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**ENSURING AVAILABILITY AND SUSTAINABLE MANAGEMENT  
OF WATER AND SANITATION FOR ALL**

**Building ODF communities through effective collaboration  
with government and using accountable methods  
in communities**

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**BRIEFING PAPER 2405**

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*Sanitation is has always been an agenda since very beginning after Independence In 1986 that the government launched the Central Rural Sanitation Program (CRSP), the first nationwide sanitation program. Several other large sanitation programs have been launched since then such as the Nirmal Bharat Abhiyan (NBA) in rural India, In 2001 the CRSP was overhauled with the introduction of the Total Sanitation Campaign (TSC). In 2007 TSC was renamed Nirmal Bharat Abhiyan (NBA). NBA envisages facilitating individual household toilets to the Below Poverty Line and Identified Above Poverty Line households and providing school and community level sanitation. Now in 2014 the program is again renamed and revised with benefits as Swach Bharat Bhayian with ambition to make India ODF by 2019, but still the major focus on ground is on construction of toilets and it's counting then making ODF communities. Usage of toilets still remain an issue. This paper narrates the experience of development organization on how to collaborate towards making ODF communities beyond construction.*

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## **Background**

Around 595 million people, which is nearly half the population of India, defecate in the open (census of India, 2011). India accounts for 90 per cent of the people in South Asia and 59 per cent of the 1.1 billion people in the world who practice open defecation. Open defecation poses a serious threat to the health of children in India. The practice is the main reason India reports the highest number of diarrheal deaths among children under-five in the world. Every year, diarrhea kills 188,000 children under five in India. Children weakened by frequent diarrhea episodes are more vulnerable to malnutrition, stunting, and opportunistic infections such as pneumonia. About 43 per cent of children in India suffer from some degree of malnutrition. Diarrhea and worm infection are two major health conditions that affect school-age children impacting their learning abilities. Open defecation also puts at risk the dignity of women in India. Women feel constrained to relieve themselves only under the cover of dark for reasons of privacy to protect their dignity .Open defecation exposes women to the danger of physical attacks and encounters such as snake bites. Poor sanitation also cripples national development: workers produce less, live shorter lives, save and invest less, and are less able to send their children to school. Uttar Pradesh as of 2012 survey (Baseline survey MDWS) accounts for more than 80 % of open defecation. Given table explains the Open defecation status of India Vis a vi world and UP open defecation to other state in India.

Situation of Swach Bharat Abhiyan in Uttar Pradesh: As of base line in 2012 by MDWS the in state of Uttar Pradesh 64.76 % of household do not have toilets. Only 35.24% of HH had toilets and out of which only 67% were functional and rest were non -functional. This leads to more than 80% of people defecating on open. Below table show the situation of toilets and its usage in UP.

TRIAPATHY

Countries practicing open defecation	Percentage of toilets used in India
India 620 Million Indonesia 60 Million Pakistan 43 Million Ethiopia 38 Million Nigeria 35 Million Sudan 19 Million Nepal 15 Million I China 14 Million Burkina Faso 12 Million Mozambique 9.7 Million Cambodia 9.5 Million Rest of the World 222.2 Million  (Source: JMP UNICEFWHO 2013)	<b>BEST</b> Tripura 80 % Sikkim 80 % Kerala 80 %  <b>WORST</b> Tamil Nadu 26 % Uttar Pradesh 22% Rajasthan 20% Bihar 18.6 % Orissa 15.3 % Madhya Pradesh 13.6 % Jharkhand 8.3%  (Source: UNICEF 2012 Report)

<b>Table 1. Baseline survey 2012 – Uttar Pradesh State abstract report</b>			
Category	Percentage	Category	Percentage
% of Household not having Toilet	64.76	% of GPs where VWSC Functional	60.14
% of Household having Toilet	35.24	% of GPs where Swachchhata Doot is Posted	47.49
% of Household having functional Toilet from HH having Toilet	67.80	% of Govt School Without Toilet	2.99
% of Household having dysfunctional Toilet from HH having Toilet	32.20	% of Govt School Without Water Facility	8.90
% of Govt. Anganwadi having Latrine	75.49	% of Private School Without Toilet	10.32
% of Govt. Anganwadi having adequate Water Facility	61.78	% of Private School Without water Facility	6.19
% of GPs where VWSC formed	63.90	% of GPs Where other Organisation Involved	45.60

As per MDWS data government still has to ensure 1641067 toilets in eight districts where WaterAid is implementing the program in Uttar Pradesh to make them ODF. Same is the situation with rest of 67 districts of Uttar Pradesh. Based on government target which they generally keep very low and do some marginal increment in each year plan it is not possible to make these districts OD2080, though central government aims to make country ODF by 2019.

### Challenges

Based on experience, though Swach Bharat Abhiyan has created a lot of momentum and government at the centre is very actively implementing and monitoring this program, still there are many challenges which need to be addressed before it is too late to make India ODF by 2019:

1. AIP (Annual Implementation plan) planning of each of districts and states is based on some incremental numbers of toilet target for each year from district to state level and building ODF communities is not plan. It is difficult to attain ODF by 2019 if still some nominal targets are kept in annual plans of districts and states.
2. Capacity building of stakeholders like gram pradhans, front line workers, and masons is not given enough space in plans. There is no link of toilets constructed and community ownership. Quality construction is not monitored and mason, individual families have less knowledge of technical design of toilets and how it is good for environment.
3. There is no monitoring system of SBM program. Only construction is being planned and reported.

4. Users requirement, there consent on space etc is not taken in account and many time toilets are built in such place where use of toilet never happens like near temples , road sides, in agricultural fields. Community ownership is negligible.
5. IEC/BCC fund are allocated in every years plan but not used or used in just some posters or advertisement and usage promotion of toilet is never given any importance.
6. Inclusions and networking with development organization is not proactively given importance. There I no platform where experience of sector experts or organizations can be shared.
7. Government is now including CLTS in their plans but it also observed that one time training is only done on CLTS and it is still not included as continued process. Therefore whole idea of community inclusion and usage promotion is still a neglected area.

**Initiative taken in Uttar Pradesh and role of development organisation like Water Aid**

The below-mentioned paragraph is entirely based upon my programmatic experiences and reflections.

Water Aid- North has engaged with Panchayat Raj Department Uttar Pradesh (Nodal agency for implementation of Sanitation program) towards strategizing sanitation program aiming open defecation free (ODF) communities and attain total sanitation coverage by 2019. Water Aid- is working with local partners in 8 districts of state and facilitating poor people’s access to water, sanitation and hygiene services. Planning and implementation systems and process followed by district administration given little scope of people participation and civil society involvement. The sanitation planning process followed both at state and district is neither look in to the demand from people nor focused on open defecation free communities. The most important criterion followed is the district performance of previous years in terms of number of toilet constructed annually. WAI advocacy efforts and strategic engagement with state administration enabled WaterAid partners in building partnership and collaboration with district administration aiming ODF communities.

**Story of a positive deviance from community in Lucknow Ramesh Gautam**

Along with his wife and six children living in Papnamau village and is working as labourer. His income is very poor. During visit of Gram Secretary to village he motivated him for construction of toilet on which he immediately neglected it saying that he can’t earn enough for his livings how could he afford for toilets. He denied for toilet construction and said that it is overspending for his family for no use. Hearing this Anju Mauraya visited family and found his son suffering from fever. She through means of F- Chart made him acquainted with consequences of open defecation. She explained him that his earnings which usually wasted in medicine and doctors fee should be utilized in better cause. She build his understanding that her daughters and wife when went to open in field lead to so many harassments and embarrassment. Understanding the issue next day he took a loan and in very next three days got his toilet constructed. Which is been used by every family member. He has now returned his loan also and motivating other community members for toilet construction and its importance.

Continuous engagement with State PRI department, positioned WAI North as lead agency having expertise in sanitation programs and reach to the people and other civil society organizations. North team convinced the State PRI (nodal agency for SBM in UP) department to convene consultation meeting with district officials of eight WAI program districts and State PRI department for visioning ODF GPs and districts through partnership and collaboration approach. WAI facilitated the meeting and shared strategies for making the entire district open defecation free over next three years’ time through building skilled human resources, synchronizing both supply and demand for sanitation services, focus on behavioral change and larger social mobilization followed with monitoring and accountability mechanism. Following the consultation workshop, State PRI Director issued official communication to Districts administration asking them to take up joint planning exercise with Water Aid- North and its partner organizations.

WaterAid- North has strategized this engagement towards developing technical and operational partnership with district administration for district wide coverage of sanitation services through promotion of toilet construction at scale and positive hygiene behaviors for sustainable sanitation outcomes. Jointly with partner Water Aid- North organized planning meeting chaired by District Magistrate and attended by District level officials from rural development, Education, Health, social security and women Child

development. Water Aid- North and the partners offered collaboration with district administration as technical and operational partner in developing annual sanitation implementation plan, capacity building, IEC, campaign, cadre building, community ownership. In continuation to these planning meetings technical and operational partnership has been further formalized by signing tripartite MoU (Memorandum of Understanding) between WaterAid North, WAI partner organization in the district and District Water and Sanitation Committee. So far WaterAid North has formalized partnership through MoU with six districts and that reiterate the people and responsibilities of signed parties in completing construction of 90276 house hold toilets by March 31, 2016 in a qualitative manner and promote usage through sustained behavioral change. Apart from meeting the annual target, the collaboration also aimed at 8-12 ODF GPs in each of the district this year out of which 30% of target is achieved by December 2015. Periodic joint review system has also been established at district and state level for progress review and also addressing critical issues.

**District level WASH forums** established in all this districts under WAI initiatives strengthen the voice of people and in demanding quality services under SBM. District WASH forum is a vibrant group of social workers, media representatives, Academicians and representatives from citizen groups. The process followed in establishing the Partnership brings Government and Civil Society actors on one platform to achieve collective goal with joint ownership and commitment. Further this process strengthened principles of District Wide approach that leading to district wide coverage. Process led to having relations with Government formalized and more over building up interdepartmental coordination which is key to sustainable and holistic development. The established partnership with Government and District administration on SBM is visualized beyond Water Aid and its partner organization. The entire process is strengthened by having demonstrative model in 8 districts where Water Aid- North and its partner have programmatic presence. The demonstrative model can be further scaled up to other districts adopting similar sanitation based planning model.

**Capacity building of Mason:** To enhance the capacity of mason's on toilet construction so that appropriate toilets should be constructed and also they could communicate the message of toilet construction with effective implementation three days training of mason was conducted. In total WA trained more than 300 mason in UP in the year.

**Building the cadre of volunteers in Community:** To support the monitoring by community itself and to have sustained change in community it was decided to build the community level cadre of volunteers who were trained on social audit, toilet design, sanitation and hygiene. They were also involved in CLTS in each of community. WA trained more than 1000 volunteers in the program across eight districts who are monitoring the open defecation and quality of toilets construction in their own communities.

**Training of CLTS field practitioners for building ODF communities-**further to strengthen the support to District engagement process on SBM for building ODF communities WAI- North organized 6 days residential training for CLTS practitioners. The process of building CLTS practitioners is aligned WAI North collaboration and support commitment in which WAI- North has committed to support community mobilization and built community ownership as well as usage promotion around sanitation and hygiene program. To meet the objective of building ODF communities WAI- North has trained 52 field practitioners from 6 districts (Banda, Chitrakoot, Mahoba, Sant Kabir Nagar, Kushinagar and Lucknow) on Approaches of Community Led Total Sanitation (CLTS). The training program was well designed and it focused on enhancing knowledge, awareness and skill of participants. The training module had three sections i.e. Sanitation and toilet technology, CLTS approach and Inter personal communication, theoretical sessions were followed by field practice sessions. The module packaging was well designed and it very efficiently matched up with the learning needs of the participants.

**Advocacy /Campaigns: Phase I- Saff Hatho main hai Dum (clean had are stronger)** WAI planned phases of campaign to create momentum on global days . In the phase I- WAI With an objective to observe Global Handwashing Day on 15th October 2015 WAI-North planned a week long campaign in Uttar Pradesh and Bihar with an aim to reach out to masses across all sections with messaging on importance of handwashing in larger context of personal hygiene and health. Global Handwashing Day Campaign was aligned with WAI-North collaboration under Swachh Bharat Mission at state and district level for building ODF communities. As part of collaboration WAI-North has commitments to support behavior change process at community level to follow hygienic WASH practices in terms of personal hygiene and environmental hygiene. The planned campaign accelerated WAI-North efforts of community mobilization, bringing varied stakeholders together on one platform and make WASH as an agenda of discussion in public. Campaign aimed at inclusion of ALL- no one is left behind through mass messaging and demonstration of handwashing process at public places. Campaign reached out to 50000 listener through

radio messaging, 200 schools reaching out to more than 600 school children and reaching out to 30000 general public through mass messaging and setting up information Centre at public places.

### **Phase II: Mera Sauchalya Mera Swabhiman (my toilet my dignity) – state wide campaign on world toilet day**

WAI north launched a six days campaign in Uttar Pradesh and Bihar with an objective to raise momentum and awareness on usage and building of ODF communities. In 13 districts the under the campaign state and district rallies were organised. Radio messaging was done on November 19, 2015 to cover the large mass of people in UP. State launch was done in collaboration with PRI directorate, and DWSM Lucknow where more 700 children and community leader participated and walk for the cause of making Lucknow ODF. Rally was inaugurated DM Lucknow Mr. Raj Shekhar IAS. Rally was concluded in Lohiya Park where it PRI director Mr. Uday Veer Singh Participated and felicitated the community leaders and CLTS team of Lucknow. To ensure the linkages with health department at the state, letter was sought from Principal secretary Health to mark the world toilet day in Hospital, PHC and CHC in the eight program districts. For six day campaign reached to more than 500 health set up UP where messaging on the prescriptions of patients, banners on the walls of hospital , PHCs and CHCs were done for larger messaging and awareness on sanitation. During the campaign the Sukhapurva , Ram Charan Ki Madhiya, Manohar Nagar slums in Kanpur were declared ODF in Kanpur by Mayor of Kanpur and Municipal commissioner and MLA Kanpur. The community leader of Mohala Vikas Samiiti were felicitated on the occasion. The planned campaign supported the WAI-North efforts of community mobilization, reaching and collaborating with varied stakeholders together on one platform and make ODF communities as an agenda of discussion . Campaign reached out to 50000 listener through radio messaging, 300 schools reaching out to more than 2000 school children and reaching out to 50000 general public through mass messaging and setting up information Centre at public places, health set ups, markets places.

**Communication/IEC/BCC:** WAI also engaged to make the many IEC and BCC materials to be used in community. We are developing booklets on toilet design, flip book, FAQ (frequently asked question on program etc which were very useful to mobilize the community and trained them.

**Creating model toilets in government premises:** To promote correct toilet design WA also supported in constructing the model toilets in government premises so that community members can see and understand the toilet design. In each of district one model toilet is created in government premises so that community can see the toilet design to get convinced and also it can be showcased to mason who are involved in construction.

### **Lessons learned**

- Baseline figures for each of communities needs to be revised on yearly basis so that demand and supply gap of toilets to make a community 100% saturated with toilets can be met
- Capacity building of masons is key to quality of toilets construction and also following the recommended design of twin pit of government
- CLTS and triggering should be first step to enter /start program in any villages which should be followed by construction
- Network with development organization on IEC and BCC activities is an excellent way to promote usage and make ODF communities
- Community monitoring, social audit needs to be taken in consent to ensure there is no slip back of ODF communities.

### **Recommendations**

Based on the initiative taken by Water Aid as one of development organization here are some of recommendations:

1. Bottom to top planning is essential where the focus should be on building ODF communities/block and districts.
2. Capacity building of masons who are main tool to construct toilets in community is very much required and it should be part of Annual implementation plans. If they trained on right kind of toilet design they can mobilize communities to construct toilet easily.
3. Building community level cadre to monitor the program, supporting in community mobilization and taking lead in stopping open defecation is good tool and it should be promoted.

4. Allocation and proper use of fund for IEC /BCC activities is must and it should part of each year annual implementation plans.
5. Community led total sanitation triggering is essential just before the construction is going to start in any community so that acceptance of toilet is easy.
6. In some of state like UP government is implementing this program only in selected villages every year, this needs to change and plan should be based on each village.
7. Establishing a separate monitoring cell to monitor the usage and quality of construction is must.
8. Researches on usage of toilet, proper management of fecal waste and health is needed to promote the usage.
9. Inclusions of developmental organizations is also very much required to support in creating momentum .

## **Conclusion**

This paper focuses on Sanitation challenged in Uttar Pradesh which is one of largest state in India and is also major contributor in open defecation. This paper draws attention how role of development organization like Water Aid. States like UP where there are many challenges in terms of sanitation coverage and how collaborative efforts can make India ODF. It requires multi -dimensional work where usage promotion, behavior change on usage of toilet, hygiene promotion are also planned and implemented. Toilet construction is important but at the same time BCC activities are must to ensure proper usage. CLTS must be planned in any of community just before construction is about to start so that community ownership on toilets can be strengthened. It is also important create monitoring cell to monitor the program and to strengthen the community monitoring system.

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