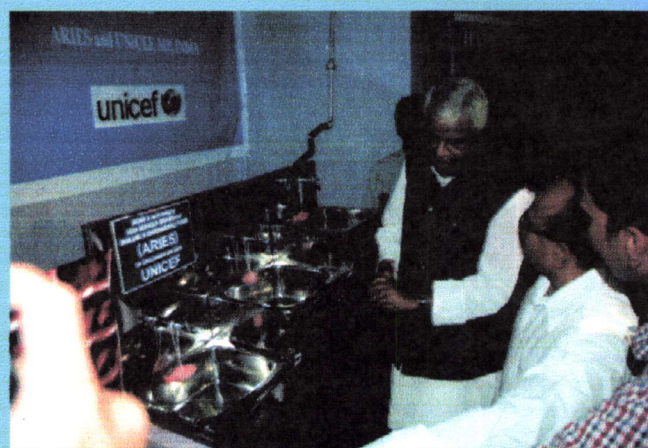


TOTAL SANITATION CAMPAIGN MADHYA PRADESH STATE STRATEGY



Prepared by:



UNICEF, Bhopal



Public Health Engineering Department
Government of Madhya Pradesh

8th February 2006

Contents

State Strategy for Total Sanitation Campaign in Madhya Pradesh

1. Background
2. Major Milestones of TSC Implementation in Madhya Pradesh
3. Strategy Plan
4. Goal, Objectives and Activities of TSC
 - 4.1 Goal
 - 4.2 Objectives
 - 4.3 Key Activities of the Strategy
5. Action Plan
6. Programme Implementation
 - 6.1 Workshops
 - 6.2 Training of the Stakeholders
 - 6.3 Emphasis on Sanitation Marketing
 - 6.4 Rural Sanitary Marts and Production Centres
7. Quantification of Risk

Annex I - Status of TSC Implementation in Madhya Pradesh

It is proposed to scale up and accelerate implementation of TSC programme in Madhya Pradesh by documenting the strategy with thrust on open defecation free villages. The document presents strategy incorporating goal, objectives, key activities, action plan, programme implementation and quantification of risk related to TSC programme implementation in the State.

1.0 Background

Total Sanitation Campaign is a comprehensive programme to ensure sanitation facilities in rural areas with broader goal to eradicate the practice of open defecation. TSC as a part of reform principles was initiated in 1999 when Central Rural Sanitation Programme was restructured making it demand driven and people centered. The key intervention areas are Individual household latrines (IHHL), School Sanitation and Hygiene Education (**SSHE**), **Community Sanitary Complex, Anganwadi toilets** supported by Rural Sanitary Marts (**RSMs**) and Production Centers (PCs). The main goal of TSC as specified by GOI *is to eradicate the practice of open defecation by 2010*. The recent development in TSC implementation includes solid, liquid and faecal waste treatment and management. To give fillip to this endeavor, GOI has launched **Nirmal Gram Puraskar** to recognize the efforts in terms of cash awards for fully covered PRIs and those individuals and institutions who have contributed significantly in ensuring full sanitation coverage in their area of operation. The project is being implemented in rural areas taking district as a unit of implementation.

2.0 Major Milestones of TSC Implementation in Madhya Pradesh

The status of TSC implementation is presented in Annexure I. The recent major milestones of TSC implementation are given below:

- **State level symposium** was convened by the Chief Minister in September to present state strategy for sanitation and sanitation Technology Park. Technology park was inaugurated by the Chief Minister on September 22 and similar technology parks are being built in three zones namely Indore, Gwalior and Jabalpur. The Technology Park is functioning as a resource center for 'State

Capacity Support Development Unit' to conduct the training and orientations for TSC/SD stakeholders. Trainings have already been held for masons and village level functionaries. The impact has been high as participants note that "seeing is believing" The participants including all district collectors and CEOs as well as UNICEF and government officials from Delhi. Following the symposium state task forces for sanitation were established (for IEC, supply mechanisms, and sanitation marketing) technology book in Hindi produced and disseminated. Additionally, many collectors have started intensive efforts in TSC including District Collector Rewa who has mobilized more than 1500 community workers for sanitation and has achieved 100% sanitation coverage in 2 villages

- **Sanitation Guidebook** has been prepared for Village Mason, NGOs and PHED field staff. This is first sanitation design guidebook based on soil types of M.P. This is used as a support/resource book during CCDU training
- **Establishment of an interdepartmental CCDU** for TSC. Unit being established with interdepartmental representation
- **Sector assessment** was completed and final drafting of MoU has been done. Scott Wilson completed the sector assessment and subsequent workshops were held to finalise the MoU and the activity plan
- Zonal workshops were held in Bhopal, Indore, Gwalior and Jabalapur and 500 participants inclusive of district collectors, CEOs, PHED officials, State Government officials NGOs attended these workshops

3.0 Strategy Plan

Madhya Pradesh is gearing up to accelerate TSC implementation to increase coverage to 30% from current 10% by the end of 2006. Similarly, there is long term to make all the villages in the State open defecation free by 2012. Keeping in view the current pace of TSC implementation and targets set up by the State, it is proposed to prepare a strategy incorporating action plan for accelerating TSC implementation in the State.

The action plan can be implemented using the strategy focusing on demand generation, usages and hardware supply, presented on September 21, 2005 during the inauguration of

Technology Park by then Chief Minister. The major themes of sanitation strategy and components are presented below:

Demand	Supply	Usages
<ul style="list-style-type: none"> • Partnership Schools/ Anganwadi /Health • Communication • Capacity Building • Demonstration • Sanitation Marketing • Encourage Drivers • Rewards/incentives 	<ul style="list-style-type: none"> • Identification of Local Manufacturer • Financial Advocacy/ Cost • Supply mechanism • Promoting market forces • R & D 	<ul style="list-style-type: none"> • Regular Monitoring • Health Indicators • Water availability

4.0 Goal, Objectives and Activities of TSC

4.1 Goal

The goal of the programme is to accelerate implementation of TSC by increasing number of open defecation free villages by making the programme 'community led' and 'people centered' by adopting "demand driven approach"

4.2 Objectives

- Accelerate sanitation coverage in rural areas by adopting "total sanitation" concept
- Adopt demand driven approach for sanitation facilities by emphasizing health related issues
- Cover schools/ Anganwadis in rural areas with sanitation facilities and promote hygiene education and sanitary habits among students
- Encourage cost effective and appropriate technologies in sanitation
- Emphasis on incentives instead of subsidy based approach to increase coverage

- Promotion of market driven forces to meet sanitary hardware demand to release pressure on RSMs

4.3 Key Activities of the Strategy

- Formation of State, Divisional and District Level Committees
- Sensitisation of key stakeholders within different departments at the State level
- Sensitisation of key stakeholders at the district level
- Sanitation marketing
- Orientation of project staff on implementation of TSC
- Training of State Administration officials, master motivators, masons and sarpanchas at State and District levels
- Organise divisional level meetings to discuss TSC implementation
- Incentives to villages/panchayats in the form of Puruskars at District, Division and State levels
- Ensuring supply chain of sanitary hardware
- Equal emphasis on construction of APL and BPL toilets
- Nomination for Nirmal Gram Puruskars

5.0 Action Plan

The master plan of action is primarily a convergence programme. It aims to bring together all programmes and stakeholders of TSC implementation to channelise the efforts progressively instead of parallel isolated tasks to achieve target of toilet construction. The key strategy component is to devise a common agenda for all constituent programmes targeting TSC implementation and continuously reaffirm to achieve common objectives through an institutional framework at State, Divisional, District and Panchayat levels. The institutional framework thus formed becomes a forum to rationalize convergence within and act as a mechanism for programme delivery. It is also essential to assess the potential of each of the constituent components to contribute

to programme implementation. The institutional mechanism and their responsibilities defined in Table 1 provide broad guidelines with major emphasis of TSC implementation at district level. It is not proposed to develop vertical hierarchy and the committees at any level and any committee will be free to contact any other committee but such contact should be occasional.

The existing institutional mechanism at State Level committee/task force can be strengthened by involving members from other line departments of State Government. However, it is realized and essential to strengthen the District Level Coordination Committee for TSC implementation. Broadly, the committee can have the following members with nodal officer. This nodal officer can be drawn from the department involved in TSC implementation such as PHED who will dedicatedly work for TSC implementation. The chairperson and coordinator of the Committee will be District Collector who will review the implementation every week. The Committee will consist of the following members:

District Collector	:	Chairperson
Chief Executive Officer	:	Member
District Education Officer	:	Member
District Health Officer	:	Member
Nodal Officer	:	Member Secretary

Two additional members will be identified by District Collector. Periodic meetings atleast once in a month will be held to review the progress of TSC implementation and guiding the programme.

Table 1: Institutional mechanism and roles of stakeholders

S.No.	Agency	Role and responsibility	Contacts with other stakeholders
1.	State Level Committee	<ul style="list-style-type: none"> - Framing of state strategy and implementation methodology - Interaction with Government of India and support organizations such as UNICEF - Review of TSC implementation at divisional level - Interact with State Resource Centres for identifying training needs - Support statewide training programme - Create database of TSC implementation - Create hub of information on technical guidance - Disseminate IEC material - Ensure fund flow to the districts - Select villages for State level Puruskars and nominate for Nirmal Gram Puruskars 	<ul style="list-style-type: none"> - Government of India - UNICEF - Divisional Offices - Support Organisations
2.	Divisional Level Committee	<ul style="list-style-type: none"> - Review progress of TSC implementation in districts - Share success stories of the district - Interact with State Level Committee - Select villages for divisional level Puruskars - Nominate villages for district level Puruskars 	<ul style="list-style-type: none"> - State Level Committee - District Level Committee
3.	District Level Committee	<ul style="list-style-type: none"> - Organise demonstration camps/workshops - Interact with village level committees - Train motivators and masons - Ensure supply mechanism - Evolve district specific IEC implementation methodology - Identification of NGOs and evaluating skills of TSC implementation before involvement - Select village for district level Puruskar - Nominate villages for divisional level Puruskars 	<ul style="list-style-type: none"> - State Level Committee - Divisional Level Committee - Village Level Committee - NGOs

4.	Panchayat/ Village Level Committee	<ul style="list-style-type: none"> - Door to door contact with emphasis on health effects due to open defecation - Promoting open defecation free village - Contact community based organisation 	- District level committee
5.	NGOs	<ul style="list-style-type: none"> - Support to various committees by demonstration - Mobilise community based organizations - Inclusion of TSC in other programme implementation 	- District level committee
6.	UNICEF	<ul style="list-style-type: none"> - Provide technical guidance - Identify and strengthen State Resource Centres - Provide technical staff in PHED - Create innovative technologies - Assist in monitoring TSC implementation - Strengthen and update sanitation/alternative sanitation technologies - Demonstrate sanitation marketing at pilot scale - Document success stories of the State - Built and support technology parks/centres - Interact with State/Divisional/District level committees 	<ul style="list-style-type: none"> - State level Committee - Divisional Level Committee - District Level Committee
7.	Other Support Organisation	<ul style="list-style-type: none"> - Provide information on strategies and success stories from other states - Assist in organizing State Level workshops 	- State Level Committee

6.0 Programme Implementation

Having defined an institutional framework for programme implementation, it would be necessary to highlight the key steps in programme implementation. The programme will be implemented in decentralized manner through the District Level Coordination Committee. A switch over from subsidy driven to demand driven approach will be the major shift in programme implementation. Programme management and coordination

will be the responsibility of the District Collector and the nodal officer in consultation with District Collector will facilitate the activities such as training, orientation, demonstration, workshops, data collection, coordination with other stakeholder and monitoring. The district collector being chairperson of the committee will also liaise with divisional and state level committees on programme implementation issues. The nodal officer in addition will be responsible for coordinating with village level committees ensuring community participation in programme implementation. The institutional arrangement for TSC implementation is shown in **Figure 1**. The following activities can be undertaken as part of programme implementation:

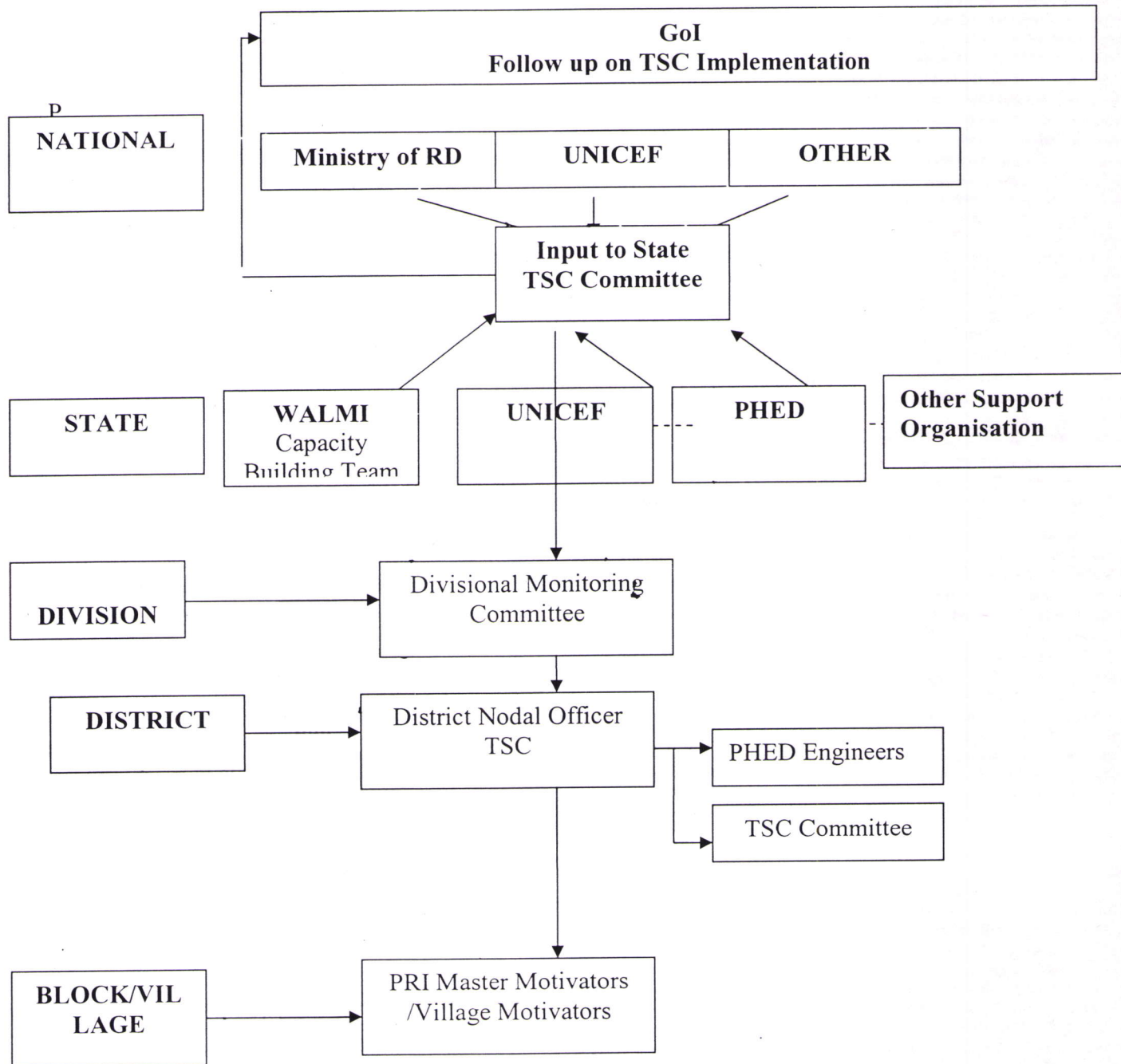
6.1 Workshops

State Level Sensitisation Workshop: A State level sensitization workshop will be organized to sensitize key functionaries of TSC implementation committees wherein Sanitation and Water Safety strategies being prepared for the State. Besides discussing programme objectives and methodologies, success stories of TSC implementation will also be discussed. The issues related to replication of success stories to various districts will also be deliberated. The successful nodal officers will be identified who will be brought to the State level TSC implementation team to assist in accelerating the implementation in identified districts.

Divisional Level Workshop: Divisional level workshops will also be organized in seven divisions of the State to share the progress of TSC implementation and identify success stories and bottlenecks of programme implementation. This will also help district collectors to present the case beyond district boundaries without requiring administration permission to travel outside the district.

District Sensitisation Workshops: One day workshops will be held in each district headquarter and issues pertaining to identification of master motivators, maintaining supply chain, training requirements etc. can be discussed. The nodal officers from other districts having experience in implementing TSC will be called in the meeting to share the success stories.

Figure 1: Institutional Arrangement



6.2 Training of the Stakeholders

One of the critical reasons for low TSC coverage is the limited available capacity within the state in the water and sanitation sector. The strategy is being developed to accelerate the programme implementation by involving various State Government Departments and NGOs. Inclusion of various stakeholders in the programme implementation warrants proper orientation and training to ensure appropriate roles for accelerating the programme implementation. **Capacity building** of members of the stakeholders is an extremely important element of the sector reform principles under TSC programme.

To improve the functioning of the internal environment to address these challenges, the Public Health Engineering Department (PHED) formed a Central Capacity Development Unit (CCDU). The CCDU comprises of seconded government officials from other nodal departments affiliated with water and sanitation (namely health, education, tribal welfare and women and child development). The CCDU has the mandate to oversee statewide capacity development activities.

However, improvement of the internal environment alone will not improve overall organizational performance. To achieve this, key resource institutions in Madhya Pradesh should be identified for imparting classroom and on field training on TSC implementation.

PHED have selected the following key stakeholders in the state that require training in TSC in State Resource Centre:

- IAS/CEO/State administration officers
- Master motivators
- Master masons
- Elected representatives such as Sarpanchas, Janpad Presidents etc.

Prior commencing training, the key indicators of training should be defined. These should be result based indicators which are SMART and have direct benefits for the scaling up of the TSC/SD programmes. Development of a computerized results based monitoring system with specific attention to output orientated monitoring should be carried out along with quarterly monitoring at field level of progress.

Training programme should have following objectives:

1. Development of training modules specific to stakeholder needs
2. Preparation/Facilitation of class room/on field training
3. Strengthening resource persons by identifying/hiring based on Call Down Contracts
4. Organise field visits for district TSC/Swajaldhara functionaries to share success stories,
5. Extend technical guidance to the State's Communication and Capacity Development Units (CCDU) and, assist in the development of State/ District specific training modules
6. Follow-up on effect of training programmes at various levels
7. Documentation of success stories

Trained personnel in the State Resource Centre should be resource persons at district level training programmes. Similar stakeholders should be identified at district level for imparting training on TSC implementation.

6.3 Emphasis on Sanitation Marketing

Madhya Pradesh with the action plan on TSC implementation will focus on "demand driven approach" instead of "subsidy based programme". Information, Education and Communication (IEC) are important components of the Programme intend to create demand for sanitary facilities in the rural areas for households, schools, Anganwadis, Balwadies and Community Sanitary Complexes. The IEC should also focus on health and hygiene practices and environmental sanitation aspects to drive the individuals to create demand by treating sanitary/health care ware as necessity products. Sanitation marketing, a demand driven approach should be adopted and IEC activities should be directed towards creating the demand.

6.4 Rural Sanitary Marts and Production Centres

RSM is a commercial venture with a social objective with the main aim of providing materials, services and guidance needed for constructing different types of latrines and

other sanitary facilities, which are technologically and financially suitable to the area. Production Centres are the means to improve production of cost effective affordable sanitary materials. Several RSMs and marketing centres are being operated in Madhya Pradesh, however these RSMs lack market driven approaches and often face delivery limitations. The experience from Rewa indicates that involvement of market forces brings in multiple effects such as strengthening supply chain, ensuring quality of the product, increasing cost effectiveness and promoting healthy competition among suppliers. This approach can be part of action plan and district level committee can facilitate supply arrangements and ensuring contacts with village level committees and individuals.

7.0 Quantification of Risk

Health based issues are focal point of implementing TSC, hence quantification of risk becomes utmost essential while implementing the programme. It is seen in the States like Kerala that diseases due to water pollution are prevalent due to lack of considering risk assessment approach in TSC implementation. This has resulted in water pollution consequent to toilet construction. The risk assessment approach should be adopted for sewage (wastewater), human waste and animals waste. The following steps can be undertaken as part of risk assessment:

- Hazard Identification
- Exposure Assessment
- Dose-Response Assessment
- Risk Characterisation

The risk management can be undertaken to mitigate the effects of programme implementation.

The Participatory Rural Appraisal (PRA) tools based on Quantitative Microbial Risk Assessment (QMRA) to assess and manage risks due to human faeces, animal faeces, sewage and solid waste should be developed and support from UNICEF should be sought on the matter.

Annexure I

Status of TSC Implementation in Madhya Pradesh

Government of India has approved 5 Sector Reform Districts (Raisen, Sehore, Hoshangabad, Gwalior and Narsinghpur) under TSC since September, 2000. In addition, 3 districts in April 2002, 7 districts in April 2003, 2 districts in July 2003 and 28 districts were brought under TSC programme. Total financial outlay for the TSC is Rs 422.55 crore and the proposed work will have to be completed within four years of date of sanction. The financial status of the programme is given below:

(Rs in Lakhs)

S.No.	Funding Source	Provision of funds	Funds made available	Expenditure
1.	Government of India	Rs 27276.06	Rs 9348.94	Rs 6102.31
2.	State Government	Rs 9403	Rs 3210.85	Rs 2069.24
3.	Beneficiary	Rs 5575.47	Rs 581.94	Rs 987.82
	Total	Rs 42254.53	Rs 13141.73	Rs 9159.37

The data available with TSC/SD Cell of Public Health Engineering Department, Madhya Pradesh indicate that latrines in 10.53% and 3.51% BPL and APL families respectively are constructed as on December 31, 2005. Sanitation complexes are built in 38.3% schools, whereas 23.65% Anganwadis in the State have latrines. The progress on RSMs is substantial and 254 RSMs are operating against the target of 279. Similarly, 24 production centres are built out of the targeted 28 production centres.