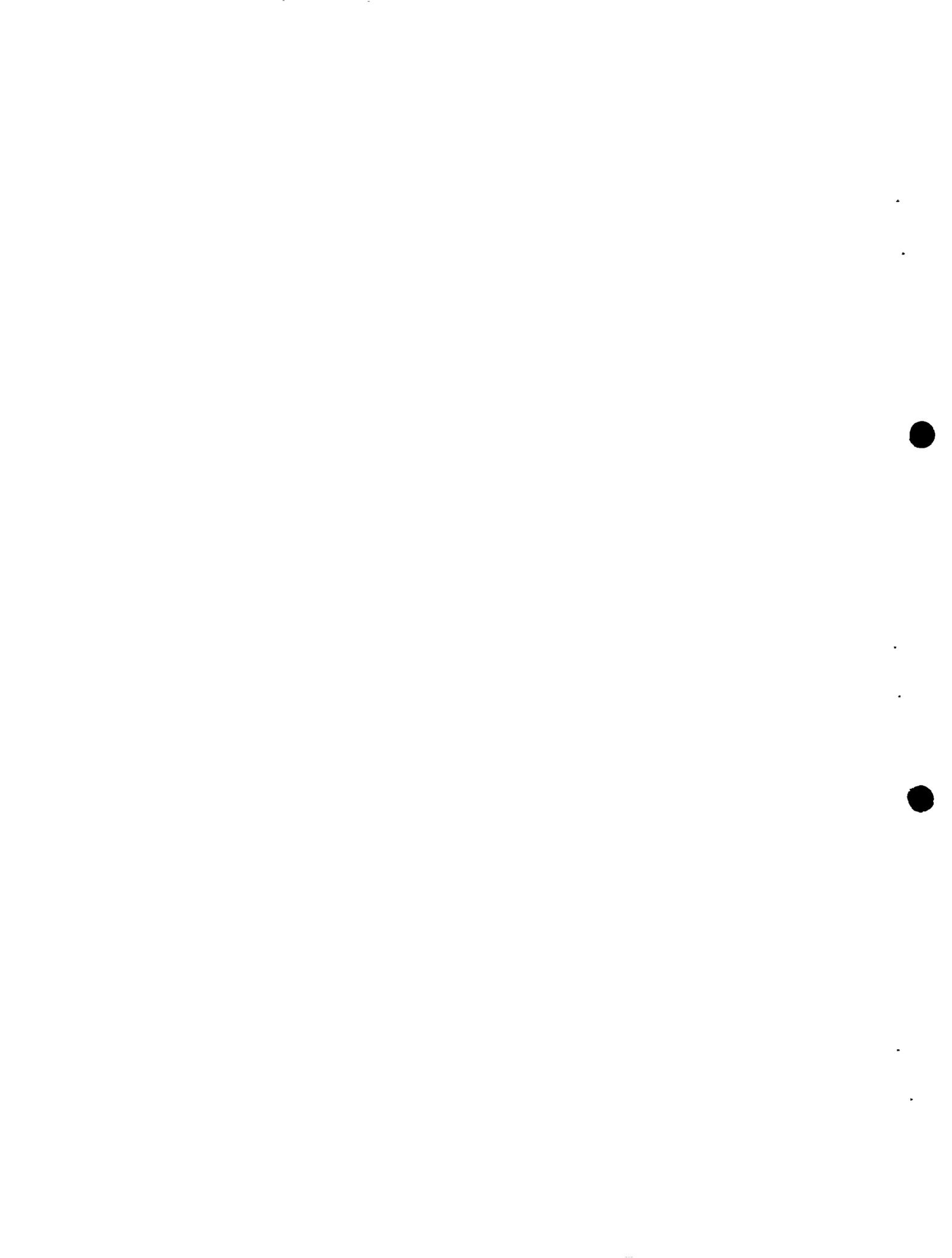
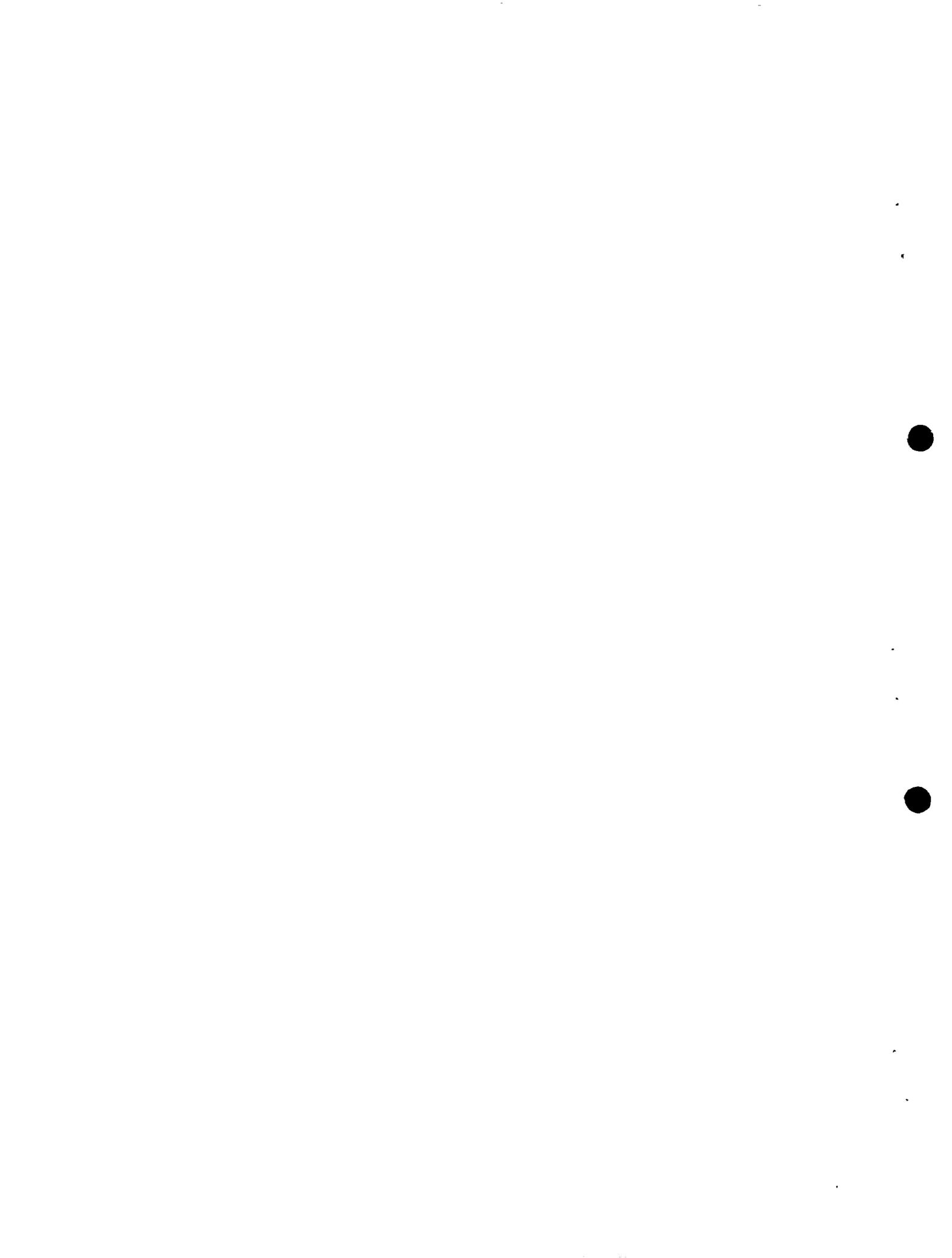


Table No.6 : *Brackground of schools and SMC Chairpersons of eight primary schools of Moulvibazar and Comilla.*

SL. NO	About the school					SMC Chairperson			
	Name of the school/thana	Year of estt	Total land owner by school (in decimil)	Latine existed before					
				yes	no				
1	Bashudevpu GPS/ Kamalganj	1930	100	open	-	M A Sobhan	Non mattic	55	Ex UP member
2	Shankapur GPS/ Kamalganj	1942	33	-	-	M. Shafiquzza man	Gradu- ate	50	Ex UP member
	Khachully GPS/ Kamalganj	1971	40	-	-	A. Matin Farid	Class IX	50	Ex UP member
4	Radhanagar GPS/ Kamalganj	1940	40	-	-	Kazi M Ishaque Mia	Class VII	55	Ex. UP member
5	Goberdhanpur GPS/ Kamalganj	1962	35	-	-	Abdul Malek	SSC	45	Ex. UP member
6	Mohammed- pur GPS/Laksham	1960	33	-	-	Abul Hossain	SSC	35	Member UP
7	Govmdapur**	1901	33	-	-	-	-	-	-
8	Arupar GPS/Laksham	1937	33	-	-	M. Lutfur Rahman	SSC	40	UP member

* GPS = Government Primary School

** The Chairman was not available for relevant information. Discussion was held with three other members of the committee and some other local people instantly came and joined.



Three of the SMCs mobilised local people to carry construction materials voluntarily and also guarding the materials against possible theft.

The TNO and TEO expressed their satisfaction about the enthusiasm and voluntarism demonstrated by the SMCs and school teachers. They said that the SMC Chairmen visited them in their offices at least twice a week and urged them to visit the construction site. The SAE (DPHE) and SAE (FD) also expressed their satisfaction at the cooperation they received from the SMCs. In almost all the cases corrective measures were taken very promptly after the identification of the defects, they added. After procurement of the materials the SMCs requested the technical personnels to verify the materials.

After completion of the construction each of school in Kamalgonj arranged public meeting at the school premises where parent-guardians, local elites and thana level officials were invited. The meetings generated a sense of 'Community ownership' of the installations and commitments were also expressed by the community to maintain the latrines.

3.1 Problems mentioned and suggestions made by the SMCs

The SMCs involved with the construction did not mention any major problem in implementing the project. However, they suggested some measures which may make the work easier in future.

- a) Tubewell material supplied by the DPHE should reach the thana office before the work order is issued.
- b) Construction should be carried out between November to January which may reduce transportation cost and unnecessary delay of work due to inclement weather.
- c) All the participating SMCs within the thana or union may procure other materials on a particular day after making necessary arrangements which may also reduce transportation cost. The technical members of thana level PC may help them in identifying the specimen wise materials.
- d) The SMCs and masons should be provided with a short orientation before the disbursement of fund.
- e) Visit from thana officials and UNICEF officials were mentioned as extremely helpful for the SMCs. The system be continued and made inevitable part of the programme.



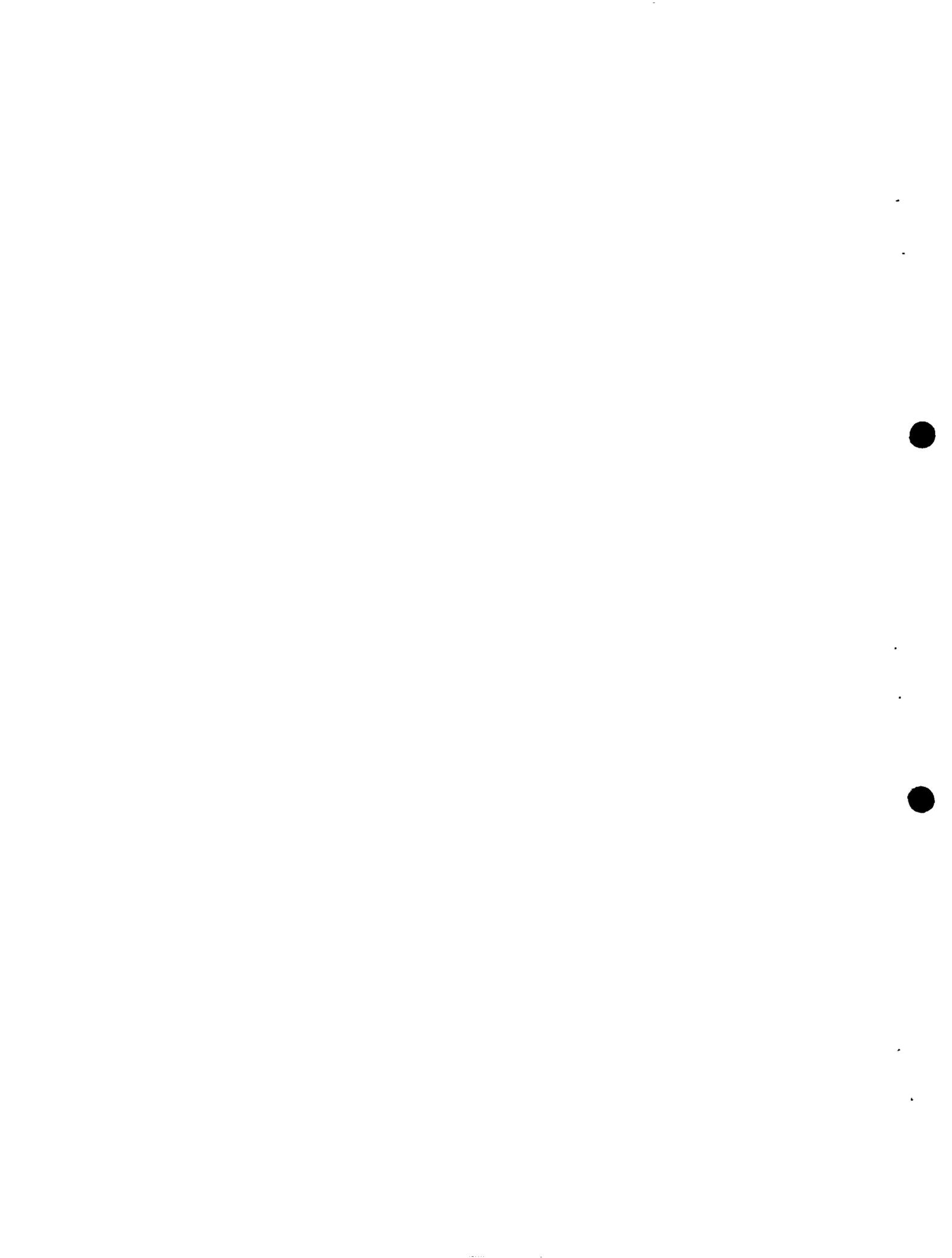
CHAPTER IV

**REPLICABILITY OF THE MOULVIBAZAR MODEL :
SOME OBSERVATIONS AND RECOMMENDATIONS**

The study clearly shows that construction of latrine-cum-water supply system by involving the SMCs were more advantageous compared to the same commissioned by engaging contractors. A summary of the comparative situation may be observed by considering some of the relevant variables verified in the study which may be seen in the following figure.

Figure 1 : A comparative analysis of the advantages and disadvantages of construction by the SMCs and the contractors

Variable verified	SMCs	Contractors	Comment
Time taken	Average 28 days including waste time due to bad weather condition	Average 7 to 10 months	Table-2 may be seen
Quality of overall construction	As per plan-design	Very few were considered within acceptable limit	Table no 3, 4 & 5 may be seen
Cost Factor	Cost effective	Contractors showed reluctance to participate within the present cost estimate	In Moulvibazar contractors quoted a rate 80% higher than the estimated cost.
Quality of materials used in the construction	As per specimen	In almost all cases there were deviation	-
Empowerment of SMCs & local capacities building	Promoted and ensured	Rather creates frustration among the community	-
Community participation and sense of ownership by the community	Demonstrated prominently	Non-involvement created resentment	-
Liquidation of advances	Within 2 months of completion	Took 10-12 months	-
Future maintenance of the installation	Ensured	Uncertain	-



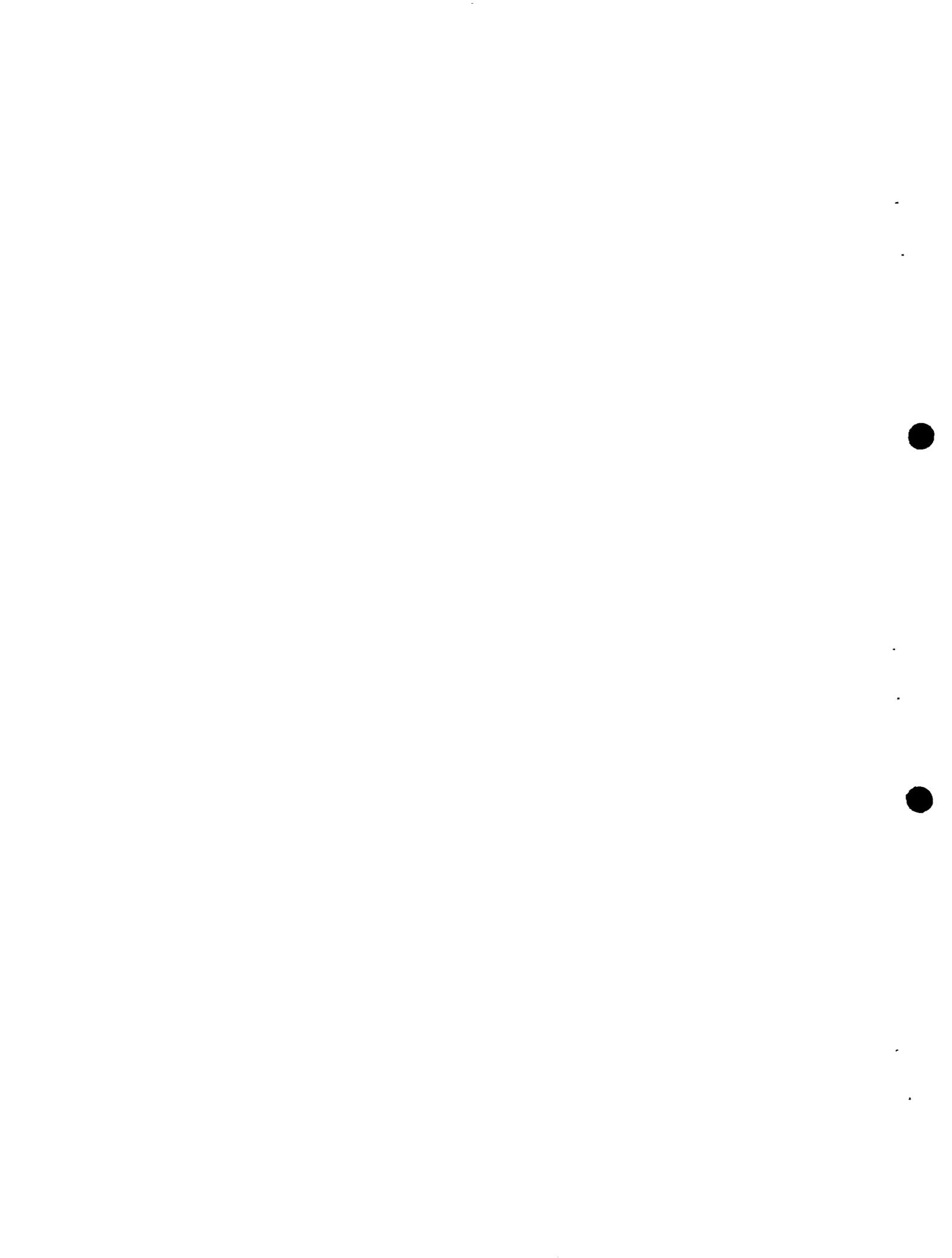
Though the advantages are clearly demonstrated in favour of the SMCs, recommendation for large scale replication needs careful consideration. Some major and minor modification, corrections, additions alteration may be needed to the methods and strategies followed at the experimental stage.

Firstly the whole experiment needs to be thoroughly reviewed and examined by the concerned policy making (LGRD&C and MOE) and implementing agencies (DPE and DPHE) to ensure the same response and result during the large scale replication.

Secondly during the experimental stage close supervision and monitoring was possible because of the smallness of project. To ensure the same amount of monitoring and supervision as well as prompt and timely response from the relevant government departments, their existing capacity at the district and thana level needs to be assessed objectively. Due to incapacity or manpower shortage, if any, the whole project may lose its speed which may in turn bring frustration to the SMCs. Above all, the commitment and confidence of the concerned departments are essential to shift the responsibilities from contractors to the SMCs.

In order to facilitate the process the following recommendations are furnished for consideration

- 1 A UNICEF team consisting of officials and consultants should be engaged during the implementation of the project. The team shall act as catalyst to orient the concerned district and thana officials as well as arrange orientation programmes for the SMCs and local masons ,
- 2 Timely disbursement of fund from DPEO to the PC at the thana and supply of tubewell materials to the SMCs should be ensured ;
- 3 Technical support of the SAE (DPHE), SAE (Facilities) Department and in possible cases Assistant Engineer (LGED) should be ensured;
- 4 Assistant Engineer (LGED) may also be included as a member in the existing four member thana level PC. It may enhance the technical capabilities of the PC.
- 5 After selection of schools for construction, an orientation programme for atleast two of the SMC members including Chairperson should be arranged ;



6. Similarly local masons hired by the SMC also need atleast one day orientation which will enhance their skill required for the construction ;
7. Just after signing the contract or undertaking prepared by the thana level PC, the arrangement for sending tubwell materials should be made. The technical personnel of the thana level PC should also help the SMCs in procuring the materials from the open market by forming a purchase committee or through any other arrangement they consider suitable ;
8. The SMC level PC should arrange extended or joint meeting of the parent guardians, teachers and local elites before starting the construction and also call another meeting after completion of the work. This will enhance local participation. Members of thana level PC may also attend those meetings ;
9. A comprehensive guideline for implementation of the project should be prepared which may specify the rights and responsibilities of all individual officials, project committees, school teachers, SMCs and the local community ,
10. An independent evaluation should be made after the implementation of the first phase of any large scale replication to record the subsequent developments.



Questionnaire to evaluate the quality of water Supply and Sanitation System

1. Division _____ 2. District _____
 3. Thana _____ 4. Union _____
 5. School _____

2. Type of Latrine :

- i) A-Type ii) B-Type

3. Water Tank:

a) Physical Observation :

- i) Leaking ii) Not Leaking

b) Thickness of bottom slab

- i) 4 inch ii) 3 inch iii) below 3 inch
 iv) Any other specify

c) Quality of outside plaster

- i) Good ii) Bad iii) Damaged
 iv) Notify if there be any

d) Quality of inside plaster

- i) Good ii) Bad iii) Damaged
 iv) Notify if there be any

e) Present condition of Tank Cover :

- i) Good ii) Fair iii) Bad
 If bad specify :

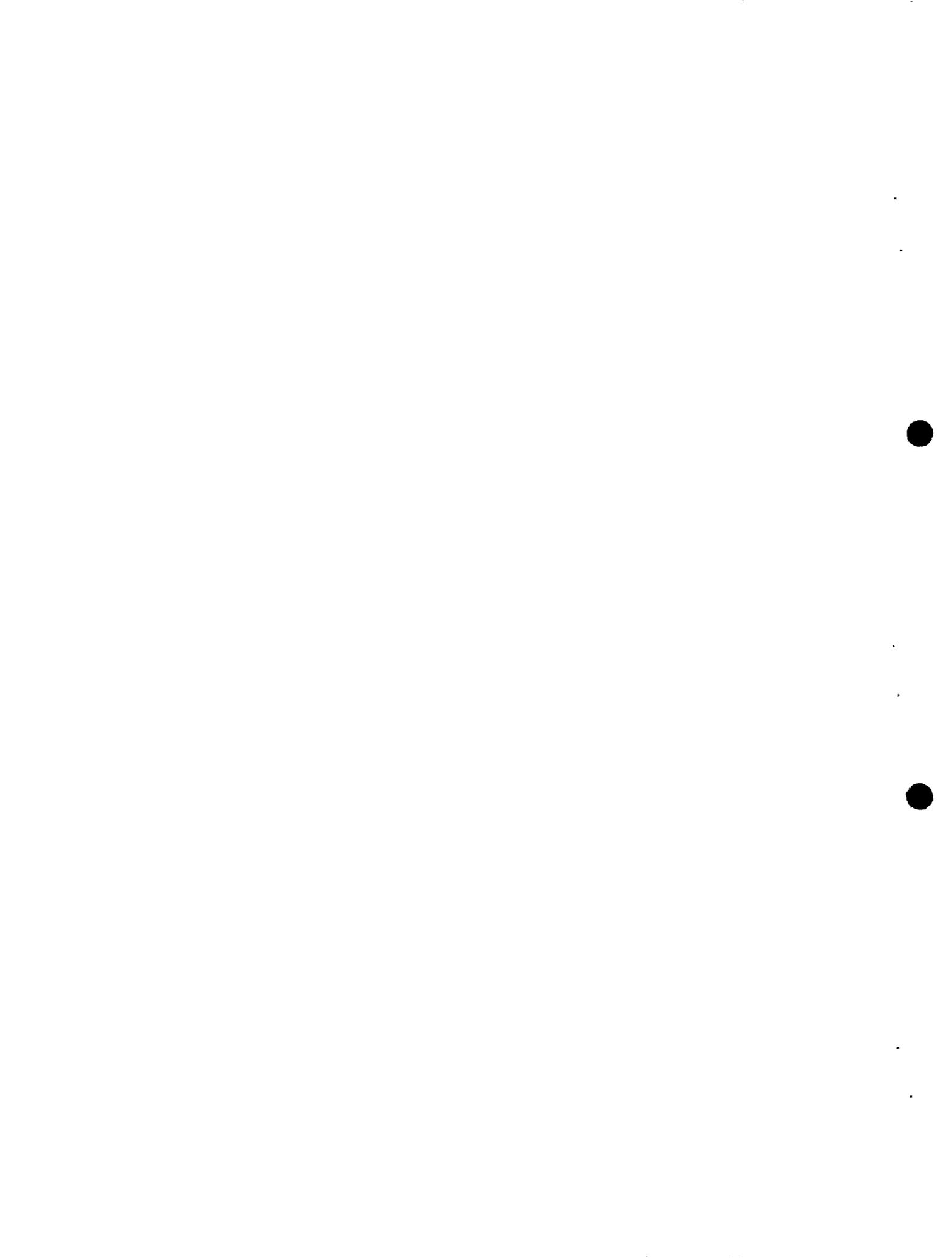
f) Fixing system of water tank cover is :

- i) Cover Fixed with by hinger : Yes. No.
 ii) Locking system exist ? Yes. No
 iii) If any other specify

g) Is the Tap with the tank working ?

- i) Yes ii) No iii) Closed permanently

If closed permanently, give reasons



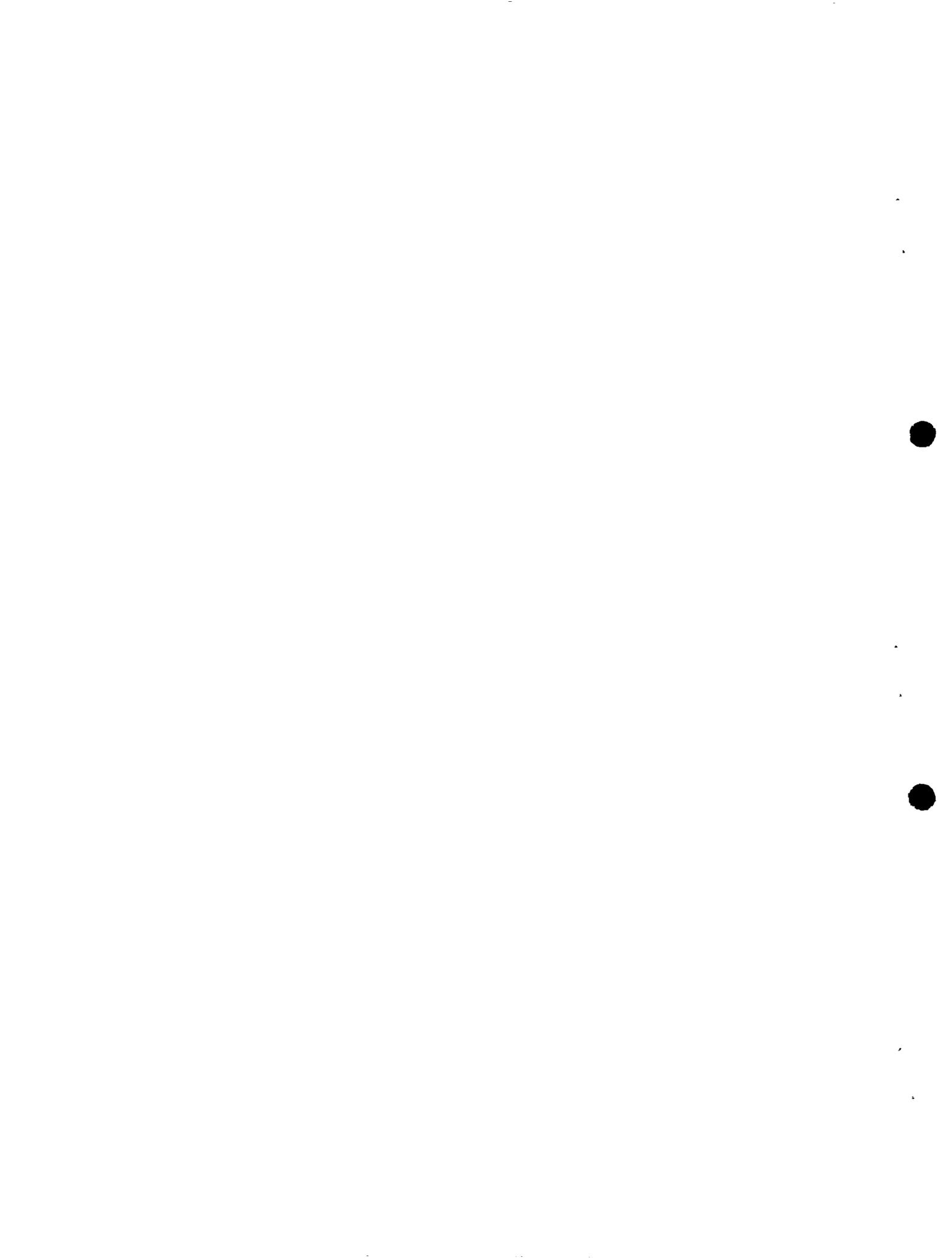
- h) If any crack found in the structure :
- i) Yes (Specify) ii) No
 - iii) Notice on cracks specify & identify possible repair

4 Latrine Unit :

- a) Quality of outside plaster of latrine is .
- i) Good ii) Fair iii) Bad iv) Damaged
 - v) Note on plaster condition
- b) Quality of inside plaster of latrine is .
- i) Good ii) Fair iii) Bad iv) Damaged
 - v) Note on inside plaster
- c) Quality of G I sheet (door) in respect of thickness is :
- i) Seems, 22 BWG ii) Seems, 26 BWG iii) Simple Tin or other thing
 - iv) Is there any hole in the door : Yes No
- d) Door Fixing System is .
- i) Good ii) Bad
 - iii) Is the door painted Yes No
 - iv) Condition of door if there is any corrosion Yes No
- e) Floor of latrine is :
- i) Good ii) Fair iii) Bad iv) Damage
 - iv) Note on damage condition
- f) Any other crack in the structure :
- i) Wall ii) Steps iii) Roof slab
 - iv) Notes on damage
- g) Water available inside the latrine : Yes No
- If "No" give reason
- i) is the locking system for outside exist. Yes No
- h) Is the door can be locked from inside Yes No

5 Tube Well :

- a) Easy to operate
- i) Yes ii) No iii) If no reason



b) Water availability throughout the year is :

- i) Sufficiently Available
- ii) Not Available
- iii) Insufficiently available

If insufficient, how many month / days ?

c) condition of platform :

- i) Even / fair
- ii) One side settled/sunked
- iii) Broken and uneven settlement observed

d) Condition of Stair

- i) Good
- ii) Fair
- iii) Bad

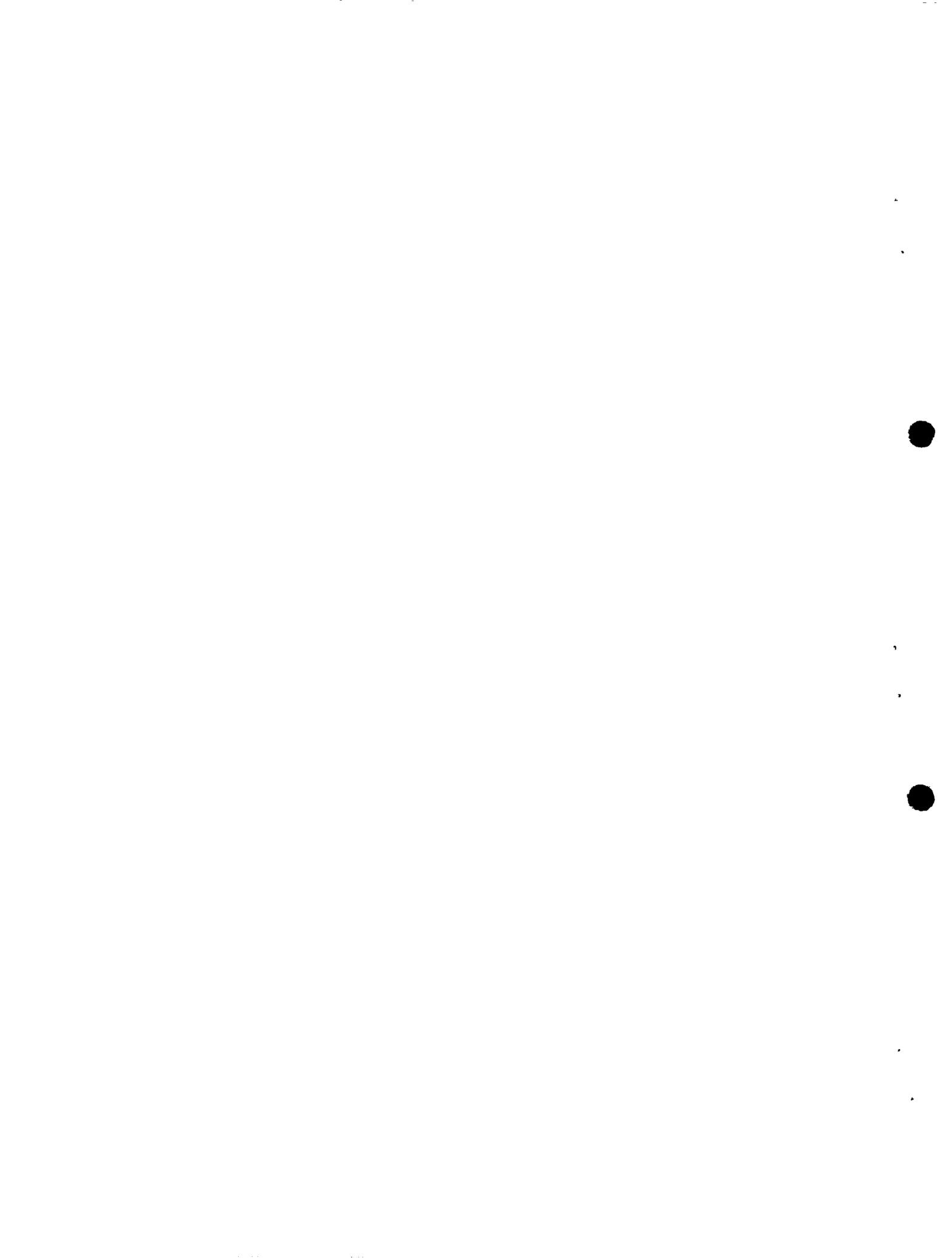
e) Is the student use water from the tank for drinking

- i) Yes
- ii) No

If no Reason:

If 'No' presently from they are using water for drinking

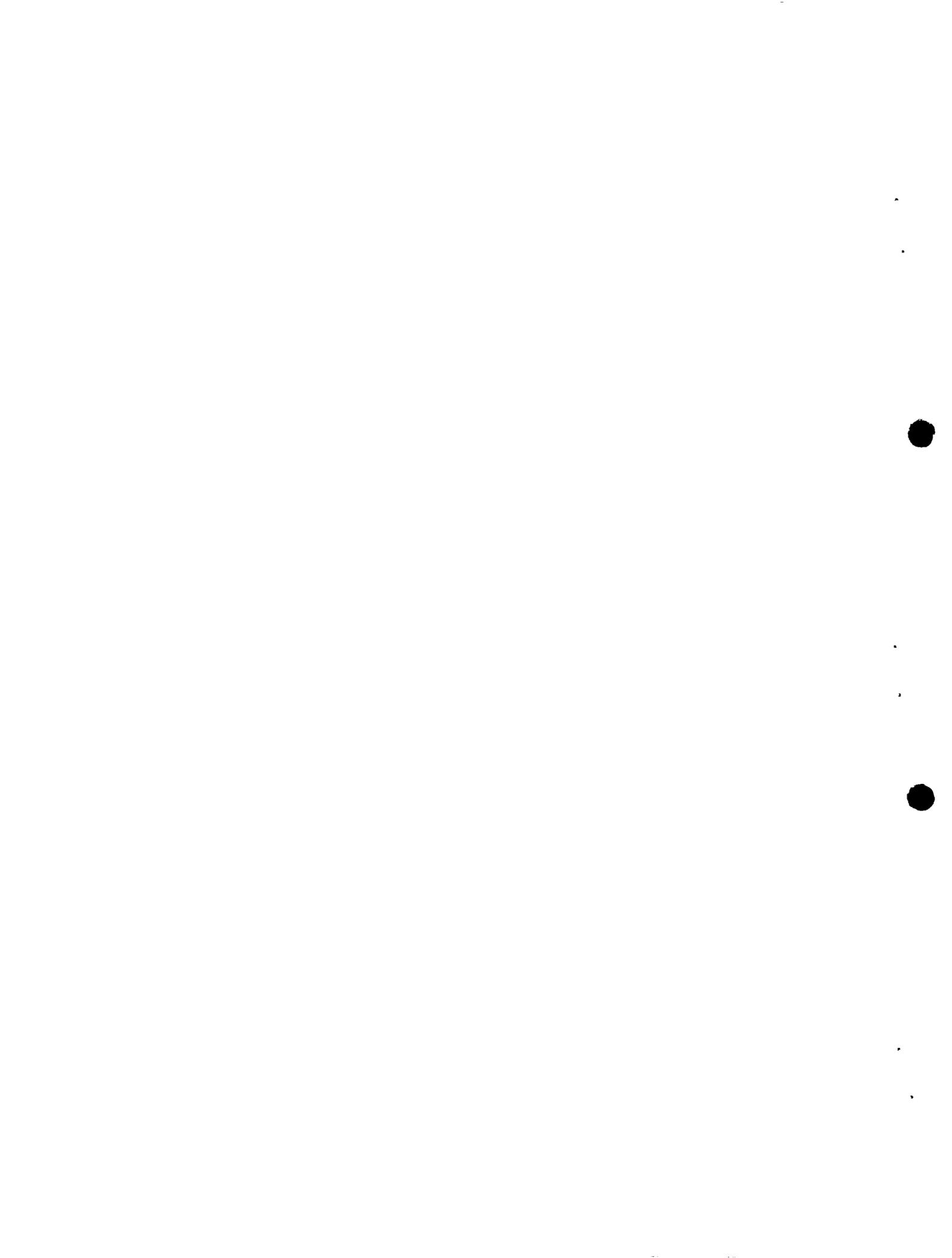
Note . This questionnaire was used by the consulting Services and Associates in their evaluation on Phase I The same questionnaire was adopted for the present study to maintain the uniformity of the findings.



LIST OF MATERIALS FOR THE CONSTRUCTION
OF LATRINE AND WATER SUPPLY SYSTEM

Sl No	Particulars	Unit	Quantit	Remarks
1.	First class bricks	No	2800	PVC pipe (1.50" Dia), Screen, pump, adopter, and solvent cement will be supplied by department.
2.	Cement	Bag	24	
3.	Working Sand	CFT	175	
4.	Khoa	CFT	35	
5.	M.S. rod	CWT	1.00	
6.	Long pan (BISF, Model No.311)	No	02	
7.	Supplying and marking of Painting door(6/2-7") with 1/1/0.125 inches angle 1/0.125 inches flat bar and 22 BWG sheet as per drawing. PVC pipe(4" dia, C-Grade) PVC Tee (4" dia) a) G.I pipe(1/2")	No	02	Miscellaneous items like G.I. wire, nail, lunc, glue and blue as required. Quantity (Mainly bricks, cement, rod and sand may vary +- 5%.
8.	b) G.I Elbow(1/2"0	RFT	17	
9.	c) G.I. Tee (1/2"0	No	01	
10.	d) G I. Socket(1/2")	RFT	12	
	e) G.I. pipe(10" long and 3/4" dia) with 10" clamp and end cap.	No	02	
		No	01	
	f) CI manhole cover(14" inner dia,) Manco brand or best quality.	No	04	
		No	01	
	g) Push cock(1/2" dia)			
	i) Bib cock(Brass)	No	01	
	PVC pipe(1.50" dia)			
	a) G.I Elbow(1.50")			
	b) Elbow(3" dia) with 3" dia 8" long PVC pipe.	No	01	
		No	02	
11.	Globe lock(Made in Bangladesh)	RFT	205	
12.		No	02	
		No	01	
13.		No	03	

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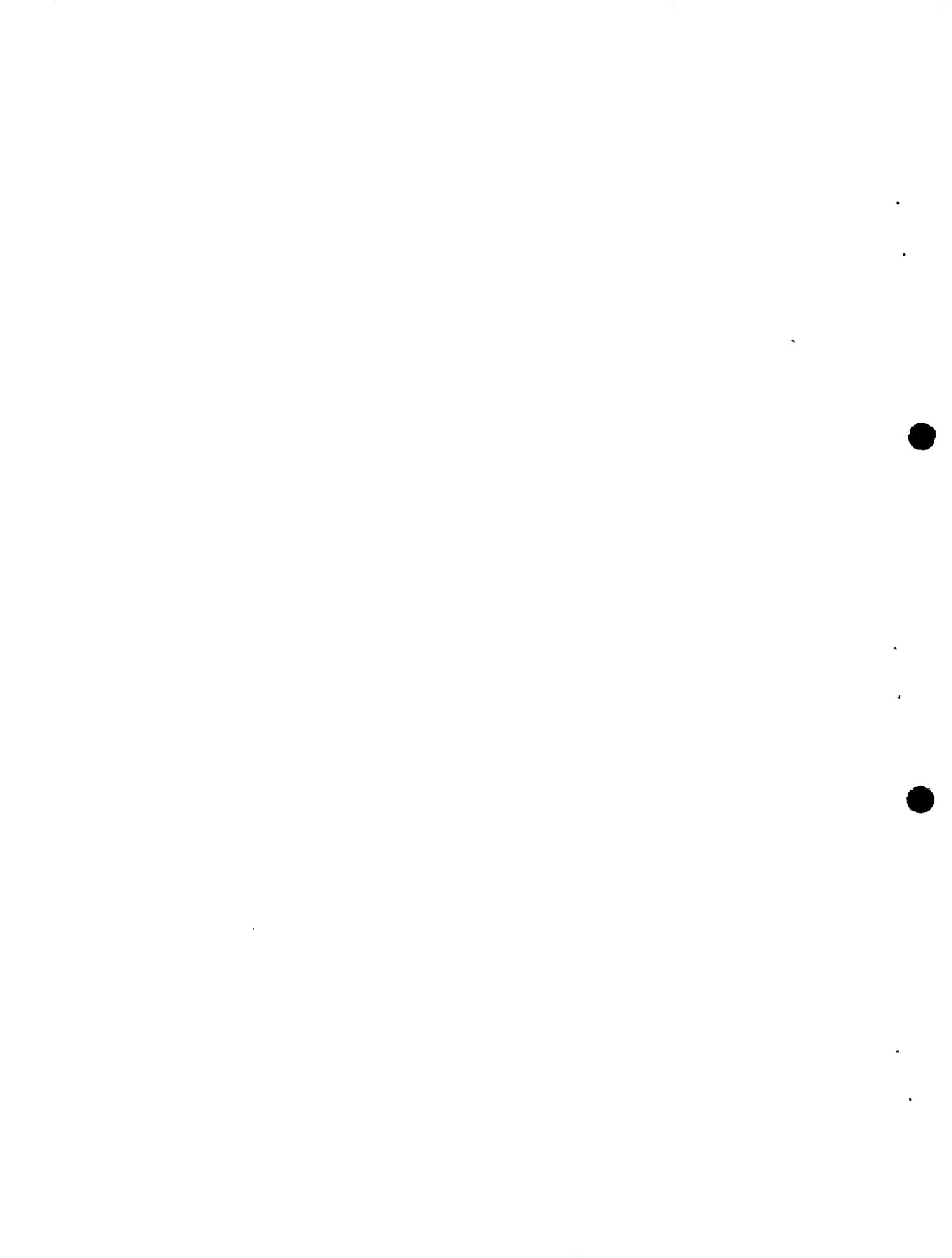
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TERMS OF REFERENCE (TOR) FOR
CONSTRUCTION OF WATSAN FACILITIES IN PRIMARY SCHOOLS
AND
PROMOTION OF SANITATION AND HYGIENE AND BEHAVIORAL
DEVELOPMENT WITHIN SCHOOLS AND IN COMMUNITIES
THROUGH SCHOOL MANAGEMENT COMMITTEE (SMC)

BACKGROUND

School Sanitation programme aims at using schools as focal centres and channel for sanitation and hygiene behavioral change. Under the joint GOB UNICEF effort, more than 2000 primary schools in the country have been provided with sanitary latrines and water supply facilities to inculcate good sanitation and hygiene habits to the students from young age. These sanitary and water facilities also serve as demonstration model for the community. Evaluation of the School Sanitation Programme indicated that the availability of sanitary facilities in schools has increased girls enrollment.

In the current programme, primary schools are taking actions to promote safe environment, improved sanitation and hygiene practices among school children, parents, siblings and communities. Teachers and students have been trained to become change agents in their respective school catchment areas. Headmasters together with School Management Committees (SMCs) in respective school are responsible to ensure physical maintenance and hygienic use of the facilities.

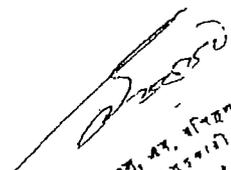
Starting from 1996, deworming of school children and use of nail clipper will be integrated into the promotional activities for behavioral development.

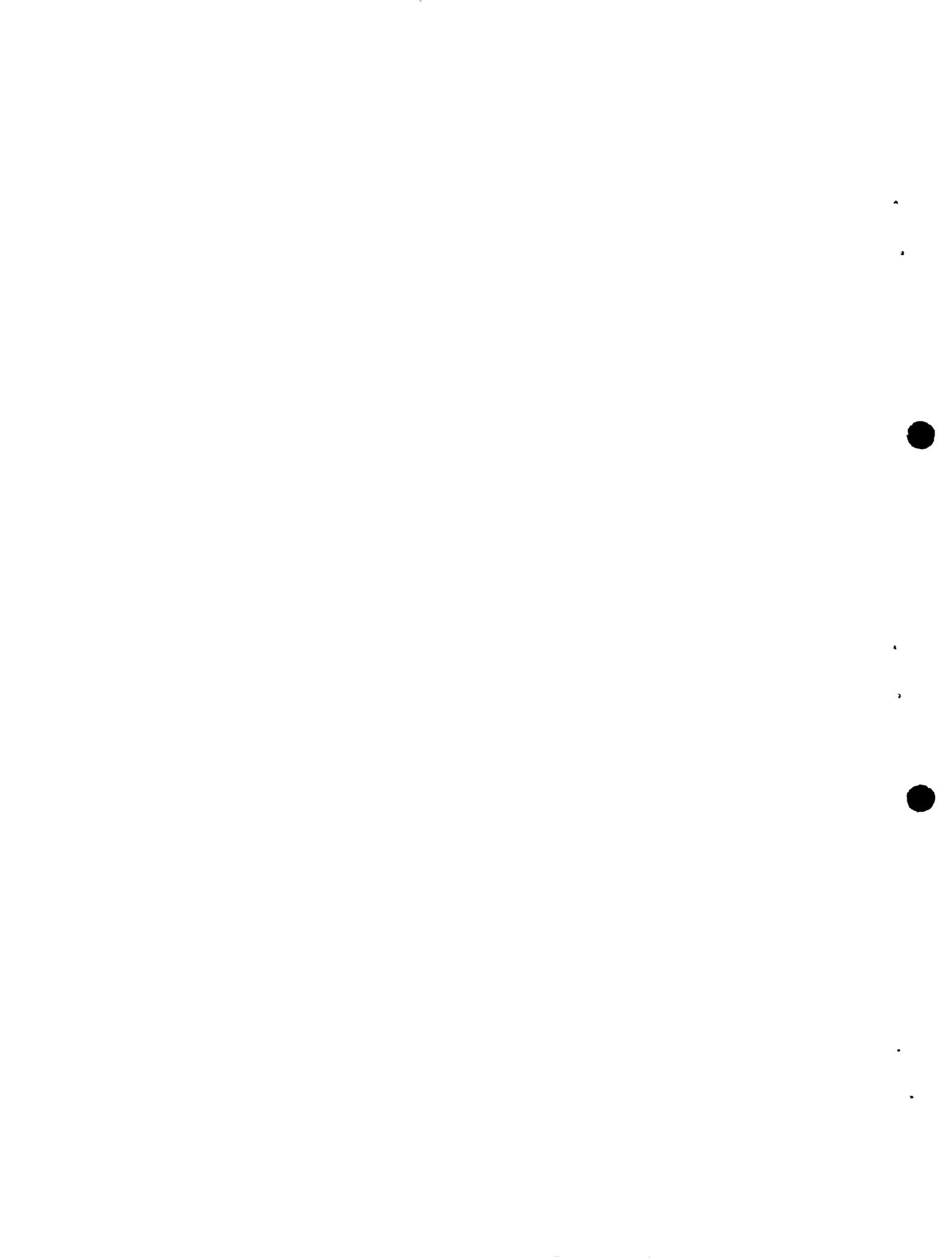
Under the current school sanitation programme, the water supply and sanitary latrine (WATSAN) facilities were constructed by the Department of Public Health Engineering, (DPHE) through contractors. It was suggested that a pioneer study be carried out to investigate whether the School Management Committees (SMCs) would be capable of taking up the construction task and to ensure the maintenance and usage of the facilities. Five primary schools in Kamalgonj Thana of Moulvibazar District were selected to participate. The pilot study started in September 1995 and was completed in October 1995. An evaluation was carried out in October 1995.

The outcomes of the pioneer experience in Moulvibazar reveal that the School Management Committees (SMCs) are capable and effective in carrying out the task. The entrustment of the construction work to the SMCs enhance community involvement and ownership of these

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The Committees at all levels will continue to function focusing on promotional activities after the completion of the construction work on school WATSAN facilities and even beyond the project period

SM Implementation Committee (SMIC)

It is recommended that at school level, all 11 members of School Management Committee (SM) together with one selected member of the Union WATSAN Committee shall form a SM Implementation Committee (SMIC) to take up the task.

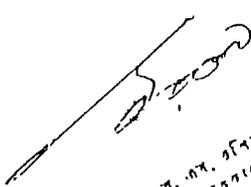
- | | | | |
|---|-------------|----|--|
| + | Chairperson | -- | SMC chairperson |
| + | Secretary | -- | Head teacher |
| + | Members | -- | All SMC Members and one selected member from the Union WATSAN Committee. |

Role and responsibility

On construction of school water supply and sanitary latrine facilities:

- * Signing of agreement with Thana Committee on construction work (see NO 13-1)
- * Procure construction materials and ensure its quality.
- * Receive IW materials from DPHE through Thana committee or procure material from open market.
- * Receive fund from INO
- * Identify local skilled masons/IW mistries (private/non-DPHE) and SMC members to be oriented on the construction works.
- * Supervise construction work with technical inputs from SAE of Thana Committee.
- * Cooperate with the Thana Committee.
- * Submit progress to Thana Committee.

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পরিচালক (সি.এ.সি.)
জি.এ.সি. অফিস
স্বাস্থ্য, পরিবেশ ও
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Other Documents

- 1 Sanitation in Primary Schools (Plan of Action), GOB-UNICEF, November 1992
- 2 Inter Office memorandum on Progress Report of Primary School Latrine Construction (07 Sept, 1995).

