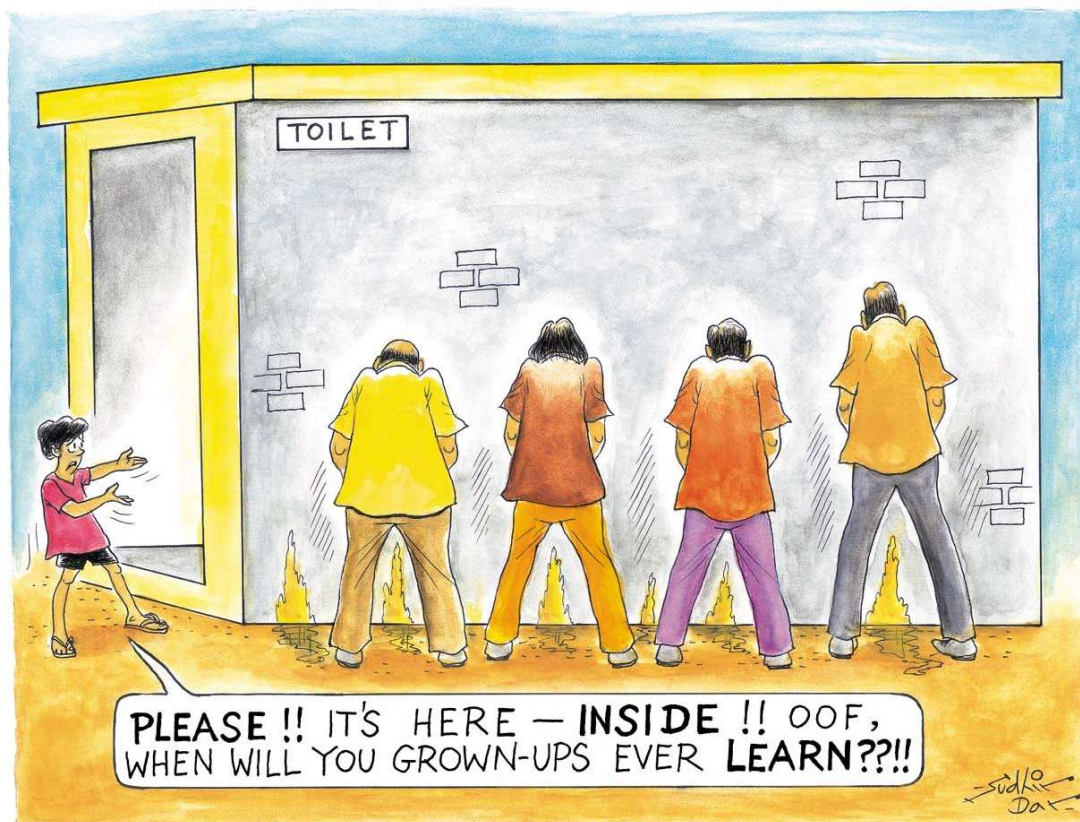


# Water Services Trust Fund

## Public Sanitation

### Public Sanitation Management Guideline



Cartoon from WSP Water and Sanitation Program Calendar 2008

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Financial support for improved access to water and sanitation

Water Services Trust Fund [ Urban Projects Concept ]



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# Public Toilet Management Guideline

## 1 MAIN PRINCIPLES OF PUBLIC TOILET MANAGEMENT

Public toilets are widely available for people who frequent the public areas (e.g. markets, bus stations). However, government or community run public toilets are often in an appalling state because of the lack of interest and incentive for adequate operation and maintenance. There has been a steady decline in most municipal budgets, and the lack of funding has led to almost complete neglect of maintenance and management of public toilet facilities. In addition, construction of new facilities has not kept pace with population growth.

Historically, municipalities were the main providers of public toilets, but these facilities suffered from poor maintenance and cleanliness for a variety of reasons and were largely avoided by the public.

Today, pay-and-use public toilets have become well established across Kenya, most of them funded by donors and a large proportion operated by nongovernmental organizations (NGOs) or small contractors. These are often better maintained than standard municipal toilets and are consequently more popular with the public. Especially in informal settlements CBOs and individuals have started to provide public sanitation services as service provision by the local authorities is non-existent. The operation of public toilets is carried out by a range of formal or informal agents e.g. community based organisations, market committees, and to a lesser extent individuals.

Not only the lack of sufficient public toilets in business areas (e.g. markets, bus stations) also the poor sanitation conditions in congested urban areas without enough space for household toilets or communal latrines puts pressure on public service provision. Given the constraints especially unplanned, low-income areas face it is clear that private sanitation facilities also have their limitations: growing densities exert pressure on land, making the installation of latrines more and more difficult. Extending the sewer network to these areas is a practical challenge because of their haphazard layout, high density and/or difficult geographical and environmental conditions. Besides, a private connection to the sewer network is unlikely to be affordable for many poor households in African cities for several decades to come. As a result poor households are more vulnerable to natural disasters and are often exposed to multiple disease vectors associated with poor environmental health and sanitation.

Under these circumstances, the development and improved management of public sanitation facilities may be an essential component of sanitation strategies adopted for low-income areas.

### Objective

To deal with the obvious sanitation problem in urban Kenya access to public sanitation for the improvement of the living condition of individuals

and for a contribution to public health needs to be increased. Considering that Kenya had 277 urban centres (1999 Census) and on average one public sanitation facility is needed for at least 25,000 inhabitants (bus station, market, etc.) then in total over 1,000 sanitation facilities are needed. If half of them need to be rehabilitated or do not exist the demand stands presently at around 500 units. The WSTF provides the necessary financing mechanism to improve access and service provision to public sanitation facilities.

As stated in 'The Water Sector Sanitation Concept (WSSC)' (2008) not only the number of public toilets should be increased but also the participation of the private sector in managing these facilities should be promoted. The involvement of the private sector is considered to represent a viable resource for operation and maintenance as well as capacity building and employment creation.

However, public toilets involve a number of difficult institutional questions, which have previously weighed against its widespread adoption by sanitation professionals. Management of public toilets is a daunting challenge, although recent experience shows that it can be overcome in some cases. The comprehensive sanitation concept of the water sector in Kenya aims at involving WSPs into public sanitation provision by providing financial assistance and technical support through the WSTF.

The objective of this paper is to develop and propose a management concept for public toilets financed through the WSTF. The basis of this concept is formed by a contract which is signed between the WSPs and the operator of the sanitation facility. The operator (attendants and managers) are reimbursed from a small user fee levied on customers. The fee has to ensure a reasonable income for the manager, who has interest in maintaining a clean well-run establishment. The system is going to be monitored by the WSPs in the respective area. The monitoring of performance means that the operator risks losing the job if performance slips.

### Summary of main principles

The main principles of the public sanitation facility management system can be summed up as follows:

1. The public sanitation facility is operated by an operator.
2. The operator is contracted to provide sanitation services on behalf of the WSP, but is not an employee of the WSP. The operator provides the said services at the facility as his/her private business undertaking.
3. The operator can be an individual or a group (for example a registered self-help group) or from the private sector.
4. The WSP procures the operator through an application process in line with the Public Procurement and Disposal Act, 2005.
5. The selected operator signs a contract with the WSP, which stipulates in detail the rights and responsibilities of both parties as well as the rights and responsibilities of the customers and other stakeholders.
6. The operator is treated like any other customer of the WSP: he/she is charged on the basis of metered water consumption.

7. Customers of the facility have to pay for the use of the public toilet. If additional services are provided e.g. water kiosk, shower or laundry facilities they have to pay the stipulated tariffs accordingly.
8. The tariffs customers have to pay for a visit to the toilet or the shower, or for buying water at the kiosk are proposed by the WSP in consultation with the Water Service Boards and approved by the Water Services Regulatory Board. In other words, operators are not allowed to determine the price of water and sanitation services.
9. The operator is allowed to sell other goods at the public sanitation facility. The contract specifies the types of goods, which are not allowed to be sold at the public sanitation facility. The operator has to acquire a business license from the Council.
10. The operator or his/her staff has to be present during the business hours he/she has agreed upon with the WSP and with his/her customers. The opening hours have to meet the minimum service requirements as stipulated in the Service Provision Agreement (SPA) between the WSP and the WSB.
11. The local community or its representatives, the market committee or the council are not involved in the day-to-day management of the public sanitation facility.
12. The operator and the public sanitation facility itself are monitored and inspected by designated staff of the WSPs who uses the “Checklist for Public Sanitation Facilities”. The WSP is responsible for all public toilet facilities financed through the WSTF within their service area as stipulated in the Service Provision Agreement (SPA).
13. The operator receives training after signing the contract with the WSP. He/she is not allowed to start operating the public sanitation facility without having received the training.
14. Before the operator signs the contract with the WSP, he/she has to pay a refundable security deposit. The security deposit is paid by the operator before the commencement of the training. The amount of the security deposit needs to be approved by WASREB.

## 2 THE CONTRACT

### Proposal for the initial contract

According to the experience gained the following practicalities based on the general principles are proposed:

- The one-year renewable contract has to be signed by both parties (WSP and operator) before the operator can start operating the public sanitation facility. The contract language is English (if necessary it should be translated into Swahili).
- The operator is contracted to provide sanitation services on behalf of the WSP, but the operator is not an employee of the company. The operator provides the said services at the facility as his or her private business undertaking.
- The contract provides for an appendix which contains a set of rules and guidelines for the operator of the public sanitation facility. It specifies, among other things, which goods cannot be sold at the public sanitation facility (products such as insecticides, pesticides, cooking-oil, fish, meat, charcoal, prepared foodstuffs).
- If the operator violates the terms of the contract, the company has the right to terminate the contract.

### Items supplied by the WSP

The WSP supplies the operator with the following items, which (with the exception of the contract) remain the property of the company:

- A new 20-litre jerrycan.
- A folder for keeping receipts.
- Keys for the entrance door of the public sanitation facility and all its lockable rooms (disabled toilet/baby changing room, store room, operators shop). One set of all keys is kept by the Company. A replacement copy, in case of loss, may be obtained from the WSP at a fee.
- A display book, which is used by the operator to keep his or her copy of the contract, the tariff sheet, receipts, etc.
- A cashbook to record daily opening and closing readings in an orderly manner.
- A record book to record the number of people using the public sanitation facility (separate for toilet and shower) and to record financial transactions.
- The contract signed by the operator and by the WSP and the appendix of the contract.
- A receipt folder for keeping receipts.
- Complaint box.
- Standardised poster set containing posters used for user education, displaying rules and general information, HIV/Aids sensitisation.



Other than what has been provided by the company, the operator has the responsibility of buying any other items and/or goods that may be reasonably required to operate the public sanitation facility (Items such as toilet paper, paper towels, broom, cleaning mop, bucket, sanitizer, cleaning detergent, a lockable cashbox, hand washing soap, small cleaning plastic cups (for anal wash water), etc.

### Security deposit

Before the operator signs the contract with the WSP, he/she has to pay the refundable security deposit of **KSh 10,000**<sup>1</sup>. The security deposit is paid by the operator before the commencement of training. The security deposit needs to be approved by WASREB.

The security deposit is refunded on termination of the contract when the operator decides to terminate the contract and if the WSP concludes that the operator has performed in accordance with his/her contract.

The security deposit can be used by the company to meet costs that may be incurred to repair damages occasioned to the facility as a result of the operator negligence and any other liabilities at the time of termination.

In case the contract with the operator is terminated, the company is entitled to use this deposit to settle outstanding (operator) debts.

The security deposit does not appear on the monthly water bill the operator is issued with.

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<sup>1</sup> Or as per the WSP policy and subject to WASREB agreement

### 3 RECRUITMENT OF THE OPERATOR

#### Clear procedures for procurement and contract award

Experience shows that contracts for the operation / management of public sanitation facilities have been awarded on the basis of negotiations with a single operator. There are considerable doubts about whether such arrangements optimise value for money. Besides, corrupt behaviour might be encouraged.

An effective, competitive procurement process is a vital part of contracting out water supply and sanitation services.

Where procedures for procurement and contract award are clear, transparent and comprehensive, contractors and joint ventures are more likely to apply. The contract letting procedures should be as transparent as possible. The WSP should define and adhere to a timetable, provide relevant information to all potential applicants, carry out evaluation fairly and utilize the mobilization period to resolve anticipated difficulties. Where the WSP provides good information about the toilet scheme and services to be managed as part of the contract, the likelihood of applications being submitted is increased. The WSP should also include in the application documents details of facilities and equipment that will be made available to the operator.

Key decisions to be taken in the procurement process include:

- (a) the information to be provided to the applicants and the form it will take;
- (b) the extent to which there will be discussions with applicants before the formal application begins, and the form these discussions will take;
- (c) the instructions to applicants on what their application should contain;
- (d) the rules and scoring mechanisms that will be used to evaluate the application forms;
- (e) how complaints and appeals will be handled; and
- (f) the timetable for the application.

The objective of an efficient application procedure is to establish a long-term business relationship that will depend on trust as much as on legality. This requires both commercial judgements in choosing the operator and skill and determination in obtaining value for money from the contract.

It is recommended that the operator be nominated and selected as far as possible through the consensus of the beneficiary community on the basis of trust in the nominee. In this way the co-operative community spirit desired to make the operations successful is more likely to succeed. However, the WSP must be aware of the capacity required of the operator to run the facility to the required standard and should not accept a nominee



unless it is satisfied that the individual has the appropriate attributes for the position. If more than one nominee is proposed the WSP needs to interview the proposed people and select the person considered most suitable. Consequently the following steps should be followed involving the community as far as practicable.<sup>2</sup>

### Request for application

A request for applications should be structured in a way that will allow assessments and comparisons to be done in meaningful way. Requirements need to be defined in complete and measurable terms. Besides, the WSP should try to describe the type of relationship it is looking for. That needs to explain the problems that it is trying to solve. Besides, the WSP should ask specific questions about the applicant's 'organisational culture' to assess attitudes, experiences, beliefs and values of the applicant. Furthermore it might be helpful to present estimated (if a new sanitation facility is to be commissioned) current costs of the operation of the facility to the applicant. Last but not least it is necessary to specify the service level.

It is best to be honest. A proposal/application is a valuable opportunity for an operator to grapple with very real costs and problems and prove to the WSP that they can do an excellent job. A well written, clearly defined call for applications tells potential operators, that the WSP is serious about the project. On the other hand, a vague or unrealistic call for applications will make the applicants think twice before spending any time going after business that may be unprofitable and unmanageable.

### Review of applications

It is recommended to form a team to review the applications. The team should identify which applicant comes closest to meeting the needs. As they assess the application documents, team members should use networks and references to find out about an applicant's reputation in the community and look at the applicant's total plan and capabilities, not just a single aspect of what they do. To make the right choice, be sure the applicant demonstrates a clear understanding of the WSP's needs and an ability to solve problems.

Once the operator has been chosen, the WSP will sign a contract. In this it should be envisaged to agree on specific performance measures, communicate often and openly, show willingness for both sides to succeed, and write a contract that defines the service level and the consequences if the level is not met.

### Key factors when contracting community groups

Some of the key factors for a WSP to consider when contemplating contracting out services to community groups or collaborating with them are listed below.

- Are there community or user groups who are able and willing to take on the management of distinct service provision tasks?

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<sup>2</sup> The WSP is obliged to adhere to the Public Procurement and Disposal Act 2005 for the procurement of the operator services. However, the Act is not clear for contracts of this sort. The value of the contract is debatable; arguably the rent free use of the facility and therefore the low value procurement approach under section 20 might apply. Also clause 4(2)a might apply. Based on the procedure proposed it can be argued that there is a limited or single supplier available and therefore full blow tendering procedures are not warranted as they are disproportionate.

- Do the groups have the necessary skills to undertake the identified tasks, or are there clear opportunities for them to develop their capacities to the required level?
- Consideration should be given as to where the community groups have a ‘comparative advantage’ over other management arrangements.

For example, if a community group wants to manage a public sanitation facility in its own settlement, they have the advantage of understanding what is and what is not acceptable in that community. In addition, they are likely to be competitive in terms of labour costs in their own area, because they want to improve services for themselves and their neighbours.

When working with community groups, it is necessary for the WSP to have internal staff that has suitable communication skills and experience of working with such communities. To minimize the cost of monitoring and evaluation of the work of community groups, it is best to keep matters simple wherever possible. This can be achieved by having easily measurable indicators for success and simple payment terms.

## 4 ROLES, TASKS AND RESPONSIBILITIES

### 4.1 The role and tasks of the WSP

The WSP has an important role to play when it comes to the operation and the management of the public sanitation facilities: WSPs will oversee the management of the installed public sanitation schemes and will undertake the technical work and administrative duties including:

- Participation in the construction of public sanitation facilities financed by the WSTF and/or the WSBs according to the Urban Project Cycle (UPC).
- Procuring and training of private operators to run the public sanitation facility.
- Setting performance standards for refurbishment and subsequent operations and maintenance.
- Monitoring performance of operators, and taking disciplinary action against defaulters (public sanitation facilities funded under the WSTF are in the assets register of the WSBs and included in the SPAs).
- Reviewing contractor's submissions on cost increases and approving user fee charges.
- Commissioning public awareness campaigns.
- Arranging capacity building for community committees.
- Report on public sanitation facility development and operation.

#### Monitoring of the public sanitation facility and supervision of the operator

The Company should have the necessary staff and tools to supervise the public sanitation facility and to monitor its technical, commercial/financial performance.

- The operator of the public sanitation facility is supervised by designated staff of the WSP.
- The designated staff reports to the Technical Manager and keeps the Technical Manager informed on the performance of the operators and of the public sanitation facility.
- The Technical Manager is responsible for the overall management and the monitoring of the public sanitation management.
- The Technical Manager reports to the Managing Director.

The tasks and responsibilities of the designated staff of the WSP with regard to the supervision of the facility and its operator have to be described in detail in the respective job description.

#### Management and monitoring tools

The WSP uses the following tools to supervise the operator and to monitor the public sanitation management system. The operator shall also be provided with copies of the said documents.

- The “**Checklist for Public Sanitation Facilities**”.
- The “**Contract for Public Sanitation Facility Operators**”.
- The “**Rules and Guidelines for Public Sanitation Facility Operator**”.
- Various other documents and sheets provided by the Company.

### Data on the operator and performance of the public sanitation facility

The WSP needs to collect the following information from the Operator as agreed in the contract on the public sanitation facility:

- Data (sheet) on the operator or of the contact person of the registered group (name, address, telephone number, public sanitation facility number).
- Meter readings.
- Weekly balances.
- Consumption figures (per public sanitation facility, area, per town and for the entire public sanitation management system).
- Revenue and data on the collection efficiency.
- Profitability.

Quantitative information in the form of tables or graphs can be presented in monthly, quarterly or yearly reports. The WSP may decide to prepare a special yearly “**Public Sanitation Management Facility Report**”. Such a report should also allow for more qualitative observations regarding the public sanitation management system.

## 4.2 Summary of interactions and transactions between the WSP and the Operator

The main elements of the business relations between the operator and the WSP can be described as follows:

- The operator provides public sanitation services and if a water kiosk / public outlet is included into the public sanitation facility sells water in the name of the company.
- The tariffs the operator charges his/her customers are fixed by the WSP and have been approved by the WSBs and by the WSRB.
- The operator has to pay the WSP according to the monthly water meter readings.
- The operator has to record daily opening and closing readings in an orderly manner, preferably in a dedicated cashbook.
- The operator has to record the number of people using the public sanitation facility (separate for toilet and shower) as well as financial transactions.

### 4.3 Cash depositing by the Operators

#### Cash depositing procedures

The operator has to pay the monthly water bill. The water bill shows the amount the operator has to pay to the WSP (“Amount Due”). The amount the operator has to pay is based upon the monthly meter readings. The public sanitation facility has an account number.

The operator is advised to deposit once a week at the office of the WSP. The weekly deposit should cover 25 % of the average monthly water bill. (Alternatively: The operator is advised to deposit once a week at the bank. The minimum deposit accepted by the bank is KSh 1,000. The bank slip, which shows the WSP’s customer account number, the name of the customers as well as the deposited amount, is used to prepare the receipt).

Each time the operator makes a deposit, he/she is issued with a receipt.

The operator is obliged to keep a record of daily cash collections, daily meter readings (opening and closing readings), daily cleaning times and daily attendance figures. The operator uses a cashbook to record his/her daily readings and cash collections.

All deposits within one monthly cash-depositing period are reflected on the water bill.

If there are disagreements between the operator and the company with regard to cash depositing, the receipts received by the operator and the entries (amounts received by the company) are used to verify statements or claims. It is in the interest of the operator to keep and file all receipts.

During their training, the operators are trained in receipt keeping, meter reading, and how to clean the facility. Operators should also be able to estimate their income.

#### Cash depositing period

The last deposit made by the operator which appears on the water bill covering month B, is the deposit made on the last day working of month B.

The water bill covers the period between the meter reading carried out during month A and month B. Water meters are read once a month.

### 4.4 Meter reading

All meters of the company are read once a month. All meter readings, including the public sanitation facility meter readings are handed over to the billing section.

The water meter of the public sanitation facility is read during the same period of the month. The water meter should preferably be read on the same day every month.

The operator should record the water meter readings on a daily basis. This allows him or her to identify irregularities. This means that during his/her training, the operator is shown how to read the meter and how to record and interpret these meter readings.

The WSP has to specify which staff member is responsible for the meter readings.

If the company has doubts with regard to the meter readings supplied by the operator, the person in charge should visit the public sanitation facility and verify the meter readings.

#### 4.5 Paying the water bill

##### Operator billing

The main elements of the cash handling part of the public sanitation management system can be summed up as follows:

- In principle, the operator is treated like any other customer of the WSP.
- The operator is charged by the WSP on the basis of the water meter readings.
- The meter is read once a month, if possible, on a fixed date.
- Every month the operator receives a water bill. The operator simply has to pay his or her monthly water bill.
- The operator is also provided with a sheet mentioning the current tariff.
- The water bill specifies the meter readings, the opening balance, the water charge, the total receipts (being the total amount deposited by the operator) and the total amount due. Besides it will show the wastewater charge if the facility is connected to the sewer line.
- The opening balance is the total amount due for the previous month. The opening balance is positive if it is a debit balance (the operator has a debt with the company) or negative if it is a credit balance (the company has a debt with the operator who has deposited more cash than required).
- Operators receive their water bill, which is dispatched around the **30<sup>th</sup> or the 31<sup>st</sup> of the month**, during the **first week of the next month**.
- If the total amount due shows a positive amount, the operator has a debt with the company. If the operator has a debt with the company he/she is given 14 running days from the due date to settle his/her arrears.
- If the operator has proved to be unable to settle his/her arrears within this period, and if the operator cannot offer an acceptable explanation for this, the contract between the company and the operator is terminated.

The WSP should offer clear guidelines, which allow the operator to calculate his/her income and to estimate in an accurate way what is due to the WSP. The operator should calculate his/her income on the basis of cash collections. This will include an estimation of other payments to be made by the operator incl. payments for procurement of soap, toilet paper, cleaning agents, and (if applicable) payment of the electricity bill.

If the billing of operators is perturbed because of technical problems with the water meter (the meter is stuck or is running backwards), the water charge is based upon the average of the 3 previous months.

The monthly water bill the operator is issued with, is similar to the one received by the other customers of the WSP. In other words, the operator is



treated like any other customer of the company and the public sanitation facility bills are integrated into the company billing system. Instead of the plot number, the public sanitation facility water bill shows the number of the public sanitation facility and the name of the area where it is located.

### **Disagreement between operator and company**

If the WSP and the operator disagree on the amounts or quantities mentioned in the water bill, discussions take place on the basis of receipts kept by the operator and the company. If the operator expresses doubts regarding the accuracy of the water meter, the company has the obligation to investigate the matter.

### **Billing irregularities and customer rights**

The public sanitation facility customer should never suffer from any irregularities, such as debts or theft that may disturb the professional relationship between the company and the operator. For example, when a customer has pre-paid for a certain number of toilet visits, he/she shall have the right to use the toilet for the times paid for.

If the water bill shows that the operator owes the company money (opening balance is a positive amount), the operator is given 14 running days after the due date to settle his or her debt. If the operator proves unable to do so, the company closes the public sanitation facility, terminates the contract and replaces the operator. In other words, the company never accepts the operator debt more than 14 days after the issuing of the water bill.

### **Over-depositing**

If the operator has deposited more that he/she is required to pay according to the water bill (total amount due), the company does not reimburse the operator this amount (In principle the company does not pay operators). Over depositing appears as a negative opening balance amount (company owes operator) on the next water bill. A negative opening balance implies that the operator has to deposit less.

### **Impact of operator replacement**

The WSP has adopted the principle that a customer who has paid for a service should always be able to receive the service he/she paid for. In other words, a customer should never suffer from the dishonesty of an operator or from poor company management procedures or practices.

If an operator has been replaced, the customers are allowed to visit the public sanitation facility up to the number of visits he/she paid for, as soon as a new operator is in place. The customer is always allowed to use the toilet facility to the extend he/she has paid for.

This principle, however, could have negative consequences for the new operator as he/she is charged for consumed water for which he/she never received cash. A new operator should never have to pay for water he/she never received cash for. In order to protect the interests of the customers and those of the new operator, the WSP staff records the balances for all customers. The value of the total number of visits owed to the customers is calculated and this amount is deducted from the next (first) bill of the new operator.

## **4.6 Other expenses of the Operator**

### **Electricity**

If the facility is connected to the electricity supply network the operator is responsible for the timely payment of the electricity bill.



## Consumables

It is the operator's responsibility to make sure that he/she has always sufficient quantities of soap for hand washing, toilet paper, paper towels and cleaning agents at his/her disposal at the public sanitation facility.

If the company inspects the public sanitation facility and soap for hand washing, toilet paper, paper towels and/or cleaning agents are not available the operator receive a default notice and will be asked to make sure that it will be available at the facility within 24 hrs.

After having received 3 default notices the company has the right to terminate the contract and replace the operator.

### 4.7 Recording financial transactions by the Operator

As with any business, it is necessary to keep records of financial transaction (this is a legal requirement in addition to being good practice). These records can be used to explain where money has come from and how it is used.

The first step is to obtain some form of documentary support for every transaction. This is easy for expenditure as a receipt can be obtained for most things that are purchased, or paid for, including the water bills from the WSP. Each receipt/invoice should be numbered in sequence and kept in a file. There are a few items for which a receipt or invoice will not automatically be available, these should be written on a piece of paper and signed by the operator or the recipient of the money (payment of wages or drawings by the operator are examples of this) and filed as if they are receipts.

For income from the toilet and shower it is suggested that a daily sheet (this might be a page in a notebook) is kept for each type of income. However, where there are regular customers (for example at a market) some customers might like to pay for several visits at one time, these then need to be tracked. It would be advisable to supplement this with a record for each customer that pays for several visits at a time; the daily recording can be used to update the individual customer record.

It will be necessary to keep a simple record of this so that the amounts owed between the operator and a customer can be known easily. This is best done by simply keeping a record for each customer which shows '+' the number of shillings received and '-' the shillings used, also showing the balance now due between the operator and customer.

The amounts paid out and the money received should be entered in a cash book.

This basic recording, and the retention of receipts and invoices, will meet minimum standards and enable the operator to keep track of people that owe money, or have paid for services in advance. These records would enable a summary financial report to be prepared if wanted or requested by the authorities, however this guideline does not extend to explaining how this would be done.

## 5 MAINTENANCE OF THE PUBLIC SANITATION FACILITY

### Technical maintenance of the facility

The operator should keep the public sanitation facility fully efficient and operational and in a hygienic acceptable condition. This means that he/she is responsible for carrying out minor maintenance works, such as replacing leaking taps, etc. The operator is not allowed to carry out any major repairs or to have repair works carried out at the public sanitation facility. In case major repair works are needed the Operator has to inform the company and request for the works to be carried out.

The company is responsible for carrying out major maintenance and (structural) repair works and will carry out repair works, which are not the result of normal wear and tear but are caused by accidents, improper use or acts of vandalism. When necessary, the company should replace the energy saving light bulbs and/or neon lights.

The company is responsible for unblocking the toilets and showers.

The company is responsible to clean the overhead water storage tanks in regular intervals.

Neither the company nor the operator is allowed to carry out any maintenance and repair work on the gas installations if existent.

### Technical inspections

The company has to carry out regular technical inspections. These inspections should cover the overall structure, the water supply installations (including the showers), the toilets, the electricity system and the biogas installations (if applicable).

Once a year, the company should engage the services of a qualified gas systems installation company to inspect the technical condition of the gas installation and to carry out the necessary maintenance work (if existent).

### Damage reporting

Operators should report damage, maintenance requirements (low water pressure, poor water quality, blocked toilets or sewer lines, gas leaks to the designated company staff member as quickly as possible.

Gas leaks have to be reported immediately to the Technical Manager of the company.

### Insufficient quantities of water available

In case the company is not able to supply sufficient quantities of water for flushing and cleaning to the public sanitation facility the operator has to close the sanitation facility to prevent unhygienic conditions.

If the operator is forced to close the sanitation facility because there is no water available for flushing, hand washing and cleaning, he/she has to close the public sanitation facility and report the problem to the company. The lack of water has to be reported to the designated staff member at the WSP immediately. The company has to implement all necessary measures to provide sufficient quantities of water to the public sanitation facility (e.g. sending water tankers). In case the company will not be able to provide sufficient quantities of water to ensure that the operator can run the facility in the required manner the operator has the right for compensation.



The reopening of the public sanitation facility should be done in the presence of the company staff responsible for supervising the public toilet facility.

#### **Poor water quality (dirty)**

There can be several reasons for a drop of water quality (e.g. brown water, turbid water) at the public sanitation facility. If after having wasted (flushed) a few containers water quality has not improved, the operator should close his/her public sanitation facility and inform the company. If the company suspects that large quantities of water have to be wasted before the problem has been solved, the meter should be temporarily removed or bypassed in order to prevent damage to the meter and to prevent the operator from having to pay for water which was wasted as a result of the anomaly.

#### **Faulty water meter**

If the operator suspects the water meter to be faulty, he/she should report this to the staff member of the company responsible for the public sanitation facility. The company's staff member should organise an onsite testing of the meter using the standard jerry can the operator has been issued with. If this test shows that the meter does not function properly, the meter has to be tested (calibrated), repaired or replaced by the company. If necessary, the operator should receive a rebate, which covers the period between reporting and testing.

Operators usually report what some of them call a "fast running meter", but are reluctant to report meters that are stuck or record less than the quantity consumed. Operators are obliged to report any irregularities concerning their work including a "slow running meter".

#### **Measuring air**

If due to technical/supply problems the taps produces a flow of air instead of water, operators should keep their taps closed to prevent damage to the meter and having to pay for air that has passed the meter. If the problem persists, it should be reported to the company.

#### **Gas leakage**

The operator has to close the public sanitation facility and the gas installation if he/she detects gas leakages. Gas leaks have to be reported immediately to the Technical Manager of the company. Operators of a facility which includes gas installations will receive special training on how to react in case of emergency.

#### **Sewer blockage**

The operator has to close the public sanitation facility if he/she detects a sewer blockage. Sewer blockages have to be reported immediately to the Technical Manager of the company.

#### **Toilet blockage**

In case of a single toilet being blocked the operator has to close the toilet affected and has to report the blockage/problem to the company.

The company has the obligation to deal with the reported problems within 24 hrs after the problem has been reported. In case the problem cannot be solved within 24 hrs the operator has the right for compensation. If the problem (blockage) can be attributed to mismanagement or malpractice of the operator compensation will not be paid and the operator is charged for all repair costs.

#### **Operator negligence**

If damage to the public sanitation facility can be attributed to the negligence of the operator, he/she is charged for all damage repair costs.



If a third party causes damage to the public sanitation facility, the operator is not charged for the damage repair costs. Concurrently the operator is not eligible for compensation by the company.

### **Company negligence**

The company has the obligation to carry out all major maintenance and repair works promptly.

If, for example, the operator observes that the company is not carrying out the necessary major repair and maintenance works, he/she has to report this to the designated company staff. If company staff fails to solve the problems, the operator can report the issue directly to the Technical Manager. The operator should record all reports made to the company.

### **Reporting acts of vandalism**

Operators have to report all acts of vandalism to the company. Very serious acts of vandalism should be reported directly to the Technical Manager. The company is advised to report serious acts of vandalism to the police authorities and to the Chief.

## 6 ACCESSING SANITATION SERVICES AND OPERATION OF THE FACILITY

### Business hours of the public sanitation facility

Before commissioning a new public sanitation facility the company determines the business hours of the public sanitation facility. The minimum service level has to be agreed between the WSP and the WSB and needs to be fixed in the SPA.<sup>3</sup> In case the public sanitation facility incorporates a water kiosk opening hours of the water kiosk and the sanitation block can differ.

After a period of approximately 4 months the business hours can be discussed during a meeting which is attended by the company staff responsible for supervision of the public sanitation facility, the operator and local stakeholders (bus operators, shop keepers, community representatives etc.). During the discussions peak demand hours, customer preferences and the business interests of the operator (the sale of other goods at the public sanitation facility) should be taken into consideration.

On the basis of the results of the meeting, the company decides on new business hours of the public sanitation facility if necessary.

The company has to put up an A3-size poster at the entrance of the public sanitation facility, which shows the agreed-upon business hours of the sanitation block and (if existent) the water kiosk.

If the sanitation facility is supposed to be open during night time (no daylight available) the operator has to provide sufficient lightening in- and outside the toilet. The company is responsible to provide an electricity connection or other means. The payment of the electricity bill is the obligation of the operator.

### Selling water

The operator is not allowed to sell water at the sanitation facility except the public sanitation facility includes a registered water kiosk.

### Emergencies

Special circumstances may oblige the operator to provide water (for example, if a house, shop or bus is on fire). If large quantities of water are required, the operator has to record the meter readings (before and after the incident) and report the incident to the company. Only when the incident has been reported, the company can decide not to charge the operator for the water supplied free of charge.

During other emergencies such as outbreaks of cholera, the operator has to follow the instructions given to him/her by the company or by the Public Health Department. During public health emergencies, the company has to consult and cooperate with the Public Health Officer of the Public Health Department.

<sup>3</sup> It needs to be determined to which extend opening hours of public sanitation facilities have to be specified as minimum service levels in the SPA between the WSBs and the WSPs. However, the SPA should state a minimum service level. It should be prevented that whenever an adaptation of the service hours between the WSP and the operator and the community has been agreed the SPA needs to be corrected.





### **Use of the toilet facility free of charge**

Persons benefiting from the Social Welfare Assistance Scheme (SWAS), are allowed to use the sanitation facility free of charge. These persons (or members of their family) must identify themselves using the company card they have been issued with.

### **Using the sanitation facility during peak demand hours**

During peak demand hours, operators tend to face difficulties handling their customers (cleaning the facility, receiving cash, giving out tissue paper, controlling consumption and transactions). Some customers may try to take advantage of the situation, by entering the facility without paying. The company should show operators how to organise their customers in such a way (by creating orderly queues) that misuse and theft are kept at a minimum. The operator has to make sure that cleaning takes place regularly even during peak hours. Every customer should find a clean and pleasant toilet and/or shower for his/her use.

During the training of operators, attention is given to the organisation of and the service delivery to customers during peak demand hours.

### **Use of toilets**

Customers who want to use the toilet should be given sufficient tissue paper and paper towels.

The operator should always have sufficient supply of tissue paper.

Customers should be allowed (and encouraged) to wash their hands, using the hand wash facility, after having used the toilet. The operator has to make sure that the liquid hand soap container at the hand washing facility always contains soap.

Customers, who wish to use water for cleansing purposes, should be given a small (one-litre) plastic or enamel jug. This jug will be collected by the operator, stored, cleaned and disinfected (if necessary).

Customers are supposed to keep toilets clean. The operator has to sensitise his/her customers on the need to keep the toilets clean and on the need to wash hands after using the toilet.

Customers are not allowed to use the toilet for the disposal of solid waste. The disposal of litter, cigarette stubs, sanitary pads, food or any other item that causes blockages is forbidden and should therefore be avoided. The operator should sensitise the customers on the need to avoid blockages.

### **Use of showers**

Customers who wish to use the shower should bring and use their own clean towels.

Customers are supposed to keep showers clean. The operator should sensitise his/her customers on the need to keep the showers clean.

### **Cleanliness and hygiene: duties of the operator**

Cleaning the public sanitation facility and its surrounding is one of the most important duties of the operator. The operator is responsible for cleaning the public sanitation facility and its direct surroundings (an area of approximately 15 by 15 metres) using suitable cleaning agents.

In order to prevent malodour and infections but also such diseases as cholera, malaria and diarrhoea, the public sanitation facility and its direct surroundings have to be kept very clean and as dry as possible at all times. Good housekeeping and maintenance are the vital elements for achieving an odourless public toilet.

## Solid waste disposal

All litter, refuse or debris collected by the Operator from the Public Sanitation Facility shall be removed from the site daily and disposed of at designated sites agreed between the Operator and the Company. All waste disposal arrangements and charges shall be the responsibility of the Operator and not the Company.

## Cleaning schedule

The cleaning of the toilet should follow an agreed cleaning schedule. Cleaning times need to be documented.

If the operator does not clean the facility according to the agreed cleaning schedule he/she receives a default notice. In case the WSP during its inspections finds the facility in an unhygienic condition the operator receives a default notice. Having received three default notices the WSP has the right to terminate the contract.

It is the responsibility of the operator and of the designated company staff to sensitise customers and the community as a whole on the importance of keeping the public sanitation facility clean at all times.

## Sequence of cleaning

General cleaning should be carried out daily. It should follow a systematic sequence to avoid areas, which were previously cleaned from becoming wet and soiled again before the cleaning process is completed.

The general cleaning should be divided into spot and thorough cleaning.<sup>4</sup>

The sequence of cleaning should follow this checklist:

1. Replace all expendable supplies
2. Pick up litter and sweep floor
3. Clean and sanitize commodes and urinals
4. Clean and sanitize basins
5. Clean mirrors and polish all bright work
6. Spot-clean walls, ledges, vents and partitions
7. Wet-mop floors
8. Inspect work and correct any errors

If the Public Sanitation Facility is open 24 hrs per day, general cleaning should take place during off-peak hours. Preferably, the Operator should prevent usage during that time using appropriate signage.

## Timing and frequency of cleaning

The timing and frequency of cleaning should be determined by the crowd flow.

Cleaning should be done more often during peak hours and less during off-peak hours. It is recommended to clean every ½ hour during peak hours and 1 to 2 hourly during non-peak hours. These frequencies refer to thorough cleaning once a day and spot cleaning for the remaining “cleans”.

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<sup>4</sup> Spot cleaning refers to the process whereby only specific areas are cleaned (i.e. those that are soiled). Thorough cleaning refers to the cleaning of the entire toilet and should be carried out once a day.

At least, each toilet, the urinal and the showers have to be cleaned 4 times a day.

The operator has to inspect each toilet and the urinal once an hour and clean them if they are dirty. During peak hours inspection intervals have to be reduced. Spot cleaning outside the cubicles should be increased respectively.

**Inspection record**

The operator should record his daily inspection and cleaning activities on an inspection board. It supports supervising and monitoring of the daily maintenance. The board has to be installed in the entrance area of the facility to allow customers to track the cleaning activities.

**Schedule cleaning**

Scheduled cleaning should be carried out periodically on a weekly, fortnightly or monthly basis (different surfaces, wares and fittings require different cleaning periods to maintain their cleanliness). Scheduled cleaning should be carried out during off-peak hours to avoid inconveniencing the user.

**Cleaning equipment and agents**

Different equipment for different joints and corners, as well as different disinfectants, should be used in the cleaning of different sanitary wares and fittings. The Company should decide which equipment it will provide to ensure proper toilet cleaning. It is recommended that the Company provides signs such as 'Wet Floor' and 'Closed for Cleaning'.

It is the responsibility of the operator to take care of the equipment provided by the company. In case the equipment needs to be replaced because of wear and tear the operator has to inform the designated company staff. Each equipment that needs to be replaced has to be handed over to the company staff.

The operator has to make sure that he/she has always sufficient quantities of suitable cleaning agents at his/her disposal.

**Correct use of cleaning agents**

Operators should be trained in the proper usage of specific cleaning agents and equipment for different types of materials and finishes in the toilets, e.g. tiles, mirrors. A recommended list of the appropriate type of cleaning agents for the different types of finish is shown in the table below.

**Table 1: Cleaning agents**

<b>Cleaning agents for different finishes</b>	
Wall / floor	Use neutral-based cleaners or disinfectants
Glass / mirror	Use neutral-based cleaners
Sanitary wares	Use disinfectant cleaners
Stainless steel	Use stainless steel polish
Plastic / PVC	Use neutral based cleaners
Toilet bowls / urinals / basins	Use disinfectant



## Training

The operator should be properly trained to perform cleaning well. Supervisors (company staff) should also be trained with the right knowledge and skills to effectively supervise the operator.

The Company should establish a photo file documenting the minimum acceptable standard immediately after cleaning which serves as the cleaning benchmark.

## Hygiene and cleanliness messages for customers

Public sanitation facility cleanliness and hygiene education/sensitisation is an ongoing activity. The operator and the designated company staff should always emphasise that customers and other people (shop keepers, bus passengers, etc.), in the interest of public health, are not allowed to pollute the public sanitation facility and its direct surroundings. The following messages should be communicated to all who visit the public sanitation facility or its vicinity:

- No one is not allowed to wash at or near the public sanitation facility except there is a designated laundry area.
- People are not allowed to eat or cook at or near the public sanitation facility. Experience shows that organic waste and food wastes in particular are major pollutants that can also cause blockages.
- No one is allowed to wash or repair bicycles, cars (etc.), at or near the public sanitation facility.
- No one is allowed to use the kiosk part of the public sanitation facility as a public toilet (e.g. urinating).
- No one is allowed to dump refuse near or within the facility premises.
- Owners of donkey carts should see to it that their donkeys and carts are not polluting the public sanitation facility. Dung dropped at the public sanitation facility has to be removed by the donkey cart rider. Donkey cart riders visiting the water kiosk part of the public sanitation facility must observe standards of personal hygiene. Donkeys must be healthy (no wounds and diseases) and donkey carts should not be overloaded.

## Public education

As for public education, campaigns the WSP together with the operator should be organized to advocate the general public to behave more considerately when using the public sanitation facility, i.e. to flush away the foul stuff after using the toilet, avoid wetting the toilet floor carelessly, shut off water taps properly after use, etc.

## Persuading users to do their part

Having public education messages inside the public sanitation facility help persuade users to do their part in keeping the facility clean. The main purpose of user education is to address specific behavioural concerns such as littering, careless aiming or the flinging of water everywhere. It should be subtle and made from vinyl material, rather than paper.

## Message placement

Posters can be used to convey generic messages such as “Help Keep This Toilet Clean and Nice” or specific messages. They should be placed strategically at the spot where the problem behaviour occurs. For example: on the wall above the urinal – to encourage better aiming; at the hand wash basin area – to discourage splashing of water everywhere.

Posters should be displayed in a way that makes them repellent to water e.g. laminated on both sides or protected by acrylic sheets. They should be attached with non-marking adhesives.

The WSP will provide a suitable number of poster frames to place visuals.

### Reporting of misuse

Public sanitation facility cleanliness and hygiene sensitisation should also focus upon the responsibility of each resident to report misuse of the public sanitation facility and to refrain from, or disapprove of, any kind of behaviour, which may have a negative impact upon public health and upon the operation of the public sanitation facility.

### Tools to ensure cleanliness and hygiene

The company will ensure that at all times its public sanitation facility is clean and properly taken care of. The company uses the following tools to assure its customers that the public sanitation facility is kept clean:

- The contract: Although the operator runs the public sanitation facility as his or her own business, the company, through the contract, it signs with the operator, is able to enforce the rules and procedures related to the cleanliness and hygiene of the public sanitation facility.
- Supervision: During his/her inspection and supervision visits, the designated company staff member always inspects the whole public sanitation facility and reports its cleanliness and hygienic conditions. If necessary, the operator is sensitised or receives a reprimand. The company visits and inspects the public sanitation facility at least once a week.
- Sensitisation of the customers and other residents in the vicinity: The operator should sensitise his/her customers on how to prevent and how to report acts of vandalism and pollution (littering, dumping, defecation outside the toilets, etc.). Such acts should be reported to the Chief. The company assists the operators in their sensitisation effort by putting up posters, which list the “Rules of the Public Sanitation Facility” and the rules on using the facility.
- Reporting by customers: The customers of the public sanitation facility are encouraged to report poor hygienic standards to the company.
- Inspections by the Public Health Officer: The company will encourage regular inspections of the public sanitation facility by the Public Health Officer (PHO) who is guided by the Public Health Act. The PHO can issue a statutory notice if the public sanitation facility does not meet hygienic standards.

### Customer care

Operators should always be friendly to their customers. The operator should assist his/her customers and the elderly and disabled in particular. Delivering an excellent service to customers is important.

If necessary, the operator should explain the use of the toilets and showers. The operator should ask customers who want to visit the toilet if they need tissue paper and/or a plastic cup to carry water for anal cleansing.

The operator should be able to provide his or her customers explanations on the technology of on-site wastewater treatment if applicable. In case of

ecological sanitation technologies used he/she should be able to explain the concept and the use / recycling of products (e.g. the production and use of biogas or compost).

### **Conflicts and fights at the facility**

If serious conflicts or even fights occur at the public sanitation facility (for whatever reason) the operator should close the facility and report the matter to the WSP. If deemed necessary, the matter should be reported to the police authorities.

### **Customer complaints**

If customers have complaints, for instance, concerning the way in which the operator is carrying out his or her duties, they can contact the WSP staff responsible for the supervision of the operator or visit the (local) office of the WSP and fill in the customer complaints register. Customers can also call the customer care number of the WSP and/or leave a note in the Complaints Box, which should be installed in the entrance area of the public sanitation facility.

The customer care concept of the WSP is explained on a small poster, which is put up next to the entrance of the public sanitation facility.



## 7 THE TARIFF SYSTEM

### Pay per use

Customers have to pay the operator each time they visit the toilet. Preferably, customers pay the operator directly and in cash when they want to use the public sanitation facility. However, it is up to the operator to decide whether he/she wants to allow customers to use the sanitation facility on credit or pre-pay in order to use the facility over a longer period.

The WSP does not interfere in the development and introduction by operators of alternative customer-operator payment systems as long as the operator does not overcharge his/her customers. The tariff the operator charges his/her customers is fixed by the company and has been approved by the Water Services Board and by the Water Services Regulatory Board.

### Tariffs

The tariff the operator charges his/her customers is fixed by the WSP and has been approved by the Water Services Boards and by the Water Service Regulatory Board.

When it comes to the retail tariff, no distinction is made between a “short call” and a “long call”.

Customers have to pay the operator for a visit to the toilet. The tariff needs to be approved by WASREB. Tissue paper, a paper towel, and the use of the hand wash facility with soap (before and/or after the use of the toilet), are included in the retail tariff.

Customers have to pay the operator for a using the shower. The tariff needs to be approved by WASREB. The use of the hand wash facility, before and/or after the use of the shower, is included in the retail tariff. A shower visit should not exceed 5 minutes.

### The use of biogas

The operator is not charged for the use or the sale of biogas. The operator may sell biogas to a third party (a restaurant, a hotel, etc.).

The gas tariff is not fixed by the WSP but by the operator.

The company has the obligation to carry out regular inspections of the biogas installation.

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