

# Situation Assessment of the Supply Market for Rural Sanitation in Himachal Pradesh and Madhya Pradesh

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This report is one in a series of products of the Water and Sanitation Program's Scaling Up Sanitation Project funded by the Bill and Melinda Gates Foundation. A major focus of the project is on learning how to scale up efforts in the sanitation sector in the developing world.. The project tests proven and promising approaches to create demand for sanitation and the use of marketing techniques to generate demand and improve the supply of sanitation-related products and services among the rural poor.

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# Table of Contents

<b>LIST OF ACRONYMS AND ABBREVIATIONS.....</b>	<b>v</b>
<b>SUMMARY.....</b>	<b>vi</b>
Findings from Himachal Pradesh.....	vi
Findings from Madhya Pradesh.....	vii
<b>1. INTRODUCTION.....</b>	<b>1</b>
Overview of Total Sanitation Campaign in India.....	1
Overview of TSC Program in Himachal Pradesh.....	2
Overview of TSC Program in Madhya Pradesh.....	4
<b>2. SITUATION ASSESSMENT OF THE SANITATION SUPPLY MARKET.....</b>	<b>7</b>
Himachal Pradesh.....	7
Madhya Pradesh.....	16
<b>3. IMPLICATIONS OF THE SANITATION MARKET SITUATION IN HP AND MP FOR TOTAL SANITATION AND SANITATION MARKETING (TSSM).....</b>	<b>27</b>
Comparing CLTS, Sanitation Marketing and TSC Approaches.....	27
What is the place of CLTS and Sanitation Marketing in the current TSC Program?.....	28
Scaling Up TSSM – Recommendations for the Way Forward.....	29
Proposed Framework for TSSM.....	34
Proposed Institutional Structure to support TSSM.....	39
<b>REFERENCES.....</b>	<b>42</b>

## **LIST OF TABLES**

Table 1: Details of amount released (from Central Govt. share) to Himachal Pradesh.....	3
Table 2: Annual Achievements of Physical Latrine Components – Madhya Pradesh.....	6
Table 3: Breakdown of Latrine cost as given by PHE Department.....	21
Table 4: Comparison of CLTS, Sanitation Marketing and TSC.....	27

## **LIST OF FIGURES**

Figure 1: Examples of Simple Pit Latrines.....	9
Figure 2: A Septic Tank under construction.....	10
Figure 3: Examples of Low-Cost Latrines in Himachal Pradesh.....	11
Figure 4: Estimated Costs of Latrines in Himachal Pradesh.....	12
Figure 5: Types of Latrine Pans in Himachal Pradesh.....	13
Figure 6: Some Examples of Latrines in Madhya Pradesh.....	22
Figure 7: Types of Latrine Pans in Madhya Pradesh.....	24
Figure 8: Proposed TSSM Framework.....	38
Figure 9: Proposed Institutional Structure for TSSM.....	41

## LIST OF ACRONYMS AND ABBREVIATIONS

APL	Above Poverty Line
BPL	Below Poverty Line
CBO	Community-based organization
CEO	Chief Executive Officer
CLTS	Community Led Total Sanitation
GoI	Government of India
GoMP	Government of Madhya Pradesh
GP	Gram Panchayat
GVS	Giyan Vigyan Samiti
HP	Himachal Pradesh
IEC	Information, Education, and Communication
IHHL	Individual Household Latrine
MP	Madhya Pradesh
NGO	Nongovernmental organization
NGP	Nirmal Gram Pruskar (Total Sanitation Award)
PDS	Public distribution shop
PHE	Public Health Engineering (Department)
PRA	Participatory rural appraisal
PRI	Panchayat Raj Institution
RSM	Rural sanitation mart
SSHE	School sanitation and hygiene education
TSC	Total Sanitation Campaign
TSSM	Total Sanitation and Sanitation Marketing (Project)
WSP	Water and Sanitation Program
1 Lakh	Rs100,000.00 or approximately US\$2,500

## SUMMARY

The Total Sanitation Campaign (TSC), a national program for sanitation by the Government of India, has been ongoing for more than three years. The TSC program is managed by the Rajiv Ghandi Mission for Drinking Water of the Rural Development Department at the national level. At the state level, the program is managed by the Rural Development Department in Himachal Pradesh and Madhya Pradesh, although previously by the Public Health Engineering Department in Madhya Pradesh.

The TSC program, which is aimed at eradicating open defecation in India by 2010, has four main components: (1) Individual household latrines; (2) school sanitation and hygiene education; (3) community sanitary complexes; and (4) anganwadi latrines. The program encourages cost-effective and appropriate technologies, and recommends the conversion of dry pit latrines to pour flush. The TSC guideline strongly recommends the use of a demand-driven approach that is people-centered and at the same time offers a subsidy to assist poor households to build latrines. The subsidy has recently been increased three-fold from Rs500 to Rs1,500. The program also has an award scheme (known as the Nirmal Gram Pruskar) with financial incentives for villages that have achieved total sanitation coverage.

Although the guideline recommends the use of demand-driven approaches, TSC in many states, including Himachal Pradesh and Madhya Pradesh, has become supply-driven. The increased awareness of the TSC program amongst various state governments and the urge to win more Nirmal Gram Puskar (NGP) awards had led to an increase and extension of latrine subsidies to every household. If the current trend continues, the program will end up like previous sanitation programs, with many latrines abandoned soon after receiving an NGP award.

In comparison, Community-Led Total Sanitation (CLTS) is an approach that involves the community in analyzing its sanitation situation and encourages members to develop solutions for eradicating open defecation. CLTS focuses on communal rather than on individual household actions.

Sanitation marketing is the use of commercial marketing principles to create demand and uptake of improved sanitation. It uses market research methods to try to understand the motivations and barriers for individuals to acquire or not acquire improved sanitation facilities. This information is used to develop concepts and materials for promotion. It also identifies attributes that consumers want or need in a toilet, which is then used to enhance supply mechanisms by providing various toilet options, improving access to builders and materials suppliers.

The Global Scaling Up Sanitation Project is the fusion of CLTS and sanitation marketing. The project is applying a total sanitation and sanitation marketing approach (TSSM). In TSSM, sanitation marketing complements CLTS to assess and create demand and to improve supply mechanisms. It develops approaches to create demand for sanitation and to improve the supply of sanitation-related products and services in order to increase household access to safe and sustainable sanitation.

This report documents findings from the situation assessment of the supply market for rural sanitation in Himachal Pradesh and Madhya Pradesh within the context of current state-level sanitation programs.

## **Findings from Himachal Pradesh**

- CLTS has been ongoing in some districts in Himachal Pradesh but not in others. In districts where CLTS is being implemented, such as Solan District, evidence shows that it is a sustainable approach for eradicating open defecation.
- At the state level, responsibility for the TSC program lies with the Joint Secretary of the Rural Development Department, which is also responsible for 12 other government schemes. As a result, it is practically impossible for the TSC program to receive due attention.
- The lack of a specific cell for TSC headed by a senior officer may have contributed to the minimal achievement otherwise expected from Himachal Pradesh, considering that CLTS has been implemented for more than three years. One explanation for this could be the lack of an established system for supporting and monitoring progress post-CLTS workshops.
- The capacity and skills for facilitating CLTS do not seem to be widespread across the state. Solan District, for example, seems to have a strong capacity, while CLTS capacity is significantly lower in the blocks visited in Shimla District.
- In order to scale up TSSM in the state, there is a need to have an effective institutional framework and strategy for supporting and monitoring progress. The motivators at the village level should be part of this institution, led by a community leader. Depending on the size of a District, the gram panchayats can be grouped into clusters with a facilitator assigned to each cluster, preferably staff members from the Health, Education, Public Health Engineering (PHE), Women & Child Development, or Rural Development Department. The facilitators would report to a block-level coordinator, preferably the chief executive officers (CEOs), who would then report to the district coordinator. Regular meetings (monthly at the onset) should be held to discuss progress and difficulties. This is not as complicated as it sounds, as the institutional framework is already in existence and these suggestions only put it to good use.
- Although there is a clear state sanitation strategy, its awareness and implementation in the district is very minimal, hence the disparity in the use of the latrine subsidy. In some districts, subsidies are given directly to households and sometimes even extended to families above the poverty line. This is

clearly against the recommendations in the state strategy, which indicates that a subsidy should be given as an incentive when a community has achieved open defecation free (ODF) status.

- The strategy for sanitation promotion is unclear. A nongovernmental organization (NGO) has been contracted to implement the information, education, and communication (IEC) component of TSC in more than eight districts. The NGO may be disinclined to use the CLTS approach, which could prove incompatible with the Global Scaling Up Sanitation Project in these districts.
- Latrine technology in Himachal Pradesh can be divided into dry and wet latrines, including low- and high-cost options.
- One striking discovery is the extremely high-cost method of latrine construction. This type of latrine, generally known as a “paca” latrine, costs between Rs30,000–Rs45,000 (US\$750– \$1,125). It consists of a large septic tank with reinforced concrete lining and a brick superstructure with a reinforced concrete roof. The insides of the latrines are often finished to a very high standard with matching tiles, squat pan, and shower units. It is not known how and when this technology was introduced, but it seems to be the aspiration of many households. Some families prefer to wait until they can afford such latrines. The bulk of the cost of the “paca” is in the lining of the septic tank.
- Himachal Pradesh also offers interesting innovative low-cost latrine options designed by individuals. These options are, however, scattered across the state and not really documented to facilitate knowledge transfer.
- One approach for ensuring that a menu of low-cost latrine options is offered to households across the state is to compile a latrine catalogue. The catalogue should also indicate which option is suitable for the various areas of the state, depending on their geological formation, and an estimated cost for each option.
- In the districts visited, the government seems open to various low-cost latrine technology options. There is also a perception that they are keen for villages to become truly ODF, rather than just counting the number of latrines built.
- The sanitation supply market is well established and completely controlled by the private sector. Most latrine construction materials and components are easily accessible even in the most remote parts of the state. Retailers of sanitary wares are keen to stock components of any latrine that is or will potentially be in demand.
- The major information gap in the supply market regards the capacity of masons to construct low-cost latrines. It is generally known that all the masons are from outside of the state. There has been no known training on low-cost latrines organized for the masons in Himachal Pradesh.

## **Findings from Madhya Pradesh**

- There has been an increase in awareness of the TSC program among the government and communities over the past year. This has resulted in increased targets for the NGP award across the districts. At the time of the assessment, the TSC program was in the process of being transferred from the PHE to the Rural Development Department.
- The concept of CLTS is new in Madhya Pradesh, and there is limited capacity to implement it in the state. Over the years, a subsidy has been the main approach used in government sanitation programs. It would therefore not be surprising that the government is less keen to adopt the CLTS approach.

- A good example is in Khandwa District, where a training-of-trainers workshop on CLTS was held. There was no mention of the training by either government staff or community members who attended the training until they were asked. The TSC program was “business as usual,” and subsidies were given to every household, sometimes a higher amount than recommended.
- It is hoped that with the transfer of TSC to the Rural Development Department (a less construction-oriented department), there will be more interest to adopt the CLTS approach. This will require continuous and joint advocacy by the Water and Sanitation Program (WSP) and other key players in the state such as UNICEF.
- It is also important for WSP to review the contents of the CLTS training manual and differentiate between materials for trainers and those for motivators. Separate training workshops should be organized for motivators and trainers. The District Administration where training is being organized should be advised and given the criteria for nominating people as either trainers or motivators, if this is not already been done.
- Although CLTS is new in the state, it was discovered during the field visits that a demand-driven sanitation project with similar principles to CLTS (non-subsidy based) has been successfully implemented in Betul and Chhindwara Districts under a UNICEF project.
- The appointment of a collector who was the CEO when the above-mentioned project was implemented in Betul could be a good opportunity for WSP to build on and introduce CLTS. The major difficulty will be to implement a sanitation project without a subsidy in the current climate.
- Unlike in Himachal Pradesh where there are various latrine options, MP is restricted to only one option with limited flexibility even down to the degree of sloping in squat pans. The PHE Department prescribed the size of the pit, lining methods, and even the size and type of the superstructure.
- Because the government is highly involved in the supply of sanitation facilities using a subsidy, households are reluctant to build their own latrines or even make any innovative modifications. This could also explain the reason for the absence of very high-cost latrines as seen in Himachal Pradesh.
- The sanitation supply market in the state is well established, but the majority of its business is with the government rather than individual households. Retailers supply most construction materials to the government, which also contracts and directly pays masons.
- The retail shops stock all latrine construction materials and components of most latrines but rarely stock the rural pan with the prescribed slope. The reason is that there is minimal individual demand for rural pans so they only order these supplies when the government puts in an order.
- Government and privately owned rural sanitary marts (RSMs) were visited in Betul District. While the government RSMs were nonfunctional and only stocked rural pans at a higher cost, private RSMs were running effectively and stocked most construction materials including other types of squat pans. Most of the private RSMs were initially supported by UNICEF under a revolving fund. The private retailers of sanitary hardware stocked more varieties of toilet components. It may therefore be more sustainable to allow the private sector to continue to play the supply role for toilet components and materials.
- The findings from Madhya Pradesh strongly support the assertion that the sanitation supply market is more sustainable and effective when managed by the private sector.

- One strong advantage that the supply market in Madhya Pradesh has over that of Himachal Pradesh is the availability of masons who have been trained in latrine construction all over the state. These masons are often local and sometimes from the vicinity where they deliver services.
- Madhya Pradesh is one of India's largest states and also has a high tribal population that often requires a slightly different approach to development projects. The tribal populations have a very low literacy level and are mostly below the poverty line. It is not uncommon to find that latrines are not being used in parts of an NGP village inhabited by a tribal population. Tribal communities often require constant and longer support in order to achieve ODF status.
- The size of Madhya Pradesh may mean that it would not be possible for WSP to target the entire state within the timeframe of this project. It would be more feasible to identify and focus on a few districts to demonstrate the strength of the CLTS approach.

# 1. INTRODUCTION

## Overview of the Total Sanitation Campaign in India

The Guideline on Central Rural Sanitation Programme (Total Sanitation Campaign) was revised by the Department of Drinking Water Supply in the Ministry of Rural Development of the Government of India in January 2004. The purpose of the program is to eradicate open defecation practice by 2010. The four main components of the TSC are--

- Individual household latrines (IHHL)
- School sanitation and hygiene education (SSHE)
- Community sanitary complexes
- Anganwadi latrines.

Other key objectives of the TSC are to “encourage cost effective and appropriate technologies in sanitation; convert dry pit latrines to pour flush latrines; and eliminate manual scavenging practices.” According to the guideline, the strategy is to make the program “community led” and “people centered.” The guideline strongly indicates that a “demand driven approach is to be adopted with increased emphasis on awareness creation and demand generation for sanitary facilities in houses, schools and for cleaner environment” (Ministry of Rural Development 2004).

The TSC initially made provision for subsidies of Rs500 to be given to Below Poverty Line (BPL) families. This subsidy amount has since been increased to Rs1,500,

of which the benefiting household should contribute 20 percent. The guideline

indicates that subsidies should be given to BPL families only after they have constructed and started using latrines. The guideline does not permit the construction of dry latrines in rural areas, which said the guideline states should be converted to pour flush latrines.

Community complexes are specifically targeted to landless families up to a cost of Rs2 lakhs, with 20 percent community contribution.

The cost of the school sanitary complexes is pegged at Rs20,000, of which Rs12,000 is from the central government, Rs6,000 from the state government, and Rs2,000 from parent-teacher associations.

At the anganwadi (preschool) centers, child-friendly latrines at a cost of up to Rs5,000 are recommended, with Rs3,000 from the central government as an incentive and the rest from the state and local government.

Based on the TSC guideline, respective state governments are supposed to develop their implementation strategy to suit their individual circumstances. In many states, the TSC is managed by the Rural Development Department, although it was managed by the Public Health Engineering (PHE) Department in Madhya Pradesh until very recently.

As part of the current assignment, two states—**Himachal Pradesh** and **Madhya Pradesh**—were visited to obtain an overview of the TSC program and the status

of the sanitation market including products, suppliers, and the nature of demand.

## **Overview of the Total Sanitation Campaign in Himachal Pradesh**

### **Background**

Himachal Pradesh is a mountainous state with a total population of 6.9 million, 90 percent of whom reside in rural areas. The state has 12 districts, 75 blocks, and 20,118 villages spread across four topographical zones (Feedback Ventures 2006). These zones include--

- Sub-tropical low hill Shivalik zone, which covers the plain areas of Hamirpur, UNA, and the flat parts of Kangra, Bilaspur, Mandi, Shimla, Sloan, Kullu, and Simaur districts. This zone is made up of highly permeable sandy and potentially unstable soil, which has implications for latrine technology and cost;
- Mid-hill zone including the subtemperate parts of Bilaspur, Chamba, Kullu, Mandi, Shimla, Sirmaur, and Solan districts;
- Dry hill zone including parts of Kangra, Kullu, Chamba, Mandi, Shimla, and Solan districts. The zone is characterized by hard rock, which has implications for latrine technology options and cost for villages in this area;
- Cold hill zone, which is sparsely populated due to the harsh terrain and climate. The nature of the areas in this zone makes pour flush latrines unsuitable for most parts of the year.

The 2001 census put HP rural sanitation coverage at 28 percent, as compared to 98 percent coverage of safe drinking water. The Government of Himachal Pradesh has taken

steps to begin to address the sanitation problem with technical support from the Water and Sanitation Program-South Asia (WSP-SA). These steps include the commissioning of a rapid assessment of sanitation on which a Draft Rural Sanitation Strategy was prepared. The findings from the rapid assessment indicate that the use of latrines in sample villages was less than 20 percent, and that more than 60 percent of the latrines in rural HP were fully funded by households without a subsidy. Other key findings are the absence of low-cost options, the high cost of transportation, and the lack of supply chains resulting in the high cost of latrine construction.

The TSC is solely implemented by the Rural Development Department, with minimum input from other departments such as Women and Child Development, Health, Education, and Public Health Engineering. Within Rural Development at the state level, no cell or officer is solely designated as responsible for TSC, resulting in the program not receiving as much priority as it should. The Additional Director/Joint Secretary is assigned the responsibility for TSC as well as 11 other programs. The same arrangement occurs at the block level, where the block development officer is responsible for 12 ongoing programs.

### **Himachal Pradesh TSC Strategy**

A draft strategy for Total Rural Sanitation was drafted towards the end of 2003 with the support of WSP-SA. The strategy was based on the findings of a rapid survey conducted in six districts. The key principles of the strategy include a demand-oriented, outcome-based approach; involvement and ownership of the community; and a shift from individual subsidies to community incentives. The key components of the state TSC strategy include information, education, and communication (IEC); school

sanitation; choice of technology options; effective and sustainable supply chain; training and capacity building; and finally a reward scheme.

The strategy recognizes the importance of behavior change and, more importantly, the negative impact of a direct household subsidy for sustainable sanitation. Although the central government allows for a direct household subsidy, the strategy indicates that the subsidy will be given as a lump sum equal to the total amount for a BPL subsidy (GoHP, undated). Apart from the Central reward scheme, known as the Nirmal Gram Puraskar (NGP), the strategy also proposed a state award ranging from Rs1 to Rs10 lakhs.

Although Himachal Pradesh has a comprehensive strategy for total rural sanitation, the extent to which this is widely known and used at the district and block

levels is doubtful. During the visits to the Solan and Shimla Districts, there was no mention of the state strategy by any of the government officials. The approaches adopted in the various blocks visited indicate a lack of awareness or a disregard for the strategy. In Mashobra Block, for example, the panchayat subsidizes the construction of low-cost latrines for BPL families. Most gram panchayats seem to be working on targets rather than on demand and community-led approaches, as specified in the state strategy.

### Reported Progress of TSC in HP

Since the initiation of the TSC, a total amount of Rs850.88 lakhs has been released to HP from the central government. This amount was released in seven installments from the 1999 to 2006–2007 financial years. Table 1 below summarizes the funds released from the central government to the 12 HP districts.

**Table 1. Details of amount released (from Central Government share) to Himachal Pradesh**

District Name	(Rupee Amounts in Lakhs)								Total
	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	
Bilaspur						10	49.65		59.65
Chamba						10	89.31		99.31
Hamirpur				28.65			28.65		57.3
Kangra				28.47			56.93		85.4
Kinnaur				3.77				7.53	11.3
Kullu				5.66			11.32		16.98
Lahaul & Spiti						10	2.59		12.59
Mandi						10	166.73		176.73
Shimla						10	119.85		129.85
Sirmaur	6.85	19.91	26.76				116.03		169.55
Solan				9.74				19.48	29.22
Una				3					3
<b>Total</b>	<b>6.85</b>	<b>19.91</b>	<b>26.76</b>	<b>79.29</b>		<b>50</b>	<b>641.06</b>	<b>27.01</b>	<b>850.88</b>

Source: Ministry of Rural Development, NIC-Dept. of Drinking Water Supply; [www.ddws.nic.in/TSC/crsp/rep\\_release\\_distwise](http://www.ddws.nic.in/TSC/crsp/rep_release_distwise)

According to the Department of Drinking Water Supply (2007), in Himachal Pradesh, the construction of individual household latrines (IHHL) in BPL families rose from 13 in 2001 to 29,333 at the end of June 2007. In the same period, IHHL in APL families rose from 0 to 62,124. School sanitation facilities rose from 56 in 2001 to 1,074 in 2007. Himachal Pradesh received 12 NGP awards in 2007.

Although the number of latrines constructed over the years is an encouraging development, it is worth mentioning that some of these latrines are based on supply-driven approaches rather than on demand-based community-led approaches. The data do not specify the percentage of the latrines in use. The findings from the field visit to Himachal Pradesh are outlined later in the report and give an insight into the existing situation.

## **Overview of the Total Sanitation Campaign in Madhya Pradesh**

### **Background**

Madhya Pradesh (MP) has a total population of over 60 million according to the 2001 census, of which more than 70 percent reside in the rural areas. The state has 48 districts, 313 blocks, 22,039 gram panchayats, and 52,143 villages (WaterAid India, 2005). The scheduled caste (19.9 percent) and scheduled tribe population (15.4 percent) are scattered across MP's districts. The majority of this population belongs to low-income groups and fall within the BPL category.

According to the 2001 census, only 9 percent of the MP rural population has latrines in their houses, and no information was provided on actual use of the facilities.

Sanitation coverage in MP has improved tremendously since that census. The Government of Madhya Pradesh has taken steps to implement the TSC program. A special TSC cell headed by a project director was established at the State level in the Public Health Engineering (PHE) Department. A state strategy was also drafted with the support of UNICEF. Prior to drafting the strategy, a sector assessment was conducted and four zonal workshops were held in Bhopal, Indore, Gwalior, and Jabalpur. The findings from the assessment indicated that there is only one option for household latrines, and the state IEC strategy had very little impact at the grassroots level and needed a complete review.

The TSC program, previously managed by the PHE Department, has been recently transferred to the Rural Development Department at the state level.

Implementation at the community level is managed by the Panchayat Raj Institution, the lowest representative of the Rural Development Department. At the time of the assessment, plans were underway to transfer the management and implementation of the TSC program to the Rural Development Department at all levels. This development could prove successful and may encourage more community participation and a demand-driven approach to TSC in Madhya Pradesh.

### **Madhya Pradesh TSC Strategy**

A strategy for Total Sanitation was drafted with the support of UNICEF in February 2006. The strategy was aimed at increasing sanitation coverage from 10 percent to 30 percent and to make the villages open defecation free (ODF) by 2012. The key objective of the strategy is to adopt the "total

sanitation” concept to accelerate coverage in rural areas. Other objectives include adopting demand-driven approaches, emphasizing school sanitation and hygiene education, encouraging cost-effective and appropriate technology, and favoring incentives rather than subsidies.

The strategy covers sanitation marketing, a stable supply chain of sanitary hardware, equal emphasis on construction of BPL and APL latrines, and nomination for NGP awards. It is uncertain how widely the strategy is known and implemented at the state and district levels. No one in the two districts (Betul and Khandwa) visited knew about the state strategy and had obviously developed their TSC project implementation plan without any link to it.

There is no other state or district award scheme proposed in the strategy other the NGP award of the central government.

### **Reported Progress of TSC in Madhya Pradesh**

Since the initiation of the TSC, a total amount of Rs14225.75 Lakhs has been released to Madhya Pradesh from the central government. This amount was released in seven installments from 1999 to the end of

the 2006–2007 financial year. A first installment of Rs772.55 lakhs was released in the 2000–2001 financial year. The financial year 2003–2004 saw the highest amount: a total of Rs4425.96 lakhs released to most of the districts in the state. In 2004–2005, the majority of the districts received some installment from the central government, though not as much as in the previous year.

The number of individual household latrines in BPL families rose from 1,337 in 2001–2002 to 397,401 by June 2007, while the number of APL latrines rose from 0 to 490,071 within the same period. Madhya Pradesh received 191 NGP awards in 2007 as compared to 1 in the previous year. The astronomical increase in the number of latrines could be a result of improved reporting or a massive construction drive embarked on by various districts in order to obtain more NGP awards. In reality, it is probably both reasons, as the recent field visit indicated that a target for NGPs was set for the various districts by the state government. As a result, the implementation was mostly supply driven, based on a direct household subsidy even to APL families. Table 2 summarizes the increase in the number of latrines constructed from 2001 to June 2007 in MP.

**Table 2. Annual Achievements of Physical Latrine Components, Madhya Pradesh**

	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total
IHHL BPL	1,337	10,034	43,081	174,176	272,352	397,401	898,381
IHHL APL	0	0	186	99,523	158,450	490,071	748,230
<i>TOTAL IHHL (BPL+APL)</i>	<i>1,337</i>	<i>10,034</i>	<i>43,267</i>	<i>273,699</i>	<i>430,802</i>	<i>887,472</i>	<i>1,646,611</i>
Women's Facilities	1	5	59	81	122	110	378
School Latrines	3	891	4,976	9,139	10,478	9,708	35,195
Balwadi Latrines	0	0	381	803	730	614	2,528

Source: [http://www.ddws.gov.in/TSC/crsp/rep\\_yrwisephycompach.asp](http://www.ddws.gov.in/TSC/crsp/rep_yrwisephycompach.asp)

## 2. SITUATION ASSESSMENT OF THE SANITATION SUPPLY MARKET

### Himachal Pradesh

#### Overview of districts visited

Two districts, Shimla and Solan, were visited in Himachal Pradesh from May 24–29, 2007. Shimla District, with its headquarters in Shimla, has a population of 721,745 with more than 75 percent of the population residing in rural areas. It has 2,895 villages and 331 panchayats in 9 blocks, of which two (Mashobra and Theog) were visited. In Theog Block, Nanni and Talin villages in Matiyana Gram Panchayat (GP) were visited. In Mashobra Block, seven villages were visited: Mastai 1 & 2 and Gudshali in Tutu GP; Shilidu in Bargi GP; Rampur in Rampur GP; and Pawar in Thari GP.

In Solan District, visits were made to Nouni Majgoan and Topkiber GPs in Solan Block. Nouni Majgoan has achieved the ODF standard and received the NGP award in May 2007.

#### Status of the TSC program in Shimla and Solan Districts

A Rural Sanitation Program was implemented with full direct household subsidy from 1980–1990. The result was encouraging in terms of the number of latrines built, but usage was very poor and many latrines were used as storage areas. A baseline assessment conducted in 2002 showed that sanitation coverage was 28 percent in rural Himachal Pradesh (HP) and 32 percent in Shimla District (Giyan Viyan Samiti, undated).

#### *Shimla District*

The first installment of Rs10.00 lakhs from the Government of India (GoI) was released to Shimla District in the 2004–2005 financial year. A second installment of Rs119.85 lakhs was released in the following financial year. According to the TSC central data, Shimla District had constructed a total of 14,430 IHHLs, 18 communal sanitary complexes, 250 school latrines, and 110 anganwadi latrines by July 10, 2007. It is important to note that the data do not show the percentage of the latrines that are in use.

In Theog Block, Ghorna GP has been declared ODF although it was not possible to verify this designation due to the visit of a Minister. The level of priority given to TSC in this block is questionable, as is the capacity to facilitate demand-driven, community-led approaches. One of the gram panchayats visited, Nanni in Matiyana GP, has 40 households with a fairly high level of income from fruit orchards. Lack of funds was obviously not the reason for the absence of latrines in some households. There is an obvious need for capacity building of panchayat members and mobilization of the women's group on the need for sanitation and on low-cost sanitation options. All the existing latrines in this village are of a very high standard, costing between Rs30,000 and Rs45,000.

In Mashobra Block, TSC seems to have a much higher priority as evidenced from the commitment and enthusiasm shown by the Block Development Officer (BDO), Mr. Robin George. Mashobra Block has 45 GPs, out of which the BDO selected 20 GPs to

make ODF. The target was to declare ten of these gram panchayats ODF by March 31, 2007, and the remaining ten by the end of December 2007. Although the initial target was not completely achieved, efforts were intensified to achieve the targets by December 2007. The selected Gram Panchayats are using any means available to achieve the target set for them. This has resulted again in a supply-driven rather than demand-driven, community-led program. In some GPs such as Tutu Mastai, the panchayat built low-cost pit latrines for most BPL families at a cost of between Rs1,000 and Rs1,500.

### *Solan District*

Solan is one of the first districts in HP to initiate the implementation of the CLTS approach with the support of WSP-SA in 2005. It has two officers assigned to the TSC program and many Panchayat Padan have attended CLTS training. Women's groups known as Mahila Mandhals play a major role in changing open defecation practices. The two officers at the district level support block-level officers and the panchayat in implementing CLTS.

Although many villages have achieved ODF status, only a few GP have managed this. In order to have more ODF gram panchayats, the district has decided that every district officer will adopt one gram panchayat and work with it to achieve ODF through CLTS. This approach will encourage interdepartmental collaboration for TSC. Quarterly meetings are held at the district level to monitor progress and for cross-learning. A District Sanitation Committee headed by the District Commissioner has also been established. The District Project Officer indicated that they are keen to continue with the CLTS approach but the IEC component of TSC has been contracted

out to an NGO (Giyani Vyan Samitte) that is fixed on other approaches, such as the use of community theater.

In Solan Block, Topkiber and Nouni Majgaon GPs were visited. Interestingly, women are championing ODF in all the villages in Topkiber GP. Sheel village has already been declared ODF, and all the work is carried out by the Mahila Mandhal, who also constitute a group that imposes a fine of Rs500 to people caught defecating openly. This village has the most variety of low-cost latrine options (sub- and superstructure) amongst all the places visited.

### **Existing latrine options in Himachal Pradesh**

The latrines in Himachal Pradesh can be grouped into two major categories, **dry** and **wet** latrines. Both categories have three main components (pit, platform, and superstructure).

#### *Dry latrines*

The substructure of dry pit latrines usually consists of unlined (4 x 4) pits and a platform made of bamboo or timber covered with compacted earth. The superstructure is often made of local materials, which are replaced annually or as the house owner moves up the sanitation ladder. In Himachal Pradesh, a pit latrine is the first step for many low-income families onto the sanitation ladder. All the materials used in the dry pit latrine are available locally and are mostly recycled. The cost of completing a pit latrine ranges from zero to Rs1500, depending on whether external labor has been used or materials bought for the superstructure (see Figure 1 for examples). This type of latrine is locally known as a *kacha latrine* and is seen as a temporary measure until the house owner is able to upgrade to a pour flush latrine.

**Figure 1: Examples of Simple Pit Latrines**

<p>1a. Traditional Pit Latrine</p>  <p>Cost = Rs0 – Rs500</p> <p>Found in many villages, easily built by household without external labor support</p>	<p>2. Improved Pit Latrine</p>  <p>Cost = Rs100 - Rs700</p> <p>Slightly more expensive than the traditional pit latrine due to the cement finishing</p>
<p>1b. Superstructure with jute bag</p>  <p>Cost = Rs0 – Rs500</p> <p>Households recycle jute bags or other local materials at no cost. Sometimes bamboo is purchased for the frame of the superstructure</p>	<p>2b. Superstructure with metal drum/old door</p>  <p>Cost = Rs300 - Rs800</p> <p>Cost depends on the amount of materials that can be recycled from within the household</p>

*Wet latrines*

Wet latrines include all options that require the use of water. Unlike the pit latrines, there are three major components: the

soak/leach pit or septic tank, the squat pan with water seal, and the superstructure. The most common type of wet latrine found in Himachal Pradesh is the pour flush latrine, which comes in different options at either

low or high cost. The existing options include the following:

- *Direct pit pour flush 1 (lowest cost):* A direct pit pour flush can be as simple as installing a ceramic squat pan/water seal onto an existing unlined pit latrine. This is often a low-cost method used by households to upgrade their existing pit latrines.
- *Direct pit pour flush 2:* This is similar to the first type, but the pit is lined with stone (dry masonry) or with bricks in a honeycomb style. These types of latrines were found in a few households, as most people who can afford this option go for single off-set designs.
- *Single off-set pour flush (low-medium cost):* This option was the most widely seen latrine in the places visited. The cost ranges from Rs2000–Rs5000. The low-cost option consists of a small leach dimension pit lined with stones (dry masonry) or with bricks and is located next to the superstructure. The superstructure is made of semi-permanent to permanent materials, such as bricks. In order to reduce cost, some households make a superstructure about four feet high without a roof, using jute bags or sacks as curtains for privacy.
- *Single off-set pit pour flush (high cost):* This is a common type of latrine amongst middle- to high-income households. Many households aspire to this type of latrine, which costs from Rs10,000–Rs45,000 and is known locally as a *paca* latrine. The main cost is for the septic tank and superstructure, which has a dimension of around 8 x 15 ft with reinforced concrete lining and a smooth plaster finish (Figure 2). All four sides of

the pit are fully lined with smooth plaster finishing from top to bottom. These tanks have one compartment and resemble water tanks except that the floor of the pit is not lined. The tank is covered with a heavy-duty reinforced concrete slab. Some of the reasons given by households for investing in this type of tank are for durability and safety. The majority of the septic tanks are located in the courtyard of buildings, which requires construction of strong structures. Although the tanks are likely to last for a long time, especially as they do not take waste water from other household activities, emptying and disposal of the sludge will become a major issue in the future.

Figure 2: A Septic Tank under Construction



Another high-cost component of the *paca* latrines is the superstructure. They are made of bricks, plastered and painted with reinforced concrete slab roofing strong enough to carry the weight of 500–1,000 liter tanks. The inside sometimes has two types of latrine seats, the pour flush (Orissa pan) and the “British”-style cistern or Anglo-India cistern with matching sink, wall and floor tiles. Examples of the different types of latrines and their costs are shown in Figures 3, 4, and 5.

Figure 3: Examples of Low-Cost Latrines in Himachal Pradesh



Figure 4: Estimated Costs of Latrines in Himachal Pradesh



## **Sanitation supply mechanism in Himachal Pradesh**

### *Supply of sanitation products*

The sanitation market in Himachal Pradesh is well developed and completely run and managed by the private sector, which makes it more sustainable than if it were government-run. The supply of sanitation products and facilities consists of a chain of manufacturers, distributors, retailers, and masons. The manufacturers of most of the ceramic pans are based in Gujarat, and they supply their products to distributors in Gujarat, Delhi, Punjab, and, to lesser extent, Shimla. The Punjab and Delhi-based distributors are the main suppliers to retailers in various parts of Himachal Pradesh. Sometimes big retailers sell to smaller retailers located in smaller towns and villages.

The India-style pour flush pan (Orissa type) is widely available in most parts of Himachal Pradesh. The accompanying construction materials, such as cement, PVC pipes, and stones, are also easily accessible. The only product not easily available is the

rural pan with a 30° slope, which is said to use less water for flushing. According to some of the retailers, the demand for rural pans is very low and often nonexistent, which is why they do not stock them. Most households would not spend money to buy the rural pans because they say these pans are less attractive and less durable. Moreover, because the costs of the rural pan and the Orissa-style pan are the same, it is no surprise that the less aesthetic rural pans are not in demand.

### **Latrine construction**

Almost all the masons that build latrines in Himachal Pradesh are from outside the state, such as from Orissa, Bihar, and Nepal. The labor cost is between Rs100 and Rs125 per day, which is higher than in Madhya Pradesh and may explain the reason why masons from other states migrate to HP. The majority of the masons have never received specific training in construction of low-cost latrines, which could explain the high cost of latrines in HP. Masons and laborers are easily obtainable even in the most remote parts of the state. The retailers of sanitary wares can also supply masons on demand.

Figure 5: Types of Latrine Pans available in Himachal Pradesh

<p>1. Anglo-Indian style</p>  <p>Cost = Rs800 – Rs2500. Available in most block headquarters visited by surrounding villages on weekly market days.</p>	<p>2. British style</p>  <p>Cost = Rs750 – Rs2000. Availability is the same as type 1.</p>
<p>3. Indian style (Orissa pan)</p>  <p>Cost = Rs150 – Rs800. Available in most hardware stores, even in small villages.</p>	<p>4. Rural pan</p>  <p>Cost = Rs150. Not widely available in the market; often supplied through NGOs or government.</p>
<p>5. Rural pan</p>  <p>Cost = Rs180. Availability is the same as type 4.</p>	<p>6. Branded rural pan</p>  <p>Cost = Rs180. Availability is the same as type 4.</p>

## **Mechanisms for generating demand in Himachal Pradesh**

Two main approaches, CLTS and IEC, are used for generating demand for sanitation. In Shimla District, IEC seems to be the main approach used in many blocks. This may be because the IEC component of TSC has been contracted out to an NGO, Himachal Giyan Vigyan Samiti (GVS), which does not follow the CLTS process. GVS has a contract with the Department of Rural Development to implement the IEC part of TSC in six of 12 districts in Himachal Pradesh, including Shimla. This means that even where the block and panchayat administration are willing to adopt the CLTS approach, there may not be funds from TSC to support them, especially in these six districts. It was obvious from the blocks visited that there is minimal capacity for facilitating CLTS in Shimla District.

The situation is different in Solan District, which has received technical support and had local capacity to facilitate the CLTS process even at the panchayat level. This could be the reason why the district and block-level administration is keen to continue to use CLTS in generating demand for sanitation. The existence of capacity for CLTS at the panchayat level means that the CLTS process can continue even when GVS begins to implement IEC in Solan District. The results of CLTS in this district are especially encouraging, as it is led by the villages themselves. The gram panchayat and villages that have been declared ODF in Solan attribute their success to the use of CLTS.

Considering that CLTS was first initiated in Solan District, one would expect to find more ODF gram panchayats. It seems that a

lot of interest was generated at the onset, especially amongst decision makers; with reduced external push and advocacy, the priority given to CLTS also declined. It is hoped that with the current increased support from WSP-SA, the priority given to CLTS will increase once more across all levels in Solan and other districts.

## **Strengths and limitations of the sanitation market in Himachal Pradesh**

### *Technology options*

- *Latrine types:* There are two main types of latrine technology in Himachal Pradesh, although innovations by house owners have resulted in many options. A major plus to the sanitation program is the flexibility of the Department of Rural Development in terms of the latrines options being promoted. Unlike in Madhya Pradesh, the government is not insisting on any particular technology and in some places are even promoting dry pit latrines.
- *Need for flexibility:* The districts in the higher altitudes of Himachal Pradesh, such as Kinnaur, experience freezing weather conditions, which affects the water seals in pour flush latrines. Dry pit latrines or other technologies without water seal are the only suitable options. Unfortunately, the TSC guideline specified that all dry latrines must be converted to pour flush and at the same time recommends that appropriate low-cost options be promoted. Based on this, the state government recently wrote to the Central Department of Drinking Water, asking that Himachal Pradesh be allowed to promote dry pit latrines in certain areas.

- *Awareness of options:* Although various low-cost options are scattered across parts of Himachal Pradesh, many areas are still unaware of them. As a result, households are still spending up to Rs45,000 on a latrine, thereby portraying the cost of latrines as beyond the means of low-income families. In general, there is limited information on lower-cost options amongst government and village-level motivators.
- *Household preferences:* There is a general lack of in-depth understanding on the attributes that different household segments desire in a latrine that would motivate them to be willing to pay for one. Some areas and groups may prefer and be willing to pay for a particular technology that satisfies a specific requirement.

#### *Supply mechanisms*

- *Retailers and product availability:* The supply of all sanitary hardware is completely managed by the private sector. The fact that the government is not involved makes the sanitation market more sustainable. The availability of latrine components at various prices makes it affordable to most households, even to very low-income groups. The retailers are willing and keen to stock components of any style of latrine as long as there is demand. Other latrine construction materials are easily available in many parts of Himachal Pradesh. The strong private sector presence in the sanitation market within easy access of most villages suggests that the supply of latrine products is not a major constraining factor for not building latrines.

- *Masons:* The main job of building latrines is almost entirely carried out by masons, the majority of whom are from outside Himachal Pradesh. The masons are mainly skilled in the construction of houses and seem to have limited capacity for low-cost latrine construction. This could explain the methods and high cost of latrines built in many parts of the state. Even with the stable land in many parts of Himachal Pradesh, many households line their septic tanks with reinforced concrete. The current cost of many off-set pour flush latrines could be cut by almost 60 percent if smaller unlined pits are used. There is a need to investigate the possibility of using unlined pits or using other cheaper lining techniques, such as dry stone masonry, trapezoidal blocks (which do not require cement mortar), and honeycombed lining with bricks. Another limitation is the potential difficulty and sustainability of training masons on low-cost latrine construction, as the majority of the masons are migrant laborers. It is necessary to understand their activities in order to assess the potential of capacity-building activities.

#### *Demand generation*

- *Capacity for CLTS:* The availability of people within the government and at the community level to facilitate CLTS is a major strength that will support scaling up in Himachal Pradesh. The existing skill for CLTS, especially within the government and at the gram panchayat (e.g. in Solan District), can be used to build a network of people in other districts, including among NGOs, to facilitate scaling up. However, it is important that the training on CLTS is tailored to suit various categories (e.g., trainers and motivators).

- *Demand generation strategy (IEC/CLTS):* Although the government at most levels has bought into the principle and process of the CLTS approach, there is no consistency on the use of CLTS across the state. In some districts where CLTS is being implemented by the panchayats, NGOs contracted by the state government still go ahead with other IEC methods such as Kala Jatha (community theater). The current inconsistency could potentially affect scaling up. Community theater can be effective if it is focused, planned, and monitored closely. However, the current approach used by the NGO seems to contain many messages, and it has not been evaluated to gauge its impact.
- *Limited number of NGOs in HP:* The limited number of NGOs in Himachal Pradesh has created a form of monopoly for one big NGO. As a result, there is lack of competition and the options are limited when it comes to identifying NGOs to work on CLTS. Although there are numerous smaller NGOs and community-based organizations (CBOs), they may not have the capacity to operate outside their small areas. There is a need to assess the activities of these other smaller NGOs/CBOs and the most effective way for engaging them in the CLTS process.

### *Subsidy*

The issue of direct subsidy for individual household latrines is a very sensitive one, not only in Himachal Pradesh but throughout India. Evidence from previous sanitation programs in India has shown that direct subsidies have not been successful for ensuring sustainable use of household latrines. The CLTS approach is non-subsidy dependent, which conflicts with the current

practice of the TSC program all over India. Although Himachal Pradesh, in its State Sanitation Strategy, indicated that the TSC subsidy should be given to villages as a collective incentive upon reaching ODF status, this is not the practice in many parts of the state. The Department of Rural Development at the state level needs to create awareness about the strategy across districts and blocks and set up measures to reinforce its implementation. WSP could consider supporting the government to organize a series of awareness workshops for the districts and block-level decision makers on the State strategy and the CLTS approach.

## **Madhya Pradesh**

### **Overview of districts visited**

Two districts in Madhya Pradesh, Betul and Khandwa (East Nimal), were visited from July 2–6, 2007.

Betul District, with its headquarters in Betul, has a population of 1.4 million people with over 80 percent residing in rural areas. The district has 1,328 villages and 558 gram panchayats in 10 blocks, four of which (Betul, Chicholi, Amla, and Multai) were visited. Rural Sanitary Marts (RSMs) were also visited in Betul, Amla, and Chicholi.

Khandwa District, with its headquarters in Khandwa, has a population of 1,708,170 (including the newly created District of Burhanpur). Over 73 percent of this population resides in the rural areas. It has 798 villages, 432 gram panchayats, and seven blocks, two of which, Pandhana and Khandwa, were visited during the assessment. In Pandhana Block, Borkila and Ranjini Gram Panchayats were visited, while Rampur Gram Panchayat was visited in Khandwa Block. According to a baseline

assessment report compiled by the Khandwa District Administration (undated), over 85 percent of the 91,347 rural families are below the poverty line, which entitles them to the latrine subsidy.

### **Status of TSC program in Betul and Khandwa Districts**

Similar to Himachal Pradesh, a Rural Sanitation Program was implemented in MP with full household subsidies from 1980–1990. Although the number of latrines built was encouraging, usage was very poor and many latrines were not used and fell apart over time. The 2001 census result shows that only 9 percent of the rural population of Madhya Pradesh have access to a latrine (Ministry of Health and Family Welfare, 2006).

#### *Sanitation Programs in Betul District*

##### *UNICEF-supported sanitation program (2000–2002)*

Prior to the current TSC program, Betul and Chhindwara Districts implemented a sanitation program with government subsidy from 1993–2000, resulting in the construction of 10,193 latrines. There are no data on how many of these latrines were used or are still in use. Towards the end of this project, UNICEF, under its Child Environment Project, supported the implementation of a drinking water supply, sanitation, and hygiene education project from 2000–2002. The project emphasized community participation and had a no-subsidy policy for its sanitation component. It resulted in the construction of 4,223 latrines paid for by households, the majority of which are still in use.

To support the immense task of community mobilization, the project established an institutional structure managed entirely by NGOs. Motivators were appointed in every village and paid a maximum of Rs600 per month depending on their performance. Villages were grouped into clusters of 10 to 15, managed by a cluster coordinator paid Rs1,500 per month depending on the performance of the motivators/villages under him or her. The performance indicators included the number of households motivated to stop open defecation and to build and use latrines. The cluster coordinators reported to a block coordinator (paid Rs6,000 per month) who in turn reported to a district coordinator paid Rs16000. The entire cost for personnel and capacity was borne by UNICEF.

Considering that this approach was beginning to yield results, it is surprising that the district administration did not scale up the program under the TSC. One explanation could be the limited flexibility in the government system, the limited capacity within the PHE Department for community motivation, and the push for latrine numbers in order to receive an NGP award. The UNICEF-supported project yielded a promising result, and there is a need to review the entire process for lessons that could facilitate sustainable total sanitation in MP.

##### *TSC program in Betul District*

The first installment of Rs219.10 lakhs from the Government of India (GoI) was released to Betul District in the 2001–2002 financial year, with a second installment of Rs219.17 lakhs in 2006–2007. According to GoI TSC data, Betul District has constructed a total of 24,446 IHHL; over 73 percent of these were subsidized for BPL families. It is also not clear how many of the remaining 27 percent

of the latrines in APL households were built with a subsidy or during the UNICEF-supported project. Other facilities include eight communal sanitary complexes, 662 school latrines, and 30 anganwadi latrines. It is important to note that the data do not show the percentage of the latrines that are in use.

In Bhainsdehi Block, Dhanora Panchayat was awarded the NGP, as were Batkido and Jholi in Ghorandongri Block. Jholi Panchayat, which was visited during the assessment, is made up of four villages (Jholi 1 & 2, Lakhapura, and Siagudi). This panchayat has particular characteristics in that it has a mixture of tribal population and Bangladesh refugees of West Bengal origin. A remarkable difference was noticed between the three Bengali villages and the tribal village. In the Bengali villages, all the latrines were in use and well maintained while the latrines in the tribal village were unused and falling into disrepair two months after the NGP award. This finding begins to indicate that a more intensive community motivation effort may be required in tribal villages. Another interesting finding from the visit is that subsidies recommended for BPLs were given to every household, probably in an attempt to receive an NGP award. This practice seems to be common, as the same was found in villages visited in Khandwa District.

In Betul, the focus seems to be to increase the number of NGP awards rather than achieve ODF villages. The Divisional Commissioner issued a new target of 20 NGPs per block. This is twice the previous target of last year, out of which only three villages received the NGP award. There is an increased push towards a supply-driven program in order to improve on NGP award performance. This situation is worrisome

and it could become even more difficult to introduce CLTS and the concept of ODF in this district.

The TSC program was managed by the PHE Department, but with NGO involvement at the time of the assessment. Rural Sanitary Marts (RSMs) and Production Centres were well established in Betul District during the UNICEF-supported project. The district administration has also established Production Centres and RSMs, some of which still exist though are not functioning effectively.

The PHE Department and the Block Executive Officers are keen to see a quick result, which often means the use of a subsidy higher than the amount recommended in the TSC guideline. They believe that the approach used during the UNICEF project is time-consuming and does not yield quick large-scale results. Their approach seems to be to build the latrines first and conduct IEC afterwards, and, with time, people will use the latrines.

The arrival of a new collector in Betul District, who was the Chief Executive Officer during the UNICEF-supported sanitation program, may open a new avenue for a more community-led, rather than supply-driven, approach to sanitation. At a meeting, he emphasized the need for behavior change prior to latrine construction and thinks the no-subsidy approach used in the UNICEF project is more sustainable. It remains to be seen how he can enforce this belief in the district, where even the remotest villages are aware of the subsidy.

#### *TSC program in Khandwa District*

Khandwa District is one of the first places where a CLTS workshop was held in Madhya Pradesh with the support of WSP-

SA. It seems that the TSC program is managed and implemented by the panchayat and Rural Development Department with technical input from the PHE Department. Although some panchayat leaders (sarpanch) visited had attended the CLTS workshop, they still adopt a supply-driven approach and even extend the subsidy to every household.

The concept of ODF villages was rarely mentioned by those who attended the CLTS training until they were asked about it. The target to increase the number of NGP awards and access to other community development funds within the panchayat meant that many sarpanch are spending much more than the total subsidy amount to which a village is entitled in order to reach 100 percent latrine coverage. The NGP target for last year was five gram panchayats in each of the seven blocks, although only four NGP awards were received. Similar to Betul, the target has further been increased to 20 villages in each block even after the previous year's target was not met.

There is a significant need to review the CLTS training approach and target audience in Khandwa. Discussions with some of the sarpanches who attended the training show that community leaders may be better as motivators than trainers and require skills and practical tools to facilitate CLTS within their communities in that capacity.

Khandwa District received a first installment of Rs112.52 lakhs from the GoI in the 2002–2003 financial year, with second and third installments of the same amount in the 2003–2004 and 2006–2007 financial years. According to GoI TSC data, Khandwa District has constructed a total of 9,669 IHHLs; over 70 percent of these were for BPL families. It is also not clear how many of the remaining 30 percent of the latrines in

APL households were built with a subsidy. Other facilities include two communal sanitary complexes, 302 school latrines, and 10 anganwadi latrines. It is important to note that the data do not show the percentage of the latrines that are in use. The data show that there are eight Rural Sanitary Marts and seven Production Centres; however, none of them were functional at the time of the assessment. All construction materials were sourced through the private sector and paid for by the sarpanches.

Visits were made to three out of the four gram panchayats that received the NGP award: Khedi Burjurg in Punasa Block, Rampur Kala in Khandwa Block, and Ranjim in Pandhana Block. The Block (Janpat Panchayat) CEO who manages the sarpanches seems to be pushing for more NGP villages in order to achieve the targets set by the District Administration. Other non-NGP villages visited include Borkila and Bhaman Guon Nakai. Similar to the situation in Betul, the PHE Department conducted training of masons on latrine construction in 2004–2005.

Rampura Kala is a single village panchayat with a population of 1,631 in 683 households, of which 242 are BPL households. During the visit to Rampura Kala, it was observed that all latrines were subsidized by the panchayat up to a superstructure level of 4 feet. Each family received two slabs, one squat pan, one bag of cement, mason costs, and 300 bricks. Most APL families upgraded their basic subsidized latrines to include tiles and sinks, which indicated that they could have afforded the entire latrine without subsidy. Prior to the TSC program, 13 households already had latrines. The village has 10 watchmen to ensure the latrines are used. The panchayat plans to use the award money

of Rs2 lakhs to upgrade temporary latrine superstructures and to create drainage.

Ranjini village is also a single village panchayat made up of 291 households, out of which 102 are BPL. Although the subsidies were given to every household, the sarpanch used more innovative measures. After attending a UNICEF-sponsored exposure visit to Maharashtra, a community meeting was organized to discuss ways of ending open defecation. There was a joint agreement on the amount of subsidy to be given to APL and BPL families. About 50 APL families built their own latrines. The majority of the households refused the recommended rural pan and went for the more expensive “Orissa” pans. The Sarpanch spent Rs3.5 lakhs in total, Rs1.35 lakhs from the TSC fund and the remaining Rs2.15 lakhs from another government scheme.

Borkila was one of the gram panchayats earmarked for the NGP award but was unable to meet the requirements. It is made up of 282 families, all belonging to the tribal caste, and 176 of these families are BPL. In order to achieve the NGP, latrines were fully constructed for every family with full brick superstructures, except for 45 families who are said to have refused because they were in the opposition party from the sarpanch. Every family received 600 bricks, three bags of cement, a squatting pan, slabs, steel doors, stones, sand, and masons’ fees. Ironically, most of the houses in the villages are made of mud with slate or thatch roofs, while the latrines were brick structures with roofing sheets and painted white. None of the latrines were in use at the time of visit, and some were already falling into disrepair.

It was also interesting to discover that the sarpanch and two panchayat members attended the CLTS training and even served

as resource people in another training session. This again raises the question on the content and target audience for the CLTS training being given

Bhaman Guon Nakai was earmarked for the last NGP award but was not successful. It has a population of 15,000 in 351 households, of which 71 are BPL. The village seemed considerably well off, yet every household received a latrine subsidy. The sarpanch claimed to have spent Rs4.2 lakhs to date on latrine construction. Of the 340 latrines initiated, 250 had been completed and in use. One noticeable constraint in this village is the lack of outdoor space for latrines. This has forced households to convert a space within the house to a latrine and to locate the leach pit underneath the veranda. The village has over 35 masons and is known in the surrounding villages as a place to get good masons.

### ***Existing latrine options in Madhya Pradesh***

Unlike in Himachal Pradesh, there is only one type of latrine technology in Madhya Pradesh— **wet latrines**. The Government of Madhya Pradesh (GoMP) strongly promotes the pour flush latrine as the lowest option permissible in the sanitation ladder. (See Figure 6 for examples.) The government also strongly promotes single pit off-set pour flush latrine, which consists of the following:

- **Pit:** A single pit of 3 x 3 feet, lined with bricks in honeycomb style and covered with two flagstones.
- **Platform:** A squat pan connected with a 3–5ft pipe to the pit. Rural pans with a 28° – 30° slope are strongly promoted by the PHE Department. PHE claims that this type of pan uses less water for

flushing and that the honeycombed lined pit cannot withstand the quantity of water used in Orissa squat pans. However, most people prefer the Orissa pans because the foot rests are attached to the pan and because they come in various colors making them aesthetically more acceptable. Rural pans are also not available in the market, as there is very

little demand for them. The floor is made with reinforced concrete and finished with smooth plastering.

- **Superstructure:** The superstructure is made with bricks up to 4 ft high for BPL families, who are then expected to raise it higher if they desire.

**Table 3. Breakdown of latrine cost as given by PHE Department**

<b>Subsidy</b>	<b>Estimated cost (Rupees)</b>
Labor for pit digging	Rs150
425 bricks for pit lining and superstructure @Rs2 each	Rs850
1.5 bags of cement	Rs337.50
Sand (0.5m <sup>3</sup> )	Rs200
Reinforcement iron bars (0.1m <sup>3</sup> )	Rs75
PVC pipe (3–5ft)	Rs100
2 flagstones (16ft <sup>2</sup> )	Rs150
Labor (mason and laborer)	Rs250
Squat pan (rural pan)	Rs200
<b>Total</b>	<b>Rs2,300</b>

Figure 6: Examples of Latrines in Madhya Pradesh

<p>1. Inside of a low-cost latrine</p>  <p>Cost = Rs1200 – Rs1500</p>	<p>2. Inside of a medium-cost latrine</p>  <p>Cost = Rs2000 – Rs2500</p>
<p>3. Inside of a high-cost latrine</p>  <p>Cost = Rs4000 – Rs15000</p>	<p>4. Honeycomb pit lining</p>  <p>Estimated cost of superstructure = Rs700 – Rs900</p>

### ***Sanitation supply mechanism in Madhya Pradesh***

#### *Supply of sanitation products*

The rural sanitation market in Madhya Pradesh is not as developed as that of Himachal Pradesh mainly because of the high level of involvement by the government. Unlike in Himachal Pradesh, almost every family in Madhya Pradesh, including those above the poverty line,

receives a subsidy. This means that the government continues to be directly involved in the supply of sanitation. Although most of the materials are easily accessible in the open market, government insistence on the use of rural pans limits independent purchase as most shops do not keep these pans due to the lack of demand. Even with the intense promotion of rural pans, many households put them aside and purchase Orissa pans, which are widely available in the market.

A major difference between the sanitation markets in Madhya Pradesh and Himachal Pradesh is that rural sanitary marts (RSMs) still exist in some parts of Madhya Pradesh. Two types of RSMs (privately owned and government supported) were found in Betul and Khandwa Districts. The government-run centers stock mainly rural pans and were not functioning effectively. Most of their products were sold on credit to community leaders who present an “advice note” from the district or block level. It was also observed that rural pans cost more in government RSMs than in privately run shops and RSMs.

One of the government RSMs visited in Jamti, about 10kms from Betul, was previously a Production Centre but now buys pans from Gujarat. The shop is run by a government-paid staff and took its only supply of 3,000 rural pans in 2003. It sold about 2,619 pans, mostly to community leaders on credit, and has not been able to place any more orders. None of the credit has ever been recovered, and it does not seem that efforts are being made to recover the debts.

Based on the limited progress with this system, Betul District decided to sell rural

pans through the Public Distribution Shops (PDS), which they claimed was more successful. The same situation was found in one such shop located in Amla. All rural pans were also given on credit to community leaders.

The privately run RSMs were originally supported by UNICEF as distribution centers. Upon completion of the project, some of the private storekeepers continued to keep rural pans, but expanded their stock to include all latrine construction materials and components. In three of the shops visited in Betul District, the private RSMs have turned into small hardware shops selling components of most latrines, and less of the government-recommended rural pans. They claimed that most of their customers demand Orissa pans and the rural pans are rarely sold.

All the latrine pans found in Himachal Pradesh are also available in Madhya Pradesh and at nearly the same cost (see Figure 5). However, Betul District is planning to introduce plastic child-friendly pans and plastic pans for adults (see Figure 7). The costs of the plastic pans have yet to be decided.

Figure 7: Types of New Latrine Pans planned for Madhya Pradesh



The existing RSMs will not be effective mechanisms for supplying toilets to households in the TSSM Project. Supply mechanisms operated and managed by the private sector seem more effective and sustainable.

#### *Latrine construction*

Unlike in Himachal Pradesh, Madhya Pradesh has a good number of masons trained in latrine construction in most parts of the districts, possibly because the majority of the masons are local and do not come from outside of the state. Unskilled labor costs range between Rs70 and Rs100 while skilled labor is between Rs120 and Rs150 a day. Masons and laborers are easily obtainable even in the most remote parts of the state. The retailers of sanitary wares can also supply masons on demand.

#### ***Mechanisms for generating demand in Madhya Pradesh***

Posters and Community Theater are the main approaches used for generating demand for sanitation. The two districts visited contracted with NGOs to implement TSC including demand generation and supply. Unlike in Himachal Pradesh, CLTS and other participatory sanitation promotion

approaches have yet to take off in Madhya Pradesh. The TSC program seems to be supply driven with the NGP award as the main motivating factor.

The size, complexity, literacy, and poverty level in MP make it necessary to identify and develop innovative approaches for generating demand for sanitation. A big advantage MP has over HP is the availability of more NGOs with experience and capacity and their potential to easily acquire skills for facilitating CLTS. Betul District can potentially be a good pilot due to the previous UNICEF-supported project that used participatory approaches. In Khandwa District, there was no sign of the impact of the CLTS training that was held both within the government and in the communities.

#### ***Strengths and limitations of the sanitation market in Madhya Pradesh***

##### *Technology options*

**Government promotion:** The strong government involvement, especially by the PHE Department, has meant that only one latrine technology is promoted. Ecosan technology was recently introduced by UNICEF, but it has not taken off and is not

promoted by the government. There were fewer innovations in low-cost latrine designs as compared to those observed in Himachal Pradesh. The insistence on the use of rural pans with a particular slope by the PHE Department has left minimal room for innovations with other low-cost technologies. This is and will continue to be one key constraint to increased private sector involvement and development of a sanitation market.

**Lining:** The low-cost latrine design prescribed by PHE requires that all leach pits for pour flush latrines be lined. This is the major contributing factor to the high cost of latrines and hence the inability of poor households to afford one. Although UNICEF supported the development of a Hindi-language guidebook that recommends various latrine technologies for the different geological formations in Madhya Pradesh, a single option is still being promoted.

**Low-cost technologies:** The simple pit latrine technology is in practice not permissible in Madhya Pradesh. There is a general lack of information among communities and even NGOs on other low-cost latrine technologies.

**Program transfer:** With transfer of the TSC program to the Rural Development Department, it is hoped that this department will be more flexible about latrines types and will also increase emphasis on demand generation and community-led approaches.

#### *Supply mechanisms*

**Retailers and product availability:** The supply of materials for rural sanitation under the TSC is mainly controlled by the government. The private sector stocks all sanitary hardware and construction materials and also supplies the government. Most

retailers stock all latrine construction materials except for the rural pans due to the lack of demand. The government currently acts as an intermediary between the main vendors, distributors, and community. This is understandable in remote villages of MP where some materials may not be easily accessible. The availability of a high government subsidy in terms of materials for every household meant that there is minimal individual household demand.

**Masons:** Madhya Pradesh has an abundance of masons who have been trained in latrine construction under various programs. Skilled masons are commonly accessible even in the most remote villages. This is a big advantage and makes the delivery of latrines to households easier. With the current push for NGP awards, many masons are constantly in demand for bulk construction of latrines within a short time period. This could explain the reason for some of the poor quality construction observed during the visits.

#### *Demand generation*

**Capacity for CLTS:** There is limited capacity to implement CLTS in Madhya Pradesh, even in Khandwa District where a training-of-trainers workshop has been organized. There is a significant need to distinguish between potential trainers and motivators. It may be more appropriate to train sarpanches and other community members as motivators and equip them with tools to facilitate CLTS in the community, rather than training them as trainers.

#### **Demand generation strategy**

**(IEC/CLTS):** Awareness of the CLTS approach is very low at various levels of government. The TSC program is a highly supply-driven program and the government is less keen to invest time in behavior

change prior to supply. Joint advocacy if possible with UNICEF, which is a key player in MP, is required to persuade the government to buy into the CLTS approach. The transfer of TSC to the Rural Development Department, which is less technical, provides an opportunity to begin to advocate for greater emphasis on demand-driven community-led behavior approaches.

**NGO involvement:** The availability of NGOs that have been involved in sanitation projects is a major strength that can be tapped. Although most of the NGOs are not conversant with CLTS, they have some participatory rural appraisal (PRA) skills, which can be built upon. The lack of skill for CLTS and the target set by the government has meant that NGOs also adopt

the supply-driven approach. Other than the NGOs, many districts have well-established women's self-help groups who can be trained as motivators.

#### *Subsidy*

The issue of a direct subsidy for individual household latrines is very sensitive not only in Madhya Pradesh but, as mentioned earlier, throughout the TSC program in India. The CLTS approach is non-subsidy dependent, which conflicts with the current practice in Madhya Pradesh where a subsidy is extended to most households. There is a strong indication from the government that progress cannot be made without a direct household subsidy, hence the difficulty in applying the CLTS approach in MP..

### 3. IMPLICATIONS OF THE SANITATION MARKET SITUATION IN HIMACHAL PRADESH AND MADHYA PRADESH FOR THE TOTAL SANITATION MARKETING PROJECT

#### Comparing Community-Led Total Sanitation, Sanitation Marketing, and Total Sanitation Campaign Approaches

This section of the report considers the possibility of implementing Total Sanitation

and Sanitation Marketing in the TSC program in Madhya Pradesh and Himachal Pradesh.

**Table 4. Comparison of CLTS, Sanitation Marketing, and TSC**

Features	CLTS	Sanitation Marketing	TSC
Objective	To eradicate open defecation	To eradicate open defecation and adopt the use hygienic latrine facilities.	To increase latrine coverage and get NGP awards
Focus	Targets community a whole	Initially, particular groups rather than the entire community targeted	Latrine construction
Approach	Uses PRA tools as entrance and fecal-oral links to ignite change.	Uses market research tools to understand user behavior, including motivations and barriers	Sets targets for number of latrines
Technology	Technology options may be mentioned	Offers and demonstrates various options based on user preferences and at various prices	Limited to single technology choice
Promotion	Uses fecal-oral transmission routes and other PRA tools to motivate community	Markets behavior change and latrine options based on user motivations and preferences.	Uses didactic methods to promote latrine construction
Financing	No subsidy, demand driven	No subsidy, demand driven.	Subsidy reliant, supply driven
Institutional set-up	Requires community-based motivators and constant monitoring and support from a higher-level institution.	Requires promotion at the community level mainly through private sector marketing.	Dependent on government institutions
Results/impact	May take some time to see results, but has a high impact at a lower cost	May take some time to see results, but has a high impact at a higher cost than CLTS.	Quick result, minimal impact, and a very high cost

## **What Is the Place of Community-Led Total Sanitation and Sanitation Marketing in the Current Total Sanitation Campaign Program?**

The principles of TSC, according to the national guideline, have a lot in common with the principles of CLTS. However, implementation across the states varies. The major difference is in the issue of subsidy and technology options. Although the TSC guideline recommends a subsidy for BPL families, it also states that it should be given to the community as an incentive after they have built and continue to use latrines. Both Madhya Pradesh and Himachal Pradesh are implementing the subsidy for latrine construction and are even extending it to APL families. The recent increase in the amount of the subsidy from Rs500 to Rs1500 makes it even more difficult to advocate for demand-driven community-led approaches without a subsidy. This is further complicated by the push to get more NGP awards.

Even with all the complexities of the current situation, CLTS and sanitation marketing can still play a major role in making the current TSC program more demand-driven and sustainable in the two target states. The assessment shows that it may be easier to achieve this in Himachal Pradesh than in Madhya Pradesh within the time period for this project because of previous work to get buy-in from various levels of government on the importance of CLTS in HP. Also there is existing capacity for implementing CLTS at the state level and in many HP districts. Other factors that may make it easier to scale up TSSM in Himachal Pradesh include the better economic conditions of households, better access to a year-round

water supply, and higher level of literacy, among other reasons. This does mean that less effort is needed to scale up CLTS in Himachal Pradesh. There is a need for increased reinforcement and advocacy at the state and district levels to raise the profile of sanitation. There is also a need to expand the capacity for CLTS across the state and advocate for appropriate institutional set-ups to support and monitor progress.

Madhya Pradesh will require much more effort, as the concept of CLTS is very new to the government, NGOs, and communities. The awareness of the TSC program is widespread in Madhya Pradesh, particularly about the subsidy. The extension of the subsidy to non-BPL families in order to get the NGP award has made the situation even more complicated. However, the profile of sanitation at the state, district, block, and village levels has increased in the last two years due to the TSC program and motivation for NGP awards. The recent transfer of the TSC program to the Rural Development Department creates a good opportunity to advocate for a more demand-driven, community-led approach. There is an urgent need for capacity building for CLTS at the various levels in MP. This should include establishing a network of trainers across the state and advocating for an enabling environment to use the trainers to build capacity at the grassroots level. Also, MP's immense size may mean that it would not be possible to target the entire state within the timeframe of this project. It is highly important that WSP engage with UNICEF, which is a major player in rural water and sanitation in Madhya Pradesh, in order to present a united force to the government.

## **Scaling Up Total Sanitation and Sanitation Marketing—Recommendations for the Way Forward**

These recommendations are based on the assessment of the field situation and knowledge of the sanitation program in Madhya Pradesh.

### ***General Recommendations***

#### *Advocacy at the national and state levels*

Considering that TSSM approaches differ from the ongoing TSC program, state-level advocacy is required to persuade the government to adopt more community-led and demand-driven approaches. This would require a series of meetings with high-level government officials particularly at the state and district levels, supported with advocacy workshops on a regular basis.

At the state level, the Chief Secretary and, if possible, the Chief Minister and Principal Secretaries of the Rural Development, Education, Health, PHE, and Tribal Departments should be targeted. At the district level, collectors and CEOs should be the target. At the national level, discussions should continue with the Rajiv Gandhi Mission for Drinking Water, which is responsible for the TSC program.

#### *In-depth consumer and supply research*

In order to develop a strong and effective TSSM strategy for HP and MP, it is important to carry out a detailed consumer and supply study. The objectives of the consumer study would be to identify key motivations that make households want and would be willing to pay for a latrine and to

identify perceived and potential barriers that prevent them from achieving this. The study should also identify segments of the community associated with the different motivations and barriers. The consumer study should also be able to identify household preferences for latrine technology.

While the consumer study is ongoing, a parallel rapid survey should also commence to compile different latrine technologies and innovations that exist in the two states. This will facilitate the development of a simple latrine catalogue that can provide communities with various options. The supply study should also endeavor to assess the capacity of masons, particularly in Himachal Pradesh, and how they carry out their activities.

UNICEF previously prepared a catalogue of low-cost technology, which was used in Betul and Chhindwara districts. It would be necessary to review this book prior to developing a separate catalogue.

#### *Developing a communication strategy*

It may be a bit early to develop a communication strategy while a consumer study has not been conducted, but baseline information that will form part of a communication strategy can be collected during the consumer and supply study.

The communication strategy should be based on the identified motivations and household preferences for latrines. The strategy should consist of key messages and materials for promotion. Prior to finalizing the communication strategy, the promotion concept and materials should be tested and all necessary revisions carried out.

### *CLTS training*

CLTS, which will form the basis for TSSM, is better established in Himachal Pradesh but requires further reinforcement. A good initial step is to carry out an independent review of the CLTS process and training content to fit with the principles of TSSM. The review should specifically look at the contents of the materials for trainers and for motivators and the tools given to them on completion of their training. It is also necessary to establish a core group of master trainers at the state and district levels who can then train others at the lower levels.

Another important aspect to consider prior to conducting CLTS training is the establishment of an institutional framework to support and monitor TSSM after the training. In order for TSSM to be successful and sustainable, motivators at the community level need constant support and a strategic monitoring system. An institutional framework adapted from a previous UNICEF-supported sanitation project in Betul and Chhindwara district in Madhya Pradesh is being proposed (see section 3.5).

A good example to demonstrate the importance of the right institutional framework to support CLTS is the Khandwa District case study. It was observed during the visit that there has been no follow-up by the district administration and community leaders since the training was completed. It appeared that the training was conducted without due consideration of follow-up. Any future training should endeavor to advise and prepare the government for the necessary follow-up and institutional support required to implement TSSM.

### *Sector-wide approach*

The nature of sanitation is such that it cuts across several sectors, particularly the Health, Rural Development, Education, PHE, Women and Child Development, and Tribal departments. Although the Rural Development departments are managing and implementing the TSC program in both states, it is essential that other related departments are brought in, especially for demand generation.

A good example is in Solan District in Himachal Pradesh, where officers from the departments listed above have been trained in CLTS. To ensure continuous support and monitoring, the trained officers each adopted a gram panchayat to support until it becomes ODF. Quarterly meetings are held at the district level to discuss progress, share experiences, and plan the way forward.

This approach has demonstrated the need for intersectoral collaboration for sanitation. Lessons learned from this case study can be spread to other districts in Himachal Pradesh and Madhya Pradesh.

### *Skills and staff requirements*

WSP-SA can play a major role in advocating for change in the two target states. Considering that sanitation marketing is a fairly new phenomenon in both states, it may be worth considering appointing a “marketing coordinator.” This person would support the country team to develop TSSM in the two states, particularly with programming issues.

The nature of this role means that the person should be a senior-level sanitation and hygiene education specialist with vast knowledge and experience in similar work to guide and support the TSSM projects in MP and HP. If possible, an existing staff

person can be identified but the time period for this project would require full-time concentration on the project.

## ***Himachal Pradesh***

### *Technology/pricing*

The Himachal Pradesh government is more flexible about sanitation technology and options. The Rural Development Department at the state level recently requested the central government to allow for simple pit latrines to be counted as improved sanitation in some districts. These include districts with freezing weather conditions that will not permit the use of latrines with a water seal.

Although innovative low-cost latrines were seen in many parts of the state, awareness is not widespread, and households continue to build extremely expensive latrines. It is therefore necessary to compile information about existing innovative low-cost latrines and disseminate the information across the state.

One aspect of latrine construction in Himachal Pradesh that requires attention and possible modification is the size and lining of septic tanks. The size and method of lining septic tanks means that many households want their own latrines but cannot afford them. Considering that CLTS awareness is already high in Himachal Pradesh, creating awareness of cheaper latrine construction methods would contribute to scaling up TSSM.

To facilitate the scaling up of TSSM, a comprehensive menu of latrine options suitable for different geophysical areas of Himachal Pradesh should be compiled. For example, areas with stable soil would not require lining, which will considerably

reduce the current cost of lining septic tanks. The leach pit/septic tank size can also be reduced even in areas where a lining is required, in order to reduce the total cost of latrines.

As pit latrines are most likely to be permitted for parts of Himachal Pradesh, it would be necessary to build the capacity of government and private masons to produce longer-lasting and easier to clean latrine platforms such as the “sanplat” (dome and square-shaped). In areas where human feces are being used for manure, it would be beneficial to build local skills for the construction of ecosan latrines.

The latrine technology handbook prepared with the support of WSP needs to be revised to make it more user-friendly, with clear, simple drawings, cost estimates, and fewer words. If possible, the catalogue should allow households to mix and match pit design, style of platform/pan, and superstructure. A similar booklet has been produced by UNICEF in Madhya Pradesh and was used in Betul and Chhindwara districts.

### *Supply mechanism*

The sanitation supply market is well established and is entirely run by the private sector, which makes it more sustainable. Most latrine components and construction materials are easily accessible even in the most remote part of the state. Retailers of sanitary hardware are keen to stock any product as long as there is demand.

A key gap in the supply market is the lack of knowledge of the activities of masons who build latrines, since their knowledge and skills for latrine construction have never been assessed. It would also be helpful to

find out why they build the high-cost septic tanks seen in parts of Himachal Pradesh.

The fact that the masons are a mobile labor force makes it difficult to track them, but it would be beneficial to understand their latrine construction experience and assess the possibility of training them on low-cost latrines and construction methods.

### *Subsidy*

Similar to Madhya Pradesh, the latrine subsidy is a sensitive issue and the decision on when and how to use it is dependent on the district administration. The subsidy has even been extended to families above the poverty line in order to meet the target set for ODF villages. The only difference here is that households are motivated and sometimes forced to use the latrines or be penalized.

One positive aspect is that the state sanitation strategy indicates a subsidy should only be given when villages achieve ODF status, though this is not followed. Even in places where this is the case, block-level administrations still subsidize household latrines from other development funds.

WSP should continue to advocate for implementation of the sanitation strategy across the state and, if possible, support discussions and workshops to create awareness of the strategy among district and block-level administrators.

### *Promotion*

An NGO has been contracted to implement the IEC component of TSC in six districts. It has a vast network of motivators at the community level across the state. The only drawback is that it does not use the CLTS

process and has decided to use community theater instead. It is not certain how effective these methods have been, but there is evidence to show that more villages in which government officials/community leaders implemented CLTS directly have achieved ODF status.

In order to scale up TSSM, it is important that different approaches and messages are not sent out to the community. It would be necessary for WSP to facilitate discussions with this NGO (which is said to have strong political links) and the Rural Development Department to work a way forward.

## ***Madhya Pradesh***

### *Technology/pricing*

As earlier mentioned, the restriction to only one technology option is a cause for concern in MP. This stems from the fact that government is heavily involved in the delivery of sanitation facilities using a subsidy. It is important to catalogue other innovative options that have been built by individuals without TSC subsidy support. Lessons can be learned from Betul and Chhindwara Districts, where the UNICEF-supported Child Environment Project had a sanitation component that was implemented without subsidy.

Himachal Pradesh's innovative low-cost, water-based latrines options could be transferred to MP and would still be acceptable to the government.

Poor households in rural Madhya Pradesh may be unable to afford the latrine option being promoted. The minimal cost of these latrines is over Rs1,200 without superstructure, a bulk of which is as a result of a brick lining. In order to make latrines more affordable, it would be necessary to

identify areas with stable land to cut the cost of the lining. A good first step would be to look at the guidebook prepared by the PHE Department with the support of UNICEF. The book (in Hindi) highlights various technology options that are suitable for the different parts of Madhya Pradesh depending on geology.

### *Supply mechanism*

With the increasing awareness and interest in the TSC program among top-level government officials, targets for NGP awards have been set for district administrators. This has resulted in increased involvement of the government in the supply of latrines, often with a very high subsidy.

Many households are dependent on government to provide them with latrines, and few purchase materials to build their own latrines. The extension of the subsidy to families above the poverty line has worsened the situation. This situation does not mean that the private sector retailers and suppliers of sanitary wares are weak. The sanitation market is well developed in MP, and most times the government sources its materials from the local retailers.

The major barrier to sustainable sanitation and increase in demand in Madhya Pradesh is not mainly due to a poor supply network, but could instead be mainly the result of the high subsidy given to all households by the government.

Strong and continuous advocacy is required to persuade the government to be less involved in the supply of latrines but to support more sustainable demand-driven, community-led approaches. An opportunity to commence advocacy was recently created

with the transfer of TSC to the Rural Development Department.

### *Subsidy*

The issue of the latrine subsidy in Madhya Pradesh is a sensitive and potentially difficult one. Many households cannot afford to build their own latrine due to the level of poverty, but extending the subsidy to every household is not sustainable.

The government is keen to have more NGP awards, which is the reason for heavily subsidizing household latrines. In this light, it may be difficult to implement all the principles of TSSM in Madhya Pradesh.

A way forward would be to commence discussion with the government to devise innovative means of using the subsidy and to restrict it to families below the poverty line. There would also be a need to have CLTS demonstration sites to convince the government that the approach can work. This could be done by identifying villages where most households are classified as being above the poverty line and therefore do not qualify for a subsidy.

### *Promotion*

Where any form of promotion is carried out, it is usually through folk performances and the use of IEC materials such as posters. In the government sanitation program, where success is measured by the numbers, sanitation and hygiene promotion for behavior change often receive minimal attention. In order to increase emphasis on behavior change, government and community opinion leaders need to be equipped with the skills and tools to facilitate CLTS.

As CLTS is a considerably new concept in Madhya Pradesh, there is need for a mass awareness campaign within the government at the state, district, block, and community levels.

This awareness campaign should be followed by identifying and training a core group of trainers particularly at the district level. WSP can play a major role in supporting these training sessions and if possible join forces with UNICEF so as to present a single voice to the government.

CLTS training content should clearly differentiate between trainers and motivators. The community-level motivators should be equipped with skills and simple, clear tools to facilitate CLTS at the community level.

It is important to select the right motivators. They should be respected and looked up to in their communities. Another target audience could be members of the Self Help Group (SHGs), who are often women. Evidence from Himachal Pradesh has shown that women's groups can be a great force for change and can champion CLTS in their villages.

As Madhya Pradesh has a considerable tribal and schedule caste population, it would be necessary to pay special attention to these groups and identify people of their own casts to champion CLTS. Previous experience shows that the tribal areas often require innovative sanitation and hygiene promotion strategies combined with constant support and monitoring.

## **Proposed Framework for TSSM**

### **Phase 1: Preparation**

This phase is the preparatory step for TSSM and facilitates the identification and development of the 5Ps of sanitation marketing – Product (latrines); Price; Promotion; Place; Partners.

Phase 1 consist of three components: *Consumer study* – provides the baseline for developing the promotion/communication strategy; *Supply study* – provides the baseline for adapting products, prices, and place; *Institutional support* – advocates for institutional structure at the state, district, and village levels to support TSSM. (See Figure 8 for the proposed TSSM framework.)

#### i. *Consumer study*

This component involves a detailed study of households, who in this report are considered as consumers of sanitation services. The objective of the study is to provide in-depth understanding of sanitation consumers in order to develop an appropriate sanitation marketing strategy with the potential to generate large-scale demand. It is expected that the study will use both qualitative and quantitative methods such as focus group discussions/in-depth interviews and a questionnaire survey. The outputs expected from the study will include--

- *motivations* for terminating open defecation, building and using latrines;
- *barriers* (perceived and actual) for continuing open defecation and not building latrines;
- *preferences* for latrine technologies and options including special attributes desired;

- *target audience segments* including those that are less likely to afford basic sanitation;
- *existing and potential communication channels* that provide cost-effective means of reaching a high percentage of the population.

## ii. *Supply study*

The objective of this study is to develop an in-depth understanding of sanitation supply mechanisms and to catalogue existing latrine technologies in both states. Similar to the consumer study, it is expected to survey and document distinctive and innovative features of low-cost latrines in both states. An important output of the latrine survey will be a catalogue containing sketches of low-cost latrine technologies and options for the two states. The study will also review masons' activities and possibly assess their capacity for low-cost latrine construction and the potential to build their capacity. Other aspects of the study will include assessment of retailers of sanitation constructions materials and components, prices of materials, and accessibility of retailers to households. The study is expected to use qualitative (semi-structured/unstructured interviews) and quantitative (observation and interviews) methods.

## iii. *Preparation for institutional support*

The key objective of this phase is to help the government to prepare the necessary institutional structure needed to support and monitor TSSM. Although the responsibility for this activity lies entirely with the government, it is unlikely to happen without a constant push by an external body such as WSP. The recommendation is not to establish a new structure but to use the existing institutional structure more effectively in both states and to conduct

regular monitoring. The institutional structure being suggested is outlined in section 3.5. This should not just be a one-off activity but should be continuously advocated and reinforced. In order to have the necessary institutional set to support TSSM, awareness needs to be created within the government at the state, district, block, and village levels through workshops, individual meetings and discussions.

*Note: Components i – iii can be conducted simultaneously in both states.*

## **Phase 2: Development**

In Phase 2, the findings from the study phase are used to develop, pre-test, and revise a communication strategy. The two main activities in this phase are as follows:

### *i. Developing a communication strategy*

A communication strategy should be developed for Madhya Pradesh and Himachal Pradesh. The strategies should include among other things:

- *Message concepts*: Positioning messages should be developed using key motivations identified during the study.
- *Development of promotion materials*: These materials could include a catalogue of latrine options with prices and places to purchase construction materials and components, as well as PRA tools to assist village-level motivators and facilitators in promotion activities. Other promotion materials such as drama sketches and songs similar to the message concepts can also be developed.
- *Identification and selection of communication channels*: Based on the findings from the consumer and supply

studies, cost-effective communication channels with the potential to reach a good number of the adult population could be selected. Some of the channels that have been used include community events, point-of-purchase materials, drama presentations, one-to-one communication (motivators, opinion leaders), mass media (radio, television, newspapers), outdoor advertising, and print materials (posters and flyers). Although there are many channels available, the most important consideration is to use a combination of cost-effective and sustainable channels that can reach a high number of the target audience. It is also important to consider channels that can easily be implemented, supported, and monitored within the government structures. As there is evidence particularly in Himachal Pradesh to show that village-level motivators are very effective in motivating the community to change open defecation practices, this is a cost-effective method of communication that can also be used in Madhya Pradesh.

*ii. Pre-testing of messages and materials*

Upon the completion of the communication strategy, it is very important that the message concepts and promotion materials are pre-tested with the target audience. This is to ensure that misconceptions at the development stage are corrected as much as possible and that the target audience feels that the messages and materials are for them. No messages or materials should be used widely prior to pre-testing. This not only avoids unnecessary waste of resources, but also helps to run more effective promotion activities. Messages and materials can be pre-tested using similar methods used for the consumer and supply studies.

### **Phase 3: Capacity building**

Once all baseline preparations, including the development of messages and materials, have been completed, the next activity is to commence capacity-building of all partners identified during the study. A key aspect of the capacity-building phase is the training of trainers and motivators on the CLTS approach. It is important that suitable persons are trained as trainers and motivators respectively. The motivators should also be equipped with the necessary tools to help them perform their functions more effectively in their communities. Prior to conducting the training, WSP-SA could prepare a simple capacity-building strategy for the government. The strategy should consist of advocacy workshops at the division levels targeting collectors and CEOs Zila Panchayat, or, in the case of Himachal Pradesh, at the state level targeting the same group of government officials. Other aspects of the strategies include criteria (guides) for selecting trainers and motivators, pre-training preparation, training agendas, estimated costs, and post-training support.

The capacity for facilitating the CLTS approach should be established at the state level (TSC Communication and Capacity Development Unit), district and block level (trainers), and village level (motivators). Other groups that can be included in the training are NGO partners in the TSC program, who can become trainers for motivators. WSP can work jointly with UNICEF to ensure CLTS is incorporated into TSC training by the Communication and Capacity Development Unit (CCDU) in Madhya Pradesh. The training should include an activity guide for motivators suggesting what they could do in their communities after completing the training. Another important component of the

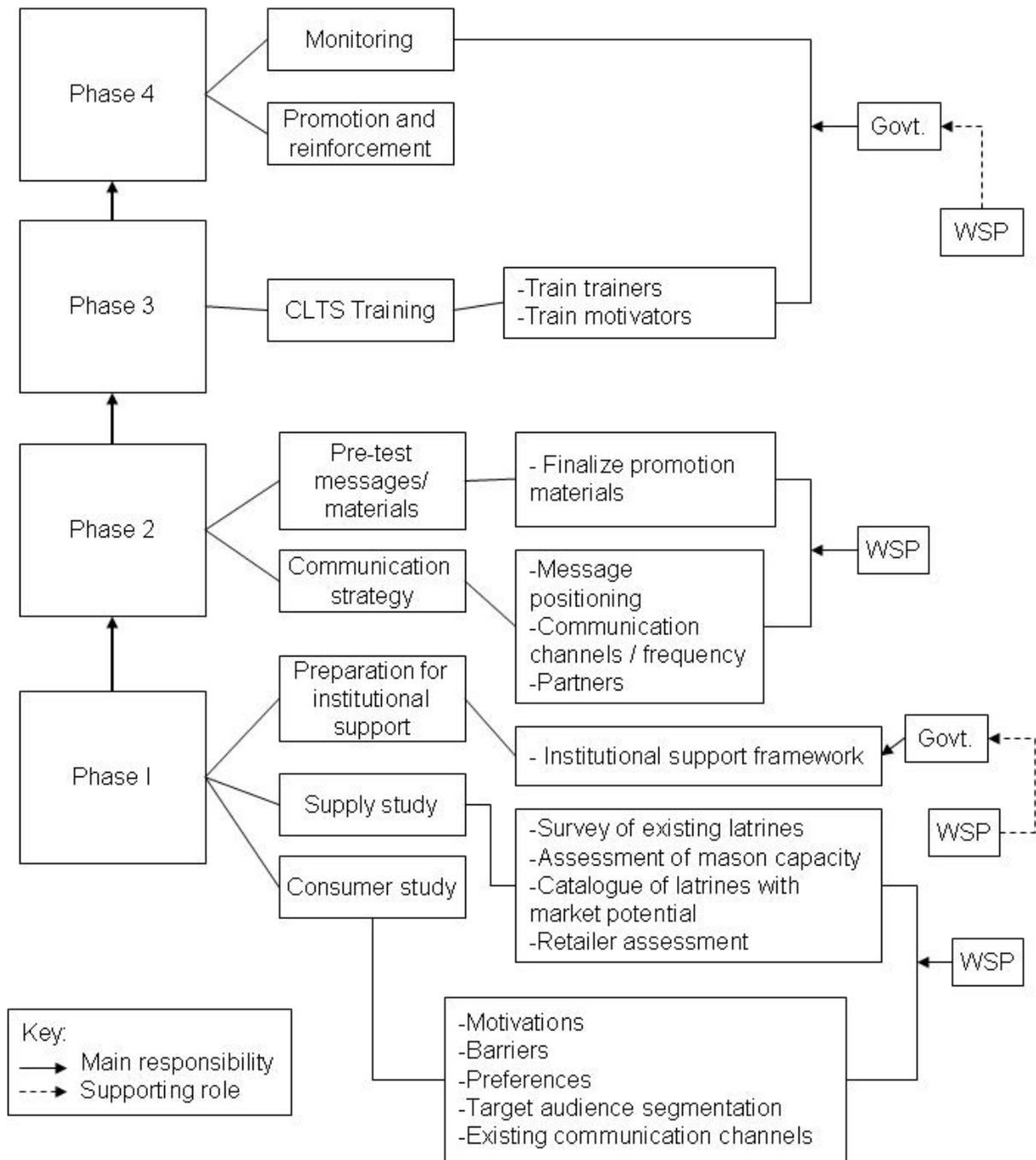
training includes monitoring systems to encourage all partners to carry out their activities with the knowledge that they are being monitored.

#### **Phase 4: Implementation and monitoring**

Upon completion of the initial capacity-building activities, participants should be encouraged to commence implementation immediately. An initial community meeting,

where possible, can be supported by the cluster-level facilitator assigned to a community. In places, where NGOs have been contracted to implement the IEC component of TSC, they can instigate community action using community drama followed by discussions led by community leaders. Regular monitoring meetings should be held to continue to provide support and reinforce CLTS among all partners.

Figure 8: Proposed TSSM Framework



## **Proposed Institutional Structure to support Total Sanitation and Sanitation Marketing**

The institutional structure proposed for TSSM is adapted from a similar structure implemented by UNICEF in Betul and Chhindwara Districts of Madhya Pradesh in 2000–2002. The institutional structure is divided into five levels: Village, Cluster, Block, District, and State (Figure 9).

### **Village level**

At the village level, the motivators have the key responsibility for implementing TSSM using participatory and other IEC tools. The motivators could consist of women and youth groups, respected individuals, teachers and religious leaders, and members of the Panchayat Raj Institution led by the sarpanch. All motivators must receive training on CLTS and necessary PRA tools. The incentive will be for the entire community to reach ODF status and win the NGP award.

### **Cluster level**

The cluster level will have members of the block-level TSC task force with assigned responsibility for 5–15 gram panchayats. The cluster-level facilitators will support and monitor village-level motivators and ensure that appropriate people in the Gram Panchayats attend the CLTS training and other capacity-building activities. They should organize monitoring meetings monthly at the beginning and then once every two months. All cluster-level facilitators should be trained on CLTS and monitoring and should report to the block CEO, who is also the nodal officer for TSC at the block level. This level should be discussed with the government of both states, as there is no similar existing

government structure. If it becomes too complex for the government to set up, the responsibilities and activities at this level can be assumed at the block level. However, in a big state such as Madhya Pradesh, it may be difficult, if not almost impossible, for the block level to effectively monitor TSSM activities at the village level.

### **Block level**

Formation of a TSC Task force headed by the Janpath (Block) CEO with members from related departments is recommended. As mentioned earlier, members of the task force will be assigned facilitative and supervisory roles at the cluster level. Their role is to ensure that CLTS is being implemented at the village level. All members of the task force should be trained in CLTS as trainers with special attention on effective use of the TSC subsidy and on monitoring. Block CEOs are very important stakeholders, as they have the power to approve village developmental funds and have a lot of influence on the sarpanches and members of the PRI. It is therefore important that they are convinced of the need to use CLTS rather than supply-driven approaches.

### **District level**

At the district level, there should also be a task force headed by the CEO Zila Panchayat and members from Rural Development and other link departments, including the District TSC Coordinators. The district coordinator (often contract staff) will coordinate most TSC activities, including planning and preparation for CLTS training to free full-time government staff to perform their other responsibilities. Each member of the District TSC task force should be assigned responsibility for supervising TSC activities in a number of blocks. The TSC coordinator will have

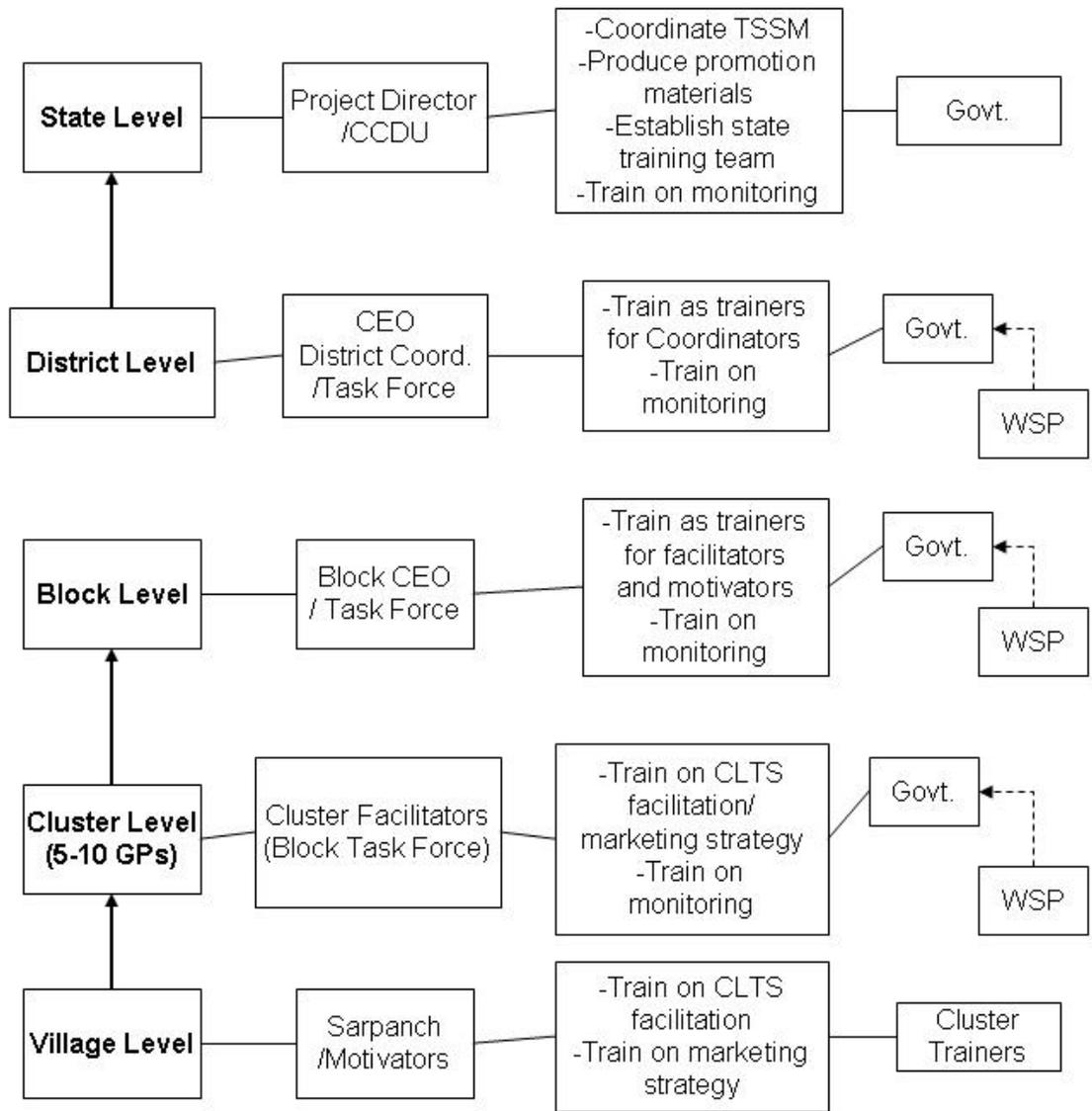
overall responsibility of feeding results into the central report card for TSC and ensuring that all promotion materials and tools are distributed to the motivators on completion of CLTS training. He or she should also have the responsibility of planning quarterly monitoring meetings to the blocks and circulating information on dates for monitoring meetings. It is also absolutely important that the collector buys into the CLTS approach and is convinced that it would yield better and more sustainable results. It is therefore important that all collectors attend an awareness and advocacy workshop at the state level prior to initiating TSSM.

### **State level**

The state level should have a specific TSC cell headed by a senior officer (IAS) and supported by a capacity-building team (CCDU). In Madhya Pradesh, a TSC cell was in the PHE Department and has now been moved to the Rural Development Department. The TSC project directors in both states will have the role of ensuring that

state sanitation strategies are disseminated and used for implementation at the district with the support of external agencies. In Madhya Pradesh, WSP should work with UNICEF to ensure that the strategy is compiled and approved and also support CLTS awareness workshops. The CCDU unit should be the main training resource for TSSM in the two states and should therefore be equipped with the capacity to train trainers and motivators on the CLTS approach. UNICEF is already supporting the Water and Land Management Institute (WALMI), which is the base for the TSC CCDU to train various stakeholders to implement TSC. Although the training contains some PRA components, it is not necessarily directed at the CLTS approach. It is therefore important for WSP to liaise with UNICEF to ensure that WALMI resource people acquire CLTS training skills and tools to enable them to serve as the state CLTS resource center. The same approach needs to be adapted for Himachal Pradesh to ensure that there is a CLTS resource center at the state level rather than concentrating on a few districts.

Figure 9: Proposed Institutional Structure for TSSM



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