



# PRO POOR STRATEGY for Water and Sanitation Sector in Bangladesh



## Local Government Division

Ministry of Local Government, Rural Development & Cooperatives  
Government of the People's Republic of Bangladesh

Revised in June 2020



## **PRO POOR STRATEGY** for Water and Sanitation Sector in Bangladesh



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## MESSAGE

I am proud that the Policy Support Branch (PSB) of the Local Government Division (LGD) under the Ministry of Local Government, Rural Development and Co-operatives (MoLGRD&C) has taken initiative to revise and update the 'Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh, 2005'. Revision and update the Strategy aligning with the Sustainable Development Goals (SDGs) is one of the priorities of the Government. Hence, the initiative of the Local Government Division is undoubtedly commendable in this regard.

The 'Pro-Poor Strategy for Water and Sanitation Sector in Bangladesh' provides a clear roadmap for identifying the hardcore poor households and ensure water and sanitation facilities for them on a priority basis. I believe, this revision will play a significant role in attaining Sustainable Development Goal 6 (SDG 6).

We have achieved huge success during last few decades to ensure safe water and sanitation services. This revised strategy will provide more specific guidelines for identifying and organized the hardcore poor households and administering 100% subsidy with provision of a basic minimum level of services for them which will accelerate success in the water supply and sanitation sector.

I am pleased that the revision and update process of this Strategy adopted through a huge participatory process. Stakeholders ranging from the grassroots level up to the policy makers had their active involvements in this process. Opinion from all levels were considered with due importance. It is encouraging that the revision process of this Strategy has also emphasized the government's aspiration of establishing accountability and good governance. I am hopeful, this will be helpful to carry forward the principles of transparency and accountability particularly in water and sanitation sector.

I convey my profound thanks to all those who provided their expert suggestions and make contributions in the revision and upgradation of the Strategy, particularly the members of the Working Committee, LCG Sub-Groups, sector professionals, National Forum for Water Supply and Sanitation, and on top of all, the concerned Officials of the Local Government Division.

I am hopeful, following this revised Strategy and together all of our concerted efforts including the representatives of Local Government Institutions (LGIs), Development Partners, NGOs, Civil Society and Media it will be possible to ensure safe water supply and sanitation services for hardcore poor which ultimately will fulfil the vision of our Honorable Prime Minister.

Wishing huge mass campaign and successful implementation of the 'Pro-poor Strategy for Water Supply and Sanitation Sector in Bangladesh, 2020' at ground.

Joy Bangla, Joy Bangabandhu.

**Md. Tazul Islam, MP**

**Helal Uddin Ahmed**

**Senior Secretary**

Local Government Division

Ministry of Local Government, Rural Development & Cooperatives

Government of People's Republic of Bangladesh



## MESSAGE

Despite multifarious challenges as a developing country, Bangladesh has made enormous progress in our social and economic sectors which is universally recognized as a role model. Especially, our achievement in the water and sanitation sector has been appreciated worldwide. Recently, we have attained a glorious status of a middle-income country, which has been possible due to our Honorable Prime Minister's visionary plan and candid leadership.

Bangladesh has met the Millennium Development Goal (MDG) target for drinking water by increasing access to improved water services. At present almost 98% of the population already gained access to basic need of drinking water facilities. Bangladesh has also made remarkable progress by reducing open defecation practices to almost zero by setting a unique example in the world. This achievement is a result of the concerted efforts of the government, development partners, NGOs and people in general. Despite this success, our achievement in water supply and sanitation sector is still threatened by so many challenges especially the gap between access and quality of services. The other challenges include inadequacy of context-specific & cost effective technology, fecal sludge management and safely managed sanitation for densely populated areas such as urban slums, extending services to people living in coastal, arsenic prone and other hard to reach (HtR) areas, weak capacity of local government institutions and mobilization of funding in a timely manner.

It is important to ensure safely managed water supply and sanitation for all addressing 'leaving no one behind' theme under Sustainable Development Goals. For this, Local Government Division has taken a timely and proper initiative to revise and update the 'Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh'.

I firmly believe that, this revised and updated 'Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh, 2019' will bring us to one step forward towards the achievement of SDG 6. This revised strategy will also be helpful in achieving progress on water supply and sanitation sector following the roadmap of upgrading to a developed country from a middle-income one in line with the Vision 2021 and 2041 of the government.

I convey my sincere thanks to Additional Secretary (Water Supply Wing), Additional Secretary (Policy Support Branch) and all the other concerned officials of the Local Government Division for their pioneering and proactive role and continuous support for the accomplishment of this important task. I am extending my thanks to WaterAid Bangladesh and the Members of the 'Working Committee' for their active support and cooperation.

Finally, I would ask all the relevant stakeholders to take part in the effective implementation of 'Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh, 2020'.

**Helal Uddin Ahmed**

**Md. Zahirul Islam**

**Additional Secretary (Water Supply)**

Local Government Division

Ministry of Local Government, Rural Development & Cooperatives

Government of People's Republic of Bangladesh



## FOREWORD

The Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh has been developed and published by the Local Government Division of the Ministry of Local Government Rural Development and Cooperatives back in 2005. I believe that aligning the Strategy with Sustainable Development Goals (SDGs) will be a milestone for the water supply and sanitation sector of the country.

We have number of success in the water supply and sanitation sector. But provisioning safely managed water supply and sanitation service to the hardcore poor and marginalised households is still a great challenge for us. To combat this challenge, the initiative of revising and updating the Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh, 2005 strategy is indeed an effective and timely step.

I would like to express my profound regards to Mr. Md Tazul Islam, MP, Minister, Ministry of Local Government, Rural Development and Co-operatives who's progressive leadership and directives inspire us to finish the job properly and in time.

I would like to express my sincere gratitude and profound regards to Mr. Helal Uddin Ahmed, Senior Secretary to the Local Government Division for his kind advice and cooperation in the process of updating, revision and publication of this national document.

I am thankful to WaterAid Bangladesh, especially Mr. Md. Khairul Islam, the former Country Director of WaterAid Bangladesh and present Regional Director of WaterAid South Asia, for coming forward with all possible technical and financial assistances in the entire process of updating this strategy. I also want to convey my sincere thanks and gratitude to the consultant assigned for this revision and all the relevant colleagues of WaterAid Bangladesh for their dedicated efforts to accomplish the task successfully.

I express my heartfelt gratitude to the members of the working committee for their cooperation made by LGD for revision of this document. I also take this opportunity to convey my thanks all to concerned Ministries, DPHE, WASAs, City Corporations, Paurashavas, UNICEF and other development partners, NGOs and sector professionals for their outstanding contribution to this work.

It will remain incomplete if I forget to pay gratitude and thanks to Mr. Md. Abdur Rauf, the Additional Secretary and former in-charge of the Policy Support Branch, LGD and Kazi Ashraf Uddin, the Additional Secretary and In-Charge of Policy Support Branch, LGD who took their utmost effort to finish this work on time.

I hope this revised Pro-Poor Strategy for Water and Sanitation sector in Bangladesh 2020' will be able to play a vibrant role to achieve SDG 6 and carry on the progress of ensuring safely managed water supply and sanitation services in the country.

**Md. Zahirul Islam**



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# CONTENTS

SUBJECT	PAGE
1 INTRODUCTION	01
2 PRO-POOR STRATEGY FOR WATER AND SANITATION SECTOR	02
3 OPERATIONAL DEFINITION OF HARDCORE POOR HOUSEHOLDS	02
4 MINIMUM LEVEL OF BASIC SERVICES OF WATER SUPPLY AND SANITATION	04
A) SAFE WATER SUPPLY	04
B) SANITATION	05
5 IDENTIFICATION AND ORGANISING THE HARDCORE POOR HOUSEHOLDS	05
A) IDENTIFICATION OF HARDCORE POOR HOUSEHOLDS/CLUSTER IN CASE OF SAFE WATER SUPPLY	06
B) IDENTIFICATION OF HARDCORE HOUSEHOLDS/CLUSTER FOR SANITATION	08
6 METHODS OF ADMINISTERING SUBSIDIES	09
7 OTHER MEASURES	10
7.1 MICRO-CREDIT SUPPORT AND EMPLOYMENT GENERATION	10
7.2 CAPACITY BUILDING OF THE LOCAL GOVERNMENT INSTITUTIONS (LGIs)	10
8 MONITORING AND EVALUATION	11
9 CONCLUSION	11
10 Annex A: List of Working Committee members	12

## ACRONYMS

BBS	Bangladesh Bureau of Statistics
DPHE	Department of Public Health Engineering
HIES	Household Income & Expenditure Survey
LGD	Local Government Division
MoLGRD&C	Ministry of Local Government, Rural Development & Cooperatives
NHD	National Household Database
PMTF	Proxy Mean Test Formula
PSB	Policy Support Branch
SVRS	Sample Vital Registration System
WASH	Water, Sanitation and Hygiene



## 1. Introduction

- 1.1 The Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh has been formulated in recognition of the three key aspects. Firstly, it is essential to 'address the poverty directly' as the benefits of growth are not distributed equitably. Secondly, Safety Net measures for the hardcore poor households need to be undertaken along with the gradual reduction of the subsidies in line with the National Policy for Safe Water Supply and Sanitation 1998. Just after 2015 upon introduction of Sustainable Development Goals (SDGs), remarkable changes happened in the development thought processes around the world. Government of Bangladesh has also formulated its Work Plan for SDG aligned with this. As a result, in addition to the previously recognized two aspects, a new third aspect has been included in this revised strategy of 2020. The third aspect is to achieve the Sustainable Development Goal 6 by 2030 ensure availability and sustainable management of safe water and sanitation for all with emphasis on 'leaving no one behind, for everyone everywhere always'.
- 1.2 While the Gross Domestic Production (GDP) rate is 8.14% (Eight point one four percent), the poverty reduction rate is only 1.2% (One point two percent) which indicates that the benefit of increased income does not lead to proportionate reduction in poverty, as benefits are not distributed equitably. On the other hand, in 2010, the Inequality Index was 0.458, which elevated to 0.483 in 2016, indicating the upward trend of the rich-poor gap in the society. According to the Household Income and Expenditure Survey (HIES) of Bangladesh Statistical Bureau 2016, around 24.3% (Twenty four point three percent) of the population are poor and 12.9% (Twelve point nine percent) are hard core poor which have now reduced to 22% (twenty two percent) and 11% (eleven percent) respectively (HIES 2019). Although 56% (fifty six percent) of the population have access to safely managed drinking water supply facilities, however 98% (ninety eight percent) of the population already gained access to basic need of drinking water facilities. Around 99.5% (ninety-nine point five percent) of the population of the country is dependent on the underground water as drinking water source. Dependency on the underground water is increasing day by day which is alarming. Around three crore (30 million) households of the country collect their drinking water from about one crore eighty lac (18 million) tube wells in the country. Out of these, about one crore sixty-two lac (16.2 million) tube wells are privately-owned. Numbers of privately-owned tube wells are nine times higher than the government-owned tube wells. The analysis of the 2019 information of Department of Public Health Engineering (DPHE) shows that there are about eighteen lac (1.8 million) government-owned tube wells for one crore eighty-eight lac (18.8 million) households in the country. This evident shows that a large number of poorer section of populations do not have ownership on the source of safe drinking water facilities. Consequently, they have to depend largely on economically well-off families to meet their drinking water needs. According to the Sanitation base line survey 2003, service coverage of sanitation was 40% (forty percent) which is now stands near to hundred percent. Out of this, 47% (forty seven percent) are within basic minimum service coverage, 22% (twenty two percent) are within limited service coverage and the rest 31% (thirty one percent) families are within unimproved service coverage.

1.3 It is mentioned that in the country, incidence of child mortality rate is 31% (thirty one percent) per thousand, infant mortality rate is 24 per thousand (SVRS Report, 2017). On the other hand, maternal mortality rate is 1.69 per thousand (SVRS Report, 2018). These mortality rates are the highest among the hardcore population of the country. The process of bringing the hardcore and the most disadvantaged people in the forefront for direct intervention rather than traditional increased investment to pro-poor sector as a means of poverty alleviation is termed as 'Facing the Poverty directly'. This Strategy Paper will be very supportive in facing the poverty directly through ensuring safely-managed water and sanitation.

## 2. Pro-poor strategy for water and sanitation sector

2.1 In the backdrop of above context, the basis for pro-poor strategy for safe water supply and sanitation is identification of the households/families or habitations that are deprived of the access to minimum need/facilities of safe water and sanitation. After that, identification of the hardcore poor households among them and allocation and distribution of resources on priority basis to enabling them to have access to safe drinking water and sanitation facilities. As a part of the process of facing the poor directly, minimum services to meet basic needs should be ensured to the hard core poor households by involving them in the decision making process and entrusting them with the responsibility in the management and maintenance of water sources and sanitation infrastructure facilities. In the process of delivery of services, safe water should be treated as community asset and sanitation as personal asset. But community-based sanitation facilities such as community latrines etc. are to be considered as community assets.

2.2 The Pro-poor strategy for water and sanitation will be established on 4 pillars which are as follows:

- 1) Operational definition of hardcore poor households;
- 2) Definition of basic minimum service level;
- 3) Identification and organization of the poor households; and
- 4) Development of the mechanism for administering subsidies.

The Pro-Poor Strategy Paper, which had hitherto been prepared through series of consultations with the beneficiaries at the grassroots level, local government representatives, government officials, policy makers, NGO representatives and development partners, has been revised in the light of SDG 6.

## 3. Operational definition of hardcore poor households

3.1 Bangladesh Bureau of Statistics (BBS) has defined the poor and hardcore poor firstly: based on defining the subsistence level of consumption of food basket and its cost and secondly, identifying the households through Household Income and Expenditure Surveys (HIES) whose income are below that level. But for any poverty reduction program, it is very difficult to identify

the target groups by using this definition of poverty as it would require a survey of the entire population of the project area through detailed questionnaire to estimate the level of incomes of all the households. However, even this process is expensive and time consuming, Government has initiated a project titled 'National Household Database (NHD)' through Bangladesh Bureau of Statistics (BBS) to build up a detailed database comprising of the information and inputs on socio-economic and demographic status, structure and characteristics of the households and the assets in their possession. Indicative score of the socio-economic status of each family can be determined from the detailed database built up by using Proxy Mean Test Formula (PMTF). This will facilitate identification of the beneficiaries under the safety-net programmes and establishment of linkages among them, targeting the hardcore poor and ensuring avoidance of duplicity and better management of the programme. This will ease the formulation of proper policies for the development of the livelihood of the people, formulation of plan and programmes and satisfying the need of statistical information by the government, development partners and non-government and also all users of statistical data and information. Above all, this database will play an extensive role in establishment of the process of formulation comprehensive safety-net plan and implementation of all programmes. Since the project NHD is under implementation, it will take some time to get the desired data.

3.2 As long as the National Household Database (NHD) is not in place, till then the subsidy on water and sanitation may be provided directly to the targeted hardcore poor households enlisted following the stipulations of the 'Humanitarian Assistance programme implementation Guidelines, 2012-13, prepared by the Ministry of Disaster Management and Relief. Families which will fulfill at least 4 of the following criteria outlined in the above-mentioned Guidelines shall be eligible for receiving subsidy as hardcore poor. But according to the opinion of WASH Sector stakeholders, after slight modifications and alterations of some of the words of the conditionalities regarding identification of the hardcore poor households mentioned in the 'Humanitarian Assistance Programme implementation Guidelines, 2012-13', any poor households will be considered as hardcore poor if they fulfill the number 1 including any 3 other following conditions:

- 1) Landless household or households having only the dwelling house;
- 2) Household wholly dependent on daily wages;
- 3) Households dependent only on the income of women labour wages or households having no male adult earning member and the family is insolvent;
- 4) Households dependent on begging;
- 5) Households where school going children need to work for earning;
- 6) Households having no income generating assets (the assets that act as a means of generation of income);
- 7) Female headed households where head of the household is widow or separated or divorced and the family is insolvent;
- 8) Where the head of the households is insolvent Freedom Fighter;
- 9) Where the head of the households is differently able and insolvent;
- 10) Households who does not yet received any micro credit;
- 11) Households become victim of natural disaster and facing serious crisis of food, finance and shelter; and
- 12) Households deprived of two squire meal per day for most of the time of a year.

In the selection process under the purview of above criterion, families living in the hilly, coastal saline-prone, islands, haor, barind and draught, arsenic contaminated and households migrated due to river erosion and disaster prone areas and affected due to climate change; rootless and floating population such as nomadic, third gender etc. and hardcore slum dwellers in the town/city, street dwellers, hardcore poor households of the low income areas should be given special priority in the process of identification of hardcore families<sup>1</sup>

No other processes are required for identification of the hardcore poor households, since all kinds of humanitarian assistances are being provided by all local government bodies through identification of the hardcore poor households following the above criterion. All the local government bodies are well conversant with this selection process. So, the main pillar of Facing the Poor Directly is to formulate an appropriate operational definition of the hardcore poor which is easily understandable and implementable by the local government institutions. Hence, the hardcore poor and the target group for the subsidy programme are to be identified and selected following the above mentioned criterion and it is to be ensured that the accrued benefits of the water and sanitation services are fully realized by them. In case in any area where the hardcore poor households are not identified following the 'Humanitarian Assistance Programme Implementation Guidelines, 2012-13', initiative should be taken to identify the hardcore poor households in the light of this Guidelines. The digitized list of the hardcore poor households is to be updated on regular basis in the web site of the Union, Poursava and City Corporation. The Department of Public Health and Engineering (DPHE) shall take necessary steps to build up a Central Data Base gathering information and inputs from the field level.

#### 4. Basic minimum level of water supply and sanitation services

As per the terms of the sub-clause 3.1 of this Strategy, the identified hardcore poor households, who do not have access to the safe water supply and sanitation facilities in line with the provision of the National Water Rules, 2018 and SDG's directions, they should be identified as below basic minimum level water supply and sanitation services. In case of delivery of basic minimum level of water supply and sanitation services, focusing the use of context/area specific technology priority will be given to the hardcore poor households in delivering the subsidy.

##### a) Safe water supply

The basic minimum level of safe water supply services will be characterized having the following criterion:

- 1) For the purpose of drinking, cooking and personal hygiene, the basic minimum level of service is defined as 50 liters per person per day<sup>2</sup>;
- 2) Collection time of safe drinking water from source should be within 30 minutes of household premise<sup>3</sup>;
- 3) The drinking water must meet the national water quality standards<sup>4</sup>.

<sup>1</sup>As per the areas mentioned in the National Strategy for Water Supply and Sanitation: Hard to Reach Areas of Bangladesh, December 2012

<sup>2</sup>Bangladesh Water Rules, 2018

## b) Sanitation

The basic minimum level of hygienic sanitation service will mean the latrine having the following features;

- 1) Confinement of feces;
- 2) Sealing of the passage between the squat hole and the pit to effectively block the pathways for flies and other insect vectors thereby breaking the cycle of disease transmission;
- 3) Considering the technology and place it need to vent out of the foul gases generated in the pit through a properly positioned vent pipe to keep the latrine odor free. This will encourage continual use of hygienic latrine by the users;
- 4) For safely managed sanitation facilities it is essential to have individual hygienic latrine facilities for each household which will not be shared with other families. Moreover, there should be arrangement for confinement and/or transfer of feces to other places hygienically ensuring proper processing;
- 5) However, if it is not possible to ensure separate 'hygienic latrine' for each household due to lack of space or other reasons, in such cases maximum of two households (or 10 persons) can share one latrine. But for community latrines or public toilets, separate arrangement with proper operation and maintenance facilities should be in place both for male and female users. In such cases, necessary infrastructural arrangement should be in place which is disable and female friendly along with necessary menstrual hygiene management facilities
- 6) Latrine will be meant as the total infrastructure of a 'latrine' including the safe and sustainable superstructure which will be usable all time for all. This infrastructure includes the provision of safe and appropriate provisions particularly for the women, children, elderly people, differently able people and pregnant women.

## 5. Identifying and organizing the hardcore poor households

5.1 The National Policy for Safe Water Supply & Sanitation, 1998 emphasis on decentralization of financial and administrative authority of the local Government Institutions (LGIs) for management of water supply and sanitation services. Accordingly, the pro-poor strategy provides responsibilities to the LGIs, particularly the Union Parishads, Poursavas, and City Corporation for targeting and organizing the hardcore poor households. Moreover, the strategy also recognizes to take in to account the opinion of the poor in decision making process by LGIs. For this purpose, the following strategies are suggested:

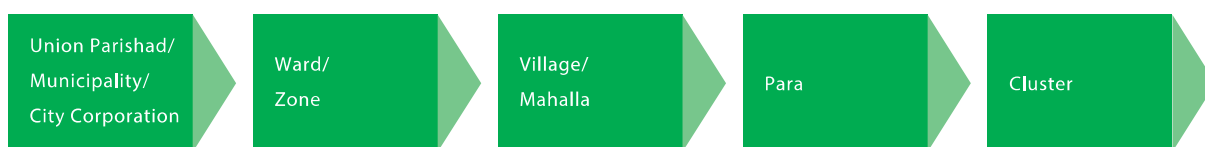
<sup>3</sup>In line with targets and indicators of Sustainable Development Goal 6

<sup>4</sup>In line with targets and indicators of Sustainable Development Goal 6

5.1.1 With the leadership of the Union Parishad, Union Sanitation, Water Supply and Sewerage (i.e. WASH) Standing Committee will collect the list of the hardcore poor households following the guidelines of the “Humanitarian Assistance Programme Implementation Guidelines, 2012-13, prepared by the Ministry of Disaster Management and Relief. Among this enlisted households, those who are below the basic minimum level of water supply and sanitation services, will be listed ward- wise and placed in the Ward meeting by the concerned Ward Member of Union Parishad for discussion. The concerned Ward Member of Union Parishad will prepare a list of hardcore poor households who are most deserving and eligible for enjoying the benefits of the water and sanitation subsidy in presence and support of the ward level government officials, development workers and members of the civil society and will forward it to the Union Parishad for approval. The Union Parishad must display this list on their notice board and invite applications/opinion for amendment if there are any objection about the list. The Upazila Parishad will monitor the entire process. If there is any discrepancy identified in the list, the Upazila Parishad will intervene and take appropriate measures for correction and finalize the “list of eligible hardcore households”.

5.1.2 The same process will also be applicable for City Corporation and Poursavas. But in this case, they can follow their own laws/rules/regulations. The concerned Standing Committees of the City Corporation and Poursavas will prepare the list of hardcore poor households in consultation with the local people, development workers and members of civil society and place it to the meeting of City Corporation/Poursava for further verification and approval. The City Corporation/Poursavas must display the list of hardcore poor households on their notice board and invite applications/opinion for amendment if there are any objection about the list. The Corporation and Poursavas will complete the process by themselves. Local Government Division will monitor the entire process.

5.1.3 The hardcore poor households living in the vicinity of a Para (hamlet) under village/Mahalla will be identified. The group of adjacent households will be termed as ‘Cluster’. A ‘cluster’ may be formed with not more than 10 households of a Para. Different layers of habitations at Union level may be shown as follows:



5.1.4 Union Parishad/Poursava/City Corporation will play role to identify the clusters and assess whether their Basic Minimum Service Level (BMSL) are met or not. In case of safe water and sanitation, this identification will be done separately maintaining the following steps:

**a) Identification of the hardcore poor households/clusters in case of safe water supply**

The Ward meeting of the Union Parishad/Poursava/City Corporation will play role to identify the households those who are below of the basic minimum level of water supply and sanitation services by following the steps below:

- 1) Identification of the households who have private water sources (e.g. tube well etc.);

- 2) Identification of the households having no private water sources. In this case, those households should be taken into consideration, who use the sources of either others or community water sources;
- 3) Identification of cluster of the community where water sources are available;
- 4) Divide the number of households, who do not have private water sources, by the number of community water sources;
- 5) If this figure is more than 10, then the cluster will be identified as "Cluster below the Basic Minimum Service Level (BMSL)". On the other hand, if this figure is below 10, then the cluster will be identified as "Cluster above Basic Minimum Service Level (BMSL);
- 6) Thus, there will be two types of clusters: (a) Cluster above Basic Minimum Service Level (BMSL); and (b) Cluster below the Basic Minimum Service Level (BMSL). The main objectives for identification of the clusters are: (i) to increase the coverage of overall water supply, (ii) to ensure supply of water to the poor and hardcore poor households and (iii) to ensure subsidy for the poor and hardcore poor households. The clusters below the Basic Minimum Service Level (BMSL) will get priority in having community water sources from the Union Parishad/Pourasava/City Corporation or other service providing agencies (such as DPHE, WASA, etc.);
- 7) In a cluster, the households with private water sources will be known as "non-user group", while the households without private water sources will be known as "user group". Among the 'user group', the hardcore poor households will be named as 'target group';
- 8) The pro-poor strategy is to provide subsidy only to the 'Target Group' of the clusters who are below the Basic Minimum Service Level (BMSL). The poor/hardcore poor households of the clusters who are above the Basic Minimum Service Level (BMSL) will not be entitled to get any subsidy.
- 9) In each cluster, a person will be either elected or selected from the "Target Group' who would represent the hardcore poor of the community and share their opinion. The opinion includes the issues related to selection of the water sources, having role in investment, operation & maintenance including the selection of the maintenance and implementation modalities for sustainable water supply management. This person will be the "representative of cluster household". So, there will be 4/5 "representative of cluster household" in each Para. The "representative of cluster household" will select a person among them to be their representative at the Para level named as "Para Representative". In this way there will be 2/3 "Para Representatives" in each Village/Mahalla. In the process of selection of Village/Mahalla representatives, Ward meeting will ensure balance between male-female so that at least 1/3 women remains in the leadership.
- 10) The presence of concerned "Village/Mahalla Representative" will be mandatory in the meeting of WASH related Standing Committee and any other concerned Committees during decision making process for any Village/Mahalla of the Union Parishad/Pourasava/City Corporation. These representatives will be the permanent invitees to all the WASH related Standing Committee and any other concerned Committees meetings of the Union Parishad/Pourasava/City Corporation.

**b) Identification of the hardcore poor households/clusters for sanitation**

The Ward meeting of the Union Parishad/Pourasava/City Corporation will play role to identify the households those who are below of the basic minimum level of sanitation services by following the steps below:

- 1) Identify the households, who have own hygienic latrine. These households will be excluded from the list of the households not belonging to below basic minimum level of sanitation services;
- 2) Identify the households who do not have their own 'hygienic latrines' and are dependent either on unhygienic latrines or open defecation. These households will be included in the list of the households below basic minimum level of sanitation services;
- 3) Identify the number of households who do not have their own 'hygienic latrines' and shared other's latrine. If the number of households using one common hygienic latrine is more than two or the number of persons using a common latrine are more than 10, then those households will be treated as living below basic minimum level of sanitation services.
- 4) Identify the households who do not have their own 'hygienic latrines' and are dependent on 'community latrine'. If the average number of persons using a 'community latrine' is more than 10, then those households will be considered living below basic minimum level of sanitation services;
- 5) The households in a Village/Mahalla are living below basic minimum level of sanitation services will be treated as "eligible group". The hardcore poor households of this 'eligible group' will be defined as "Target Group";
- 6) Subsidy will be provided for construction of hygienic latrines only to the 'Target Group';
- 7) To ensure safely managed sanitation, subsidy will be provided to the hardcore poor households for Faecal Sludge Management (FSM) by the Union Parishad/Pourasava/City Corporation. The Union Parishad/Pourasava/City Corporation will take necessary measures as per the provisions of Institutional and Regulatory Framework for Faecal Sludge Management (IRF-FSM) developed in line with the Local Government Act, 2009.

5.2 Policy Support Branch (PSB) under Local Government Division will take necessary steps for the implementation of this 'strategy' through Union Parishad/Pourasava/City Corporation. Necessary steps will also be taken to evaluate the progress of implementation of the strategy and documenting 'lessons learned' from the process, which will be disseminated further throughout the country as a process of providing "opinion of the poor" in local level decision making.



## 6. Methods of administering subsidies

- 6.1 As per the 'National Cost Sharing Strategy for Water Supply and Sanitation in Bangladesh, 2012', the beneficiary households irrespective poor, hardcore poor or non-poor i.e. any category of households, are required to contribute 10% of the main capital costs for the water supply and sanitation related projects as the 'beneficiary's share. However, according to this pro-poor strategy, the cost sharing would not be applicable for the 'target group' or the hardcore households residing in clusters below the basic minimum level of water supply and sanitation services. It is because of the lack of financial ability of the hardcore poor households to meet the SDG standard of safely managed water supply and sanitation by themselves. As per the strategy water supply and sanitation project implementation authority or relevant service providers i.e. Union Parishad/Pourahsava/City Corporation will provide 100 percent subsidy on behalf of the hardcore poor. So hardcore poor households need not to share any cost for this.
- 6.2 Depending on the geographical locations and technology, the concerned service delivery authority, on behalf of Government, need to bear the cost of establishment of drinking water sources and hygienic latrines for the hardcore poor in the community. The type of technology and cost of construction may vary depending on the local context. Considering this issue, allocation of resources for the hardcore poor need to be made.
- 6.3 The hardcore poor households having any differently able member will get priority will be given in providing WASH facilities.
- 6.4 The 'user group' at the Para/Mahalla level, Ward Meeting at the Ward level and the WASH related Standing Committee at the Union level must ensure the sustainability of WASH assets through regular operation and maintenance;
- 6.5 In Para/Mahalla level, the 'user group' will bear the entire cost of operation and maintenance (O&M). Each hardcore poor household will bear 50% of the average household wise O&M cost, Rest 50% of O&M cost for the hardcore poor households will be met through distributing the rest expenditure among the non-poor households. Moreover, the members of the hardcore households may also allow to pay their contribution by labor.
- 6.6 The average operation and maintenance (O&M) cost of hardcore poor households may sometimes become higher and could turn out to be out of their affordability limits due to variation of technology. So, upper ceiling of O&M cost for hardcore poor will be not more than taka 25.00 per month.
- 6.7 Para/Mahalla representative will hold regular monthly meeting and collect the subsidized maintenance cost. The leader of the Para/Mahalla will ensure collection of subsidized maintenance cost and regular operation & maintenance. Ward meeting will regularly monitor this activity.

- 6.8 Whatever may be expressed in this strategy paper regarding operation and maintenance of safe water and sanitation options, any updated or newly prepared government documents or policies related to this will prevail.

## 7. Other measures

### 7.1 Micro credit support and employment generation

- 7.1.1 Considering the financial inability of the of the poorer section of the population, micro credit programme with low interest rate can be extended in those areas where water supply and sanitation services have not been reached or even reached but all are not getting benefits of these. The NGOs have a wide network of micro credit throughout the country. This can be effectively utilized within the concerned NGO's working areas to meet the need of safe water and sanitation of the poor households.
- 7.1.2 It is essential to ensure the supply of safe water and sanitation to all the population for the improvement of the quality of life of the people. To make it happened, Government will provide full subsidy for ensuring safe water supply and sanitation to all the hardcore poor people. For ensuring safe water supply and sanitation to the hardcore poor and low-income households, provision of interest subsidy on micro credit facilities could be an alternative arrangement which would accelerate the advancement of the water and sanitation sector. For this, Local Government Division will take necessary steps so that Bangladesh Bank could take proper measures facilitating disbursement of interest subsidy on micro credit for the hardcore poor and low-income households through NGOs, micro credit providing agencies and related micro finance institutions.
- 7.1.3 The poor are given priority in the employment opportunities created for them during the implementation of activities of different government agencies and local government bodies which can also contribute in the field of water supply and sanitation amongst other things.

### 7.2 Capacity building of the local government institutions

Capacity building measures through execution of orientation and training for the member of Union level WASH related Stranding Committee and Ward meeting at ward level need to be undertaken. Under this initiative focus will be given on building awareness on the role and responsibilities of local government institutions in line with this pro-poor strategy and importance of water supply and sanitation. Similarly, Pourasava and City Corporation will also arrange training programme especially awareness and capacity building for the concerned elected representatives and their concerned officials related with water supply and sanitation activities to implement this strategy.

## 8. Monitoring and evaluation

- 8.1 Union Parishad/Pourasava/City Corporation, in their own way, will take necessary initiatives to monitor and evaluate the progress of bringing the hardcore poor households under water supply and sanitation services. In case of Union Parishad, the Ward meeting should be held on regular basis. The written resolution of the meeting should be submitted to the Secretary of Union Parishad with special mention about the water supply and sanitation services, management of subsidy and the detailed process of selection of the hardcore poor households. It should be mentioned explicitly in the resolution who and what kind of services and how much subsidy have received and who would be provided services next. Moreover, steps should also be taken to host the information in the Union Parishad website. Similarly, Pourasavas and City Corporations, in their own way, will monitor and evaluate whether the hardcore poor and the low-income households are getting access to the water supply and sanitation services or not.
- 8.2 Union Parishad/Pourasava/City Corporation will take initiative to organise digital monitoring mechanism gradually in case of water supply and sanitation services. They may use their website for this, if necessary. Steps will also be taken to invite the opinion of the community through directly or by using website about the quality of services which will ensure good governance and accountability in the service delivery system. Local Government Division will made necessary supervision in this regard.

## 9. Conclusion

It is expected that this updated Pro-Poor Strategy will help to ensure access to safely managed safe water supply and sanitation services for the hardcore poor households who do not have access to these facilities. In order to make this Strategy successful in alleviating poverty, priority will be given to the hardcore poor households to get 100% subsidies, but they must need to share 100% operational and maintenance cost of the water supply and sanitation facilities. Achievement of the Sustainable Development Goal is possible if the hardcore poor and lagged behind population are involved in the process of planning, implementation and operation & maintenance following this updated Strategy.

## Annex A: List of Working Committee members

On 23 January 2019, through an Office Order Local Government Division (LGD) under Ministry of Local Government, Rural Development & Cooperatives formed a Working Committee for revision and update the of Pro-Poor Strategy for Water Supply and Sanitation Sector in Bangladesh. Followings are the list of members of this Working committee:

1.	Mr. Md. Zahirul Islam, Additional Secretary (Water Supply), Local Government Division	<b>Chairperson</b>
2.	Dr. M. Ashraf Ali, Director, ITN, Bangladesh University of Engineering and Technology (BUET), Dhaka	Member
3.	Mr. Tushar Mohon Shadhu Khan, Additional Chief Engineer (Planning), Department of Public Health Engineering (DPHE), Dhaka and Mr. A.K.M. Ibrahim, Former Additional Chief Engineer (Planning), Department of Public Health Engineering (DPHE), Dhaka	Member
4.	Mr. Md. Saifur Rahman, Superintending Engineer (Ground Water Circle), Department of Public Health Engineering (DPHE), Dhaka	Member
5.	Mr. Md. Kamrul Hasan, Chief Engineer, Dhaka Water Supply & Sewerage Authority (DWASA), Dhaka	Member
6.	Representative, General Economic Division (GED), Planning Commission, Dhaka	Member
7.	Superintending Engineer, Environment, Climate and Disaster Management Circle, Dhaka North City Corporation	Member
8.	Ms. Rokeya Ahmed, Water and Sanitation Specialist, World Bank, Dhaka	Member
9.	Engr. S.M. Ihtishamul Huq, National Water Supply Sector Advisor, JICA, Dhaka	Member
10.	Mr. Md. Khairul Islam, the former Country Director of WaterAid Bangladesh and present Regional Director of WaterAid South Asia, Dhaka	Member
11.	Mr. Mohammad Monirul Alam, WASH Specialist, UNICEF Bangladesh, Dhaka	Member
12.	Mr. Shamsul Gafur Mahmud, National Professional Officer (WASH,) World Health Organization, Dhaka	Member
13.	Mr. Alok Majumder, Country Coordinator, Bangladesh WASH Alliance, Dhaka	Member
14.	Mr. S.M.A. Rashid, Executive Director, NGO Forum for Public Health, Dhaka	Member
15.	Mr. Md. Abdur Rauf, Additional Secretary and former Focal Person of the Policy Support Branch (PSB), LGD and Kazi Ashraf Uddin, Additional Secretary and former Focal Person of Policy Support Branch, LGD	<b>Member Secretary</b>