

Sanitation Policy of Jharkhand
In adaptation of Nirmal Bharat Abhiyan



Drinking Water and Sanitation Department
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Chapter-1

1.0 Background

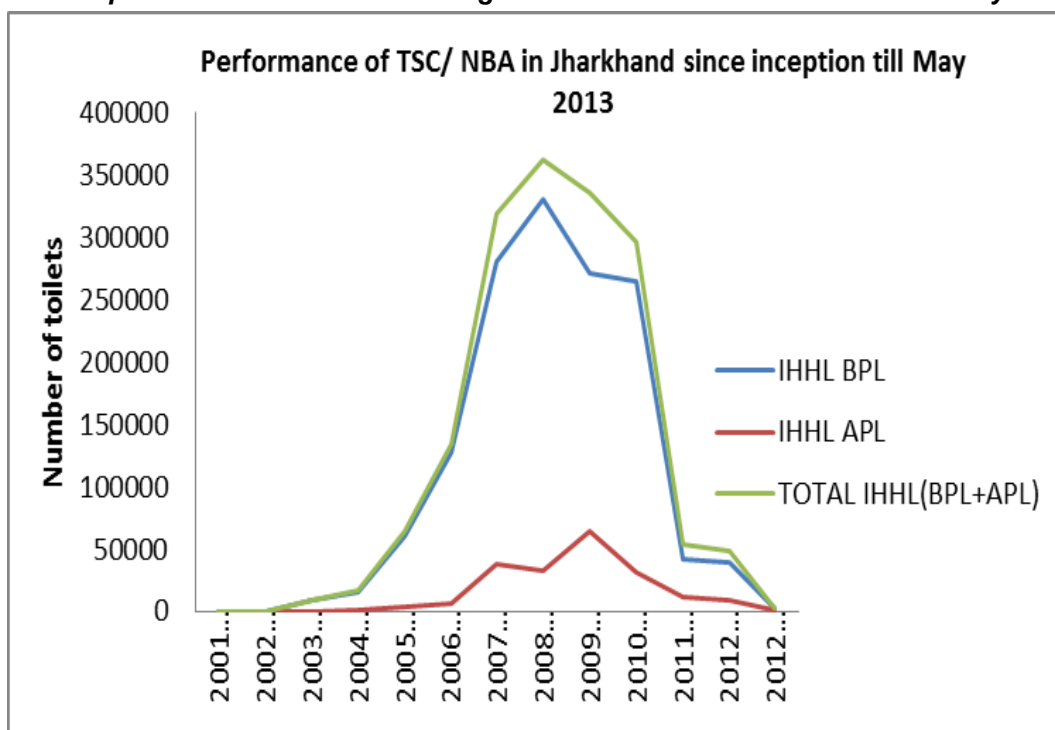
Jharkhand was carved out of Bihar on 15 November 2000, as the 28th state of the Union of India. The state comprises of 24 districts and 260 blocks which are divided into 5 divisions namely, South Chotanagpur, North Chotanagpur, Santhal Parganas, Palamau and Kolhan. There are 32,394 Revenue Villages spread across 4,564 Gram Panchayats. According to the Census 2011, the total area of Jharkhand is 79,714 sq. km. with a population of 3.296 crores with a decadal growth rate of 22.34% and a population density of 414 persons per sq. km.

Jharkhand has a sex ratio of 947 and literacy rate of 67.63%. The population of children in the age group of 0-6 years is 52, 37,582 (about 16% of the total population) with an IMR of 41 and MMR of 261. The total number of households in Jharkhand is 61, 81,607 (Census 2011) which is an increase of 21% from Census 2001 figures.

1.1 The Sanitation Programme in Jharkhand

The Total Sanitation Campaign was launched in Jharkhand in 2002-03 and its performance in terms of achieving coverage of rural households by sanitary toilets peaked during the period 2006-07 to 2010-11. Since inception the programme has covered 44% of 37, 29,495 rural households in the state and in the process 225 Gram Panchayats have been identified as Nirmal Gram.

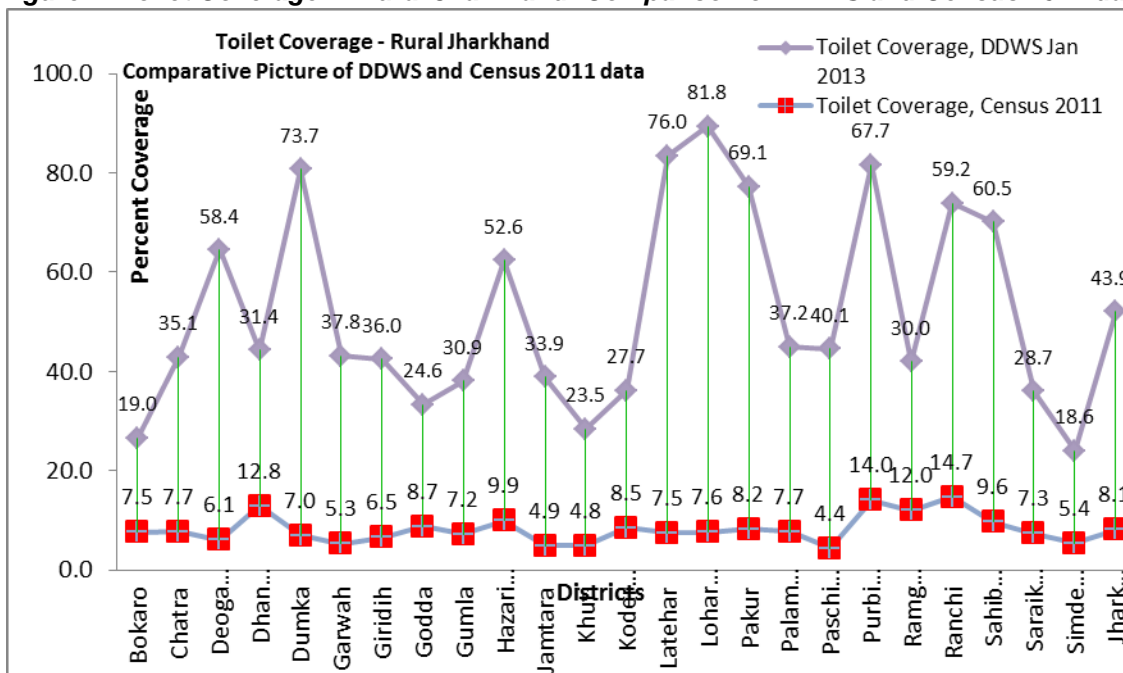
Figure 1: Temporal Trends in Toilet Coverage in Rural Jharkhand: DDWS 2002 - May 2011



Source: DDWS Website, Government of India

The Census 2011 data however depicted that only about 8% of the households in the state have access to functional toilets. This implies a gap of 36 per cent points in household coverage by toilets. This is a result of slip back in coverage status, wherein nearly 13 lakhs households resorted back to open defecation after being provided a toilet unit under the TSC. This gap is depicted in the graph below:

Figure 1: Toilet Coverage in Rural Jharkhand: Comparison of DDWS and Census 2011 data



Source: Census 2011 & DDWS Website, Government of India

Evidently the gap in data between reported progress and actual status coupled with the fact that toilet coverage/ usage in rural Jharkhand is very low (about 8%) has emerged as a matter of concern. Thus, there was a need to review the experience of TSC implementation, extract the lessons learnt from the experience and develop a strategy for implementing the Nirmal Bharat Abhiyan launched by the Government of India.

The Sanitation Policy for the state has been formulated, keeping in view the above context.

1.2 Nirmal Bharat Abhiyan – An Overview of the National Guideline

1.2.1 The TSC (Total Sanitation Campaign) has been renamed as “Nirmal Bharat Abhiyan” (NBA) by the Ministry of Drinking Water & Sanitation, Government of India. The objective is to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach. In this section, some of the critical aspects of the NBA Guideline, at the national level, are reproduced.

1.2.2 Objectives of NBA:

The main objectives of the NBA are as under:

- Bring about an improvement in the general quality of life in the rural areas. Accelerate sanitation coverage in rural areas to achieve the vision of Nirmal Bharat by 2022
- To cover the all Schools and Anganwadi Centres in the rural areas with proper sanitation facilities and promotion of hygiene education and sanitary habits among students.
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- Develop community managed environmental sanitation systems focusing on solid & liquid waste management for overall cleanliness in the rural areas.

1.2.3 The key components of the Nirmal Bharat Aabhiyan are:

- Provision of Individual Household Latrine (IHHL) of both Below Poverty Line (BPL) and Above Poverty Line (APL) households (as identified in the NBA guideline) within a Gram Panchayat (GP)¹.
- Gram Panchayats where all habitations have access to water to be taken up. Priority may be given to Gram Panchayats having functional piped water supply.
- Provision of sanitation facilities in Government Schools and Anganwadis in Government buildings within these GPs.
- Solid and Liquid Waste Management (SLWM) for proposed and existing Nirmal Grams.
- Extensive capacity building of the stake holders like Panchayati Raj Institutions (PRIs), Village Water and Sanitation Committees (VWSCs) and field functionaries for sustainable sanitation.
- Appropriate convergence with MNREGS with unskilled labour and skilled labour.

¹ NBA incentives will be extended to all BPL households and APL households restricted to SCs/ STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women headed households – NBA Guidelines, Ministry of Drinking Water and Sanitation, Government of India

1.2.4 Strategy for implementing NBA:

The strategy is to transform rural India into 'Nirmal Bharat' by adopting the 'community led' and 'people centered' strategies and community saturation approach. A "demand driven approach" is to be continued with emphasis on awareness creation and demand generation for sanitary facilities in houses, schools and for cleaner environment. Alternate delivery mechanisms would be adopted to meet the community needs. The provision of incentives for individual household latrine units to the poorest of the poor households has been widened to cover the entire community. Availability of water in the Gram Panchayat shall be an important factor for sustaining sanitation facilities created. Convergence with MNREGS shall also be important to facilitate the rural households with fund availability for creating their own sanitation facilities.

1.2.4 Implementation:

Implementation of NBA is proposed with 'Gram Panchayat' as the unit. The physical implementation will be oriented towards satisfying the felt-needs, wherein individual households will choose from a menu of options for their household latrines. In the "campaign approach", a synergistic interaction between the community, PRI, Government agencies and other stakeholders will be designed to bring about the desired behavioural changes for relevant sanitary practices. NBA will be implemented with a district as the project.

Table 1: NBA Component-wise earmarking and funding pattern

Sl. No	Component	Amount earmarked as percent of the NBA project Outlay	Contribution share		
			GOI	State	Benef.
1	IEC Start-up Activity and Capacity Building	Up to 15%	80%	20%	0
2	Revolving Fund	Up to 5%	80%	20%	0
3a	Individual Household toilet (Rs.)	Actual amount required for full coverage	3200	1400	900
3b	Community Sanitary Complexes	Actual Amount required for full coverage	60%	30%	10%
4	Institutional Toilets (Schools and Anganwadis)	Actual Amount required for full coverage	70%	30%	0
5	Administrative Charges	Up to 4%	80%	20%	0
6	Solid/ Liquid Waste Management (Capital Cost)	Actual amount as per SLWM project cost within limits permitted	70%	30%	0

Source: ddws.nic.in

1.3 Nirmal Bharat Abhiyan in the context of Jharkhand

1.3.1 The different components of NBA implemented in Jharkhand will be as per the following norms:

1. The programme will aim to achieve Open Defecation Free villages (Revenue Village) and ultimately Open Defecation Free Gram Panchayats. For this purpose every Village Water and Sanitation Committee (VWSC formed at the level of Revenue Village) will formulate an **Open Defecation Elimination Plan**. The Open Defecation Elimination Plan access programme funds and generate community contributions to cover all households with sanitary toilets and also cover all institutions with water and sanitation facilities. Arrangements will be made for Solid and Liquid Waste Management in the village
2. Villages that are in the process of attaining the ODF (Open Defecation Free) status will be earmarked for Water Supply Schemes under NRDWP
3. While achieving Open Defecation Free villages, the community members will be using **sanitary toilets**. Sanitary toilets by definition will be pour flush toilets with excreta leading to a covered² leach pit. The technical specification³ has to be maintained. The superstructure of the toilet will vary according to the choice of the user
4. As per provisions of NBA an incentive amount of Rs. 4600 supplemented by the user's contribution of Rs. 900 totalling to Rs. 5500 will be available. In difficult areas⁴, the incentive amount will be Rs. 5100 (with GOI share increased to Rs. 3700 from 3200).
5. As per provisions of NBA convergence with MNREGA will provide an amount of up to Rs. 4400, thus the total cost of the toilet will be a maximum of Rs. 10,000; the different toilet models that can be constructed MNREGA funds.
6. Community toilets complexes can be constructed in populated rural habitations or common public places such as Haat Bazaars; the provision has been made in NBA (up to Rs. 2, 00,000). Community toilets complexes will be essentially "pay and use" toilets and the cost of operation and maintenance will be recovered from the revenue generated from the users.
7. Solid Liquid Waste Management will be implemented at a cost of Rs. 7, 00,000 for habitations of 150 households. For habitation of 300 the amount will be Rs. 12, 00,000 and for habitations having 500 households the amount will be Rs. 15, 00,000. For habitation of more than 500 households the cost for Solid and Liquid Waste Management will be Rs. 20, 00,000 in a Panchayat.
8. All Schools and Anganwadis will be provided with sanitary toilet complexes. The unit cost of School Toilet Complexes (with provisions for both boys and girls @ Rs.35,000/ per unit) and Anganwadi are Rs. 70,000 and Rs. 8,000 respectively. Besides provisions of the facilities, promotion of hygiene education and behaviour will be encouraged in these institutions in consultation with the respective departments, i.e., JEPC and Department of Social Welfare.

² Covered with a concrete or ferro- cement pit cover

³ Rural pan with water seal, trap connected to a junction box and finally leading to a covered leach pit

⁴ Areas inhabited by PTGs (Primitive Tribal Groups) hilly difficult terrain where communication is poor and transportation of materials is difficult

1.3.2 In order to implement the above programme components, the key programme issues that need to be taken into consideration are:

- a) A robust institutional mechanism involving the WSSO/ SPMU, DPMU, BRC and VWSCs along the vertical hierarchy of administration. Roles and responsibilities of all the institutional units with defined accountabilities formulated. The village level institutions empowered to develop Open Defecation Elimination Plans
- b) Guideline for conducting village level activities and preparation of Open Defecation Elimination Plan
- c) A Communication strategy for generating effective demand at the household and community level. The Communication strategy will also aim to address the social norms and facilitate communities to collectively achieve Open Defecation status of the village in a sustainable manner
- d) Capacity building of all stakeholders on various aspects of programme implementation
- e) A well-defined supply chain mechanism for toilet construction and Solid Liquid Waste Management. Possibilities of private sector partnership will be explored and the provisions in NBA to support entrepreneurship will be encouraged. The loan available⁵ for setting up Rural Sanitary Marts and Revolving funds available for supporting SHGs will be explored
- f) To support the above activities the Drinking Water and Sanitation Department will engage a State Resource Centre (SRC) for guiding the activities at the state and district level, through capacity building and concurrent monitoring of programme activities. The SRC will emphasise on dissemination of the implementation methods, capacity building of Panchayats, formulation of IEC Plans and their execution and capacity building activities at all levels.

In the above context the Policy document has been divided into 3 parts as follows:

- a) The Policy Statement (Section 1)
- b) The Institutional Mechanism (Section 2)
- c) The Operational Guideline (Section 3)

⁵ An interest free loan up to Rs. 3.5 lakhs can be given for establishing a Rural Sanitary Mart/ Production Centre out of Revolving fund available with the district; a maximum of Rs. 35 lakhs can be utilised for this purpose. 5% of the district project outlay subject to a sum of up to Rs. 50 lakhs can be used as Revolving fund

Chapter-2

Section 1: Policy Statement

2.1 Objective of the Sanitation Policy in Jharkhand:

“To achieve 100% Open Defecation Free (ODF) villages, wherein every family / individual will have access to and regularly use a sanitary toilet; every rural institution such as schools, anganwadis and hospitals will also have adequate sanitary toilets which will be used by the inmates of these institutions. Most importantly installation and use of toilets should be sustainable.

Every village will have adequate arrangements for solid and liquid waste disposal and clean environment will be ensured. Every individual will practice handwashing at critical times and every young mother will dispose child's faces appropriately.

A massive community movement will be launched to achieve these objectives under the leadership of the Panchayats and with women as the nuclei of this movement”.

2.2 The Approach to achieve the above mentioned set of objective will be as follows:

The Campaign to achieve 100% ODF villages will be entirely led by the Panchayats. The Village Water and Sanitation Committee (VWSC) constituted at the lowest tier of the PRI will be the implementing body. Hence, one of the key responsibilities of programme delivery will be to empower the VWSCs and also build their capacity to implement the programme.

The sanitation programme will be entirely demand driven; the process of total sanitation will be achieved through an ODF Plan formulated for every village with total community involvement. One of the key programme deliveries will be technology transfer to the community so that the common man understands the functional aspects of a sanitary toilet.

The programme will explore the optimal route for ensuring community ownership of the programme. As a first step, the SHGs will be identified as the key partner at the grassroots for community mobilization

2.3 The Milestone for delivery of NBA in Jharkhand will be as follows:

The policy recognizes the challenge of implementing the sanitation programme with topmost priority on sustainability. This implies that programmes funds will not be made available to the user community unless enough evidence to depict sustainability. Evidently, the initial process will be slow and may take about a year to gain momentum. It is envisaged that about 50% Gram Panchayats will be fully sanitized within the stipulated project period of 2018.

2.4 The Opportunity for implementing the NBA are given below:

- *The programme is fully funded. There is no constraint of fund for any activity and also innovations*
- *The DWSD has rich experience of implementing the sanitation programme and are aware of the pros and cons of different approaches adopted so far.*

- *The institutional mechanism suggested by the NBA guideline provides adequate manpower to implement the programme*
- *The state has excellent infrastructure for capacity building*
- *Elected members of Panchayats are an asset to the programme*

2.5 There are however, **Risks** that need to be recognized while implementing the sanitation programme. They are enumerated below:

- *The shortcomings of the TSC programme has resulted in loss of trust amongst the community as well as opinion/ natural leaders; it will be necessary to gain back the trust on a priority basis*
- *Though SHGs have been recognized as the most effective route for programme delivery, they are not available universally; hence alternative mechanisms in different geographical locations could be identified*
- *The law and order situation in different pockets of the state is a matter of concern. This needs to be addressed at the local level*

Section 2: Institutional Mechanism

3.1 At the state level the State Water and Sanitation Mission (SWSM) have been established by a Government Order (NRDWP-29/09-118/SWSM) as per the guidelines of the National Rural Drinking Water Programme (NRDWP) of the Department of Drinking Water Supply, Government of India, (Annexure 7 Section 1). The existing SPMU (State Programme Management Unit) will serve as the executing agency, at the state level, under the aegis of the SWSM.

In line with the new National Guidelines circulated by the GOI and taking into consideration best practices from other states (for example, WASMO in Gujarat and TWAD in Tamil Nadu), the DWSD, Government of Jharkhand has taken initiatives to formulate an Institutional Mechanism for delivery of the Water and Sanitation programmes in the state.

3.2 At the State level a Water & Sanitation Support Organisation/ SPMU has been established and staffed with professionals to address various technical aspects of the sector. The SPMU will spearhead the functions of the DWSD in the field. The DWSD will be further supported by one or more State Resource Centers (SRCs) to address specific areas of community participation and technical matters. A State level Scheme Sanctioning Committee (SLSSC) has been constituted to facilitate decision making in resource allocations for drinking water supply schemes and also in areas related to environmental sanitation. For the approval of NBA scheme, a state scheme Sanctioning Committee (SSSC) also has been constituted.

3.3 At the district level two critical units have been constituted, namely District Water and Sanitation Mission (DWSM) and District Water and Sanitation Committee (DWSC). The DWSM chaired by the Chairman Zilla Parishad will be involved in policy making activities. The DWSC will be chaired by the Deputy Commissioner and will be the implementing arm of the DWSM. The DWSC will be supported by a District Programme Management Unit (DPMU) which will comprise of Component wise Coordinators at the district level.

3.4 At the block level the Block Resource Centers (BRCs) will be formed. BRCs will be engaged to facilitate and monitor the programme activities in the field. Eligible NGOs has been selected through a screening process at the state level to manage the BRCs. BRCs will have one Block Coordinator and 2 to 3 Cluster Coordinators depending on the population size of the Block.

With the newly elected PRI representatives assuming office in 2010, the Drinking Water and Sanitation Department (DWSD), Government of Jharkhand as the nodal agency has taken several steps over the past one year to involve the Panchayats in planning and implementation of the National Flagship programmes, namely, the Nirmal Bharat Abhiyan (NBA) and the National Rural Drinking Water Programme (NRDWP).

3.5 At the Revenue Village level Village Water and Sanitation Committees (VWSCs) will be formed⁶. The VWSCs will have operating Bank Accounts and will receive programme funds for field level implementation. At the level of Gram Panchayat (Gram Panchayat – cluster of Revenue Villages)

⁶ The VWSCs will have 12 members with 50% women representatives. One woman from the village as per the eligibilities criteria will be selected by the VWSC as the Jal Sahiya. The VWSC will be headed by the Mukhiya of the Gram Panchayat and the Jal Sahiya will be the treasurer of the VWSC. One member of the Block Panchayat (preferably woman) will be the Vice President of the VWSC. The President, Vice President and the Treasurer will be the signatories of the VWSC account and funds can be withdrawn by the signature of any two of the three signatories.

Gram Panchayat Water and Sanitation Committees will also be formed with the basic purpose of coordinating with all the VWSCs under the Gram Panchayat.

3.6 Jal Sahiyas appointed at the village level are the most critical stakeholders for NBA implementation. Jal Sahiyas are the foot soldiers of the NBA; they will discharge their duties in lieu of honorarium ascertained by the DWSD. The Jal Sahiya will be the Treasurer of the VWSC.

3.7 Fund Flow for Nirmal Bharat Abhiyan (NBA):

NBA funds (GOI and State Government) are allocated to the DWSC Bank Account. The DWSC account will be jointly operated by the Chairman (Deputy Commissioner) and the Member Secretary (Executive Engineer, DWSD) of the said committee. All Cheque Books/ Cash Books and accounts will be maintained by the Executive Engineer cum Member Secretary. For programme funds amounting up to Rs. 10, 00,000, the EE cum Member Secretary is entitled to withdraw the amount with his single signature. This will not require any approval from any level. For programme funds amounting above Rs. 10, 00,000 up to Rs. 25, 00,000, withdrawal will be done with approval of Superintendent Engineer. For withdrawal of amount above Rs. 25, 00,000 approval/ joint signature of the DC/ Chairman and Member Secretary will be required.

Similarly, at the Village level a separate Bank Account will be opened in the name of the VWSC. The VWSC Bank Account will be operated jointly by the President (Mukhiya), Vice President and the Treasurer (Jal Sahiya). All Cheque Books/ Cash Books and accounts will be maintained by the Jal Sahiya. Fund may be withdrawn by the signature of any two out of the three Account holders.

3.8 Mode of Payments

Payments for any activity can be made either by the DWSC or by the VWSC. The Plan of Action or AIP (Annual Action Plan) for NBA will specify the levels at which different activities will be executed. Accordingly, the VWSC will make payments for village level activities. For the remaining activities which will be conducted at the District or Block level or which needs to be administered by the DWSC, the payment will be made by the DWSC.

3.9 Fund Management by the VWSC

The VWSC will develop the proposal requesting for funds to be utilized for specific activities to be executed at the village level. The BRCs will facilitate preparation of the proposals. The proposals will be forwarded to the DWSC for advancing the funds. The DWSC will advance 50% funds to the VWSCs. On utilizing 60% of the funds received, the VWSC may further develop a fresh proposal for funding and advance it to the DWSC. The BRC will facilitate the VWSC in the entire process of receipt of funds, maintaining accounts and submission of utilization certificate.

Section 3: Operational Guideline

Key programme activities:

4.1 Given that the primary goal of the NBA is to achieve total sanitation, i.e., all households have adequate sanitary toilets and the toilets are used in a sustained manner, all programme activities are directed towards achieving this goal. The performance of every activity, i.e., communication, training, review etc. will be measured on the basis of their contribution to achievement of fully sanitized villages where toilets are used in a sustained manner.

4.1.1 Strategy Innovations: Strategy Innovations:

The State Government has defined ODF village as one where every household in the village have “pucca” sanitary toilets build in adherence to the technical specifications (i.e., having water seal, “Y” junction connected to a leach pit) and all members of the household use the toilet regularly. There should be no incidence of open defecation in and around the village at any time. Construction of “kutchra” toilets will not be considered as acceptable for ODF status.

The provisions of the Nirmal Bharat Abhiyan will be implemented to achieve ODF villages. However, it has been noted that several households not having access to a toilet currently also do not qualify for NBA incentives though they belong to the categories eligible for incentives under NBA; this is because of the fact that they had accessed subsidy under the erstwhile TSC and the toilet constructed under TSC is currently not under use.

Also, experience in the field has indicated that the provision of subsidy emerges as the key attraction for opting for a toilet and the overall aim of creating ODF villages is diluted. The results therefore become unsustainable.

Thus it has been decided that household incentives as stipulated in the NBA guidelines will be made available only after the village attains ODF status. Also, provisions of household subsidy in any particular village will be considered as village level entitlement and NOT entitlement accruing to individual households. The total incentives amount for a particular village will be credited to the VWSC account after ODF status is attained.

In order to initiate the ODF process the VWSC will be able to access a loan amount of approximately 50% of the total budget for toilet construction for all households.

Programme Delivery at the grassroots: A strategy for Open Defecation Free Village

The VWSC must ensure consensus of the entire village community, i.e., 100% households to stop Open Defecation in the village. Evidently, every household will have to agree to opt for a sanitary toilet. The VWSC will help the willing households (which should be 100% households) to construct a toilet on its own. Sanitary toilets will be constructed in line with the technical specification. Thus, the toilet should have a rural pan with a water seal, a proper junction box and a leach pit (with provision for a second pit). The super structure of the toilet maybe as per the desire of the household, but the sub structure should be as per the prescribed technical guideline. Trained masons will be available to help toilet construction. Once the entire village adopts home toilets and ensures 100% toilet use, the VWSC will be eligible to claim the NBA funds for that village. VWSCs will be able to access Revolving funds as loan to start the programme. Finally on attaining ODF status and after receipt of the NBA subsidy funds accruing to the VWSC, the loan amount can be paid back to the DWSC.

This will be made available from the Revolving Funds (provisioned in NBA) available to the DWSC. After ODF status is attained, in case adequate water supply is not available, the VWSC will submit proposal for adequate water supply in the village

4.1.2 Keeping in view the above aspects the **implementation plan** has been formulated as below:

1. Firstly, the overall campaign will aim to achieve toilet for all households as a non- negotiable feature of the sanitation campaign; it will be clearly stated that construction of toilets by individual households is not fulfilling the programme objective. Every household must come together and commit to “toilet for all household” and elimination of open defecation
2. The programme will aim to provide robust “pucca” toilet at the household level. The toilets must be having water seal, “Y” junction connected to a leach pit and a pucca super structure
3. At the outset the VWSC will convene a meeting of 100% households and calculate the cost of constructing toilets for every household in the village. The unit cost of the toilet will be as per the models suggested by the Drinking Water Sanitation Department and in adherence to the technical specifications
4. The VWSC will submit a proposal to the DWSC requesting for a loan of 50% of the cost of total sanitation; the balance funds will be raised from the beneficiary households. The DWSC will provide the loan amount from the provisions of Revolving fund of the NBA
5. The process of toilet construction may be initiated after generating the total project cost
6. After completion of construction and use of all toilets the village will be declared ODF; this will be certified by the Mukhiya
7. Thereafter the VWSC will claim the subsidy amount due to the VWSC on the basis of households eligible for NBA incentives
8. On receipt of the NBA incentives the VWSC will pay back the loan amount to the DWSC. In case the loan amount is less than the incentive funds, the balance will be deposited in the VWSC account
9. In case the loan amount is higher than the subsidy fund, the balance amount will be paid by the VWSC to the DWSC in 18 months instalment
10. The Jal Sahiya will be paid an incentive amount at the rate of Rs. 75 per household for motivating construction and use of their toilet
11. IEC funds will be made available to the VWSC at the rate of 10% of the loan amount
12. Administrative cost at the rate of 1% of the loan amount will be made available to the VWSC

The BRCs engaged at the Block level will play a critical role in rolling out the Plan for ODF villages. Every Block will have a Block Coordinator and a few Cluster Coordinators. These functionaries will be responsible for engaging with the Panchayats and help them plan for and implement the programme. Once the ODF status is achieved, the BRCs will continue to engage themselves with the VWSCs to ensure sustainability. The programme strategy delineated above indicates the principles to be followed to achieve community ownership, inclusive outcomes and sustainability. The steps of implementation may be revised to suit local and specific conditions, without negotiating with the key principles.

The entire process described above will be facilitated by the Block Resource Centres. The BRCs will play an extremely important role in rolling out the strategy. They will help the VWSC organize multiple meetings with representation of 100% household, strengthen the VWSC with information on NBA guideline and also communicate the message of ODF strategy to the community effectively. They will support in organizing necessary awareness generation campaign for the ODF strategy and also technical support for toilet construction. The BRCs will prepare and distribute the list of suppliers of raw materials and masons with the VWSCs in their jurisdiction. The BRCs will play a key role in helping the VWSCs to use the NBA funds (Revolving Funds) to ensure that these funds are appropriately used to achieve ODF villages. Most importantly the BRCs will engage themselves with the communities to ensure sustainability of the ODF status; in other words the BRCs must be physically present in the village, at least for one year after attainment of the ODF status.

Challenges in Implementation and adaptation to local conditions

It may be pointed out that the cases of slip back of toilet coverage under the erstwhile TSC programme is the most critical challenge in achievement of ODF status. In order to mitigate this problem, the sanitation programme in the state has been designed to achieve results at the village level rather than the household level. Thus, subsidies earmarked for households will be provided only when the entire village community is committed towards achievement of ODF status; and after permanent and sustainable toilet structures are built.

This leads to the second level of challenge that of generating community level resources to meet the gap for construction of toilets for households who do not qualify for NBA subsidies and yet do not have a toilet.

Despite the availability of revolving fund or a seed capital for initiating the process for achieving ODF villages, generating community contributions will emerge as a difficult task for the BRCs/ Panchayats, particularly in areas where slip backs are substantially high.

In these cases, modification of the strategy narrated above or local level innovations will be a necessity. Such modifications are encouraged as long as the fundamental technical specifications of a sanitary toilet, i.e., water seal, covered pit, etc. are followed.

In addition to home toilets, if the VWSC deems necessary, Community Toilets can also be constructed to address the requirement of village. The budget for the Community Toilet will be Rs. 2, 00,000. It is also essential that the Village develops a SLWM plan and submit a proposal to the DWSC. The BRCs will facilitate the VWSCs to develop such proposals. Once again the BRC will facilitate the VWSCs to implement the Solid and Liquid Waste Management components in the village.

Principles of Programme Implementation: A Summary

The strategy for implementation of Nirmal Bharat Abhiyan (NBA) takes into consideration the learning from the experience of Total Sanitation Campaign (TSC). Lack of sustainability of the progress made in TSC (which resulted in huge slip back) is viewed as an area of concern. NBA therefore aims to address the key areas that can ensure sustainability.

It is therefore mandatory that communities are effectively engaged in the process of creating Open Defecation Free villages and a collective demand from the entire community is effectively generated. This will be followed by provision of permanent and robust sanitary toilets. Following the delivery of the services it is imperative that the service providers (BRCs and NGOs) remains engaged with the community and ensure regular use of the facilities. This objective is the cornerstone of the NBA programme delivery. Based on the success of ODF status of the village, other NBA inputs can be introduced meaningfully.

The role of women is also considered very significant in achievement of the goals of the NBA. The Jal Sahiya appointed at the village level will be playing an important role in mobilising the women in the village. Besides, the women's Self Help Groups (SHGs) will be critical grassroots institutions in grassroots delivery of the programme. Attempts will be made to engage the SHGs to influence the work of the VWSCs at the village level.

Finally, the Panchayats will be the executing agency of the NBA at the grassroots. It will be of critical importance to mobilise and orient the Panchayats to deliver the programme. In this context, the role and responsibility of the Panchayats, with reference to their constitutional status need to be effectively articulated and debated with the elected representatives. On one hand the capacity of the Panchayats need to be strengthened and on the other hand the perspective of grassroots representation and the accountabilities attached to it will be disseminated through regular interactions.

4.1.2 Convergence with MNREGA

For convergence with MNREGA, proposal incorporating the labour component of toilet construction will be prepared at the Gram Panchayat level using the data on toilet construction at every Revenue village. The MNREGA proposal will be submitted to the District Administration for approval. While providing sanction for the MNREGA proposal and transferring the MNREGA funds to the Gram Panchayat, the Member Secretary, DWSC will be informed. The DWSC will provide the information to the BRCs so that the BRCs can coordinate the wage payment of labours involved in toilet construction. BRCs will have to coordinate the wage payment of labourers for every concerned Revenue village that have attained ODF status.

MNREGA funds will also be used for construction of toilets in Schools and Anganwadis.

4.2 Communication Strategy: This strategy will be developed on the basis of a consultative process at all levels. It will be of key importance to focus on the local (tribal) folklore while formulating the Communication strategy for the purpose of mass mobilization.

Since achieving ODF villages is the stated objective of the Sanitation Policy, the communication strategy will aim to address the features of the ODF village plan. One of the key objectives of the ODF village Plan is to develop community level consensus on attainment of the ODF status; this implies that individual households will have to make financial contributions to ensure that all households in the village have access to a sanitary toilets.

Also, the strategy will lay emphasis not only on information to generate awareness but to address issues that are critical for ensuring sustainability. As has been indicated above, a post construction phase has been envisaged by the programme which will be reinforced by a communication plan focusing on sustainability issues.

Based on the Communication objectives, State and District level Communication Plans will be prepared depicting the activities to be performed at different levels and the corresponding costs involved. In order to roll out the Communication Plan, appropriate agencies/ individuals will be identified and oriented on the subject. The budget for the Communication Plan will be prepared keeping in view the available budget under the NBA programme. As has been

The Gender Perspective:

More than 55% of the elected representatives of the 3 tier Panchayati Raj Institution in Jharkhand are women. The elevated social status of women in the state, especially amongst the tribal population is thus manifested. Typically in the tribal communities girls/women are not discriminated against. Building on this strong foundation of gender equality, the Nirmal Bharat Abhiyan in Jharkhand aims to create further scope for women in the rural areas in programme implementation and leadership. Thus, there will be special focus on promoting role of women as masons for toilet construction, animators for community mobilization and home visits and also promote participation of women in local forums.

The presence of the Jal Sahiya at the grassroots already established a very strong message establishing the role of women at the grassroots. She needs to be continuously groomed and nurtured to uphold the sanitation agenda, particularly the dignity & protection of the women and girls.

directed in the national guidelines, the communication strategy will emphasize on Inter Personal interactions and activities at the village (individual, household and community level). Thus, approximately 60% of all IEC expenditures will be earmarked for village level activities.

The Communication Strategy will focus on 4 key behaviours as follows:

- 1. Use of toilets at all times and eliminate open defecation*
- 2. Safe disposal of infant's/ children's faeces*
- 3. Handwashing with soap at critical times, after defecation, before eating and after handling child's faeces*
- 4. Safe storage and handling of drinking water*

4.3 Training and Capacity Building: A Training Need Assessment has been conducted by DWSD Jharkhand. It provides an insight into the structural reforms required prior to conducting training programmes. Firstly, an enabling environment will be created for the functionaries to perform effectively; thereafter all stakeholders will be trained to work on their stipulated tasks. The training programmes will be conducted on the basis of a Training Plan and Calendar prepared in the beginning of the year.

It may be stated here that training is not perceived as a "one time activity". Once a particular category of stakeholders have been identified for providing specialized inputs to the programme they will be trained and provided handholding support to work in the field. After a certain point in time it is also important to measure the impact of the training. An evaluation of the programme with particular reference to the training inputs will indicate how the training modules and methods of transaction may be modified to make the entire process effective.

Every training programme will have a structured module containing technical information. The modules will be prepared keeping in view the level of the participants. A mechanism has been put in place for conducting regular monitoring of the capacity building initiatives, i.e., how well the participants are implementing the training inputs in their day to day work. Based on the monitoring reports the training modules are updated.

The Drinking Water and Sanitation Department has excellent training infrastructure in Ranchi which is used for state level training of Master Trainers. This facility is being further strengthened to cater to the emerging demand for capacity building for NBA and NRDWP.

A **Cascade method** of capacity building has been designed. Thus, some training programmes are held at the State level (for example, Training of Trainers or Resource Persons on specific subjects). Again, for training of grassroots functionaries, training is held in the district/ block levels.

4.4 Convergence with other programmes: Evidently successful implementation of NBA will require effective interdepartmental convergence. The most critical departments with which convergence is to be worked out are (1) Education, (2) Social Welfare, (3) Panchayat and Rural Development and (4) Health.

Convergence with Education and Social Welfare is necessary to provide sanitation facilities in schools and anganwadis and more importantly to ensure that these facilities are owned and used by these institutions in a sustainable manner. Thus, advocacy to establish priority for sanitation within the Education and Social Welfare department is necessary. Representatives of DWSD should be able to participate in the Monitoring/ Review meetings of Education and Social Welfare departments to ensure that the subject of sanitation is discussed and reviewed in these departments on a regular basis.

Convergence with P&RDD and Health is required to ensure support of the District Administration, PRIs and NRHM, vis-à-vis ASHAs in NBA implementation. This convergence will be worked out laterally at the state, district, block and village level.

4.5 Programme Monitoring: Monitoring will be conducted at two levels. Firstly through the internal review system, wherein every month the programme will be reviewed at the block (on the 3rd day of the month) and district (on the 7th day of the month) level. On the 10th day of the month the programme will be reviewed at the state level where the Member Secretary of the DWSC will come prepared with the feedback from the districts.

This will be supplemented by concurrent monitoring by a third party every quarter. The third party monitoring will be done by the State Resource Center. The feedback available from the SRCs will be triangulated with the report from the districts. The above exercise will be supplemented by third party small sample survey at least once every year and large sample survey at least once every two years.

5.0 Special Initiatives by the Drinking Water and Sanitation Department

5.1 NGO Partnership: There are NGOs working in the state widespread grassroots presence. They are also working as Mother NGOs and networking with smaller NGOs to build a network to widen their geographical coverage. The Mother NGOs are building capacity of the smaller local NGOs and also inducing values of social commitments and professionalism. The most critical attribute of these NGOs are that they have very regular and intrinsic relationships with the communities with whom they work. Many of them are also very competent to comprehend and implement technical components of the Water and Sanitation programme. It is extremely important to build partnership with these NGOs. After identifying these NGOs, a roster will be developed and their specific roles to contribute to the on-going NBA will be defined. The roster will be managed by the Training Coordinator under the supervision of the Executive Director of SPMU.

These NGOs will help in capacity building, communication and also programme implementation. A meaningful and dynamic interaction with the selected NGOs in true spirit of partnership, is deemed necessary.

5.2 Collaboration with SHGs: Once again the benefit of the trust built amongst the SHG women need to be explored and used in implementation of NBA. Particularly the SHG groups are a very critical entity at the village level and an important partner of the VWSCs. They are evidently far more capable of handling community mobilization activities given their long association with the community processes. Therefore, they have emerged as critical institutions in the canvass of social democracy, facilitating the Panchayats to contribute to rural infrastructure and reinforce participatory development.

They are also watch dogs at the village level. They may point out gaps in processes of community decision making or provide supportive supervision in asset building or distribution of social benefits. Both VWSCs and SHGs may be oriented on this aspect.

5.3 Revolving Funds: The support provided through Revolving Funds will be utilized by all eligible stakeholders in the programme. Firstly, Private partnership with local entrepreneurs or business persons will be worked out to strengthen the supply chain mechanism.

Secondly, the VWSCs will access Revolving Funds if they decide to manage the process of toilet construction in the village; in this case the local entrepreneurs become a part of the supply chain mechanism providing raw materials to the VWSCs.

Thirdly, SHGs having the creditworthiness may apply for loans from the Revolving Fund for construction of toilets for the members. There are approximately 200,000 SHG members in the state – it will be a golden opportunity to facilitate SHG members to construct toilets through the Revolving Funds. The loans will be payable in 12 to 18 installments.

5.4 Corporate Social Responsibility: Jharkhand is a resource rich state and home to several large corporate houses. In line with the national guideline, The DWSD will be networking with the Corporate houses and exploring possibilities of Corporate contributions in the area of sanitation and also water supply.

Critical considerations

The Drinking Water and Sanitation Department (DWSD) has vested the responsibility of implementation of both Nirmal Bharat Abhiyan (NBA) and National Rural Drinking Water Programme (NRDWP) to the Panchayats. The Village Water and Sanitation Committee (VWSC) constituted at the Revenue Village level is the key executing body of the national flagships. The entire delivery mechanism formulated along the vertical hierarchy of administration from the WSSO at the state level to the BRC at the block level is designed to strengthen the capacity of the Panchayats/ VWSC for programme implementation. The Panchayats in Jharkhand have been elected after a gap of 32 years and are hence in need of handholding support to assimilate the core programmatic issues and implementation processes.

Apart from the Panchayati Raj system the programme would also take into consideration traditional social institutions of different tribal groups which have considerable influence on the population. Also, the demographic profile of the state, characterized by tribal population (27%) and the landscape comprising of about 29% forest cover are factors that needs consideration. In Jharkhand, the undulating terrain and forest cover often leads to inaccessible pockets of land which are again inhabited by economically marginalized population groups.

The AIP (Annual Implementation Plans) at the district level will be developed keeping in view the Communication and Training strategy which aims towards concurrent monitoring of the communication and training activities, measure the impacts of these actions and provide feedback to further strengthen the implementation processes.

Finally, the key aim of the programme is to ensure sustainability of the water and sanitation assets. Two important factors have been taken into account in this respect; firstly the process of asset

creation, either at the household or at community level will be accomplished through comprehensive community participation. Secondly, the need to engage with the community after the immediate goals of the programme has been achieved is perceived as a key factor ensuring sustainability.

Illustration 1: Institutional Structure of Water and Sanitation programme in Jharkhand

