

No. S-18011/3/2018-SBM
Government of India
Ministry of Drinking Water and Sanitation
Swachh Bharat Mission (Gramin)

4th Floor, Pt. Deendayal 'AntyodayaBhawan'
CGO Complex, Lodhi Road
New Delhi-110 003
Dated 20.02.2018

To

The Addl. Chief Secretaries/Principal Secretaries/Secretaries
in-charge of Rural Sanitation
All States/UTs

Subject: -Advisory on ODF Sustainability (ODF-S) interventions – regarding.

Madam/Sir,

The Swachh Bharat Mission (Gramin) reflects reorientation of the rural sanitation programme towards achievement of outcomes on a sustainable basis. Under the new programme, the key element is behaviour change. There is also a focus on achievement of open defecation free villages and their sustainability. Community-led processes have been mentioned as a preferred approach since that ensures sustainability of outcomes. The capacity building towards community approach has, therefore, been emphasized and a number of initiatives are being taken towards that end. There is also an attempt to improve the overall capacities for programme implementation, including simplifying the administrative and financial mechanisms, improving transparency and reorienting efforts towards achievement of results. Evaluation and documentation is also being emphasized. The States are expected to use the flexibility given to them to promote innovations.

2. At present 11 States/UTs and 314 districts have been declared as Open Defecation Free (ODF) and many more are on the verge of achieving ODF at this stage. The States/UTs need to continue interventions to promote and sustain ODF status in these ODF districts. MDWS has now developed a detailed advisory on undertaking ODF sustainability related interventions which should be referred to while planning and implementing the ODF-S activities. Funds for IEC, capacity building and SLWM activities shall be used by the States for undertaking sustainability interventions. The Ministry has also included the ODF-S planning as a part of the Annual Implementation Plan (AIP) for 2018-19 which will be discussed in details during the AIP meetings.

3. It is, therefore, urged that the State Governments shall refer this advisory while implementing the ODF sustainability interventions in the ODF districts/GPs/villages in order to ensure the sustainability of the benefits accrued under the programme so far.

Yours faithfully,



(Arun Baroka)

Joint Secretary to the Government of India

Encl.: As above

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1. Mission Director/ State Co-ordinator, SBM(G), All States/UTs
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Swachh Bharat Mission-Gramin

Sustainability of Interventions, Investment and Benefits

Advisory for Planning and Implementation of ODF-S

1. Introduction:

ODF status/achievements are sustainable, provided that there is a post-ODF intervention with clear implementation arrangements that offer continuous engagement and intervention with ODF communities, incentive provisions and motivation through development interventions, and recognizes and appreciates the resourcefulness of people to attain and retain their ODF status.

Swachh Bharat is being implemented as a massive mass movement that seeks to engage everyone in the task of cleaning homes, work places, villages, cities and surroundings, in a collective quest. Impressive results have been achieved so far and more than 3.25 lakh villages' 314 Districts and 11 States have attained the ODF status. Sustainability of benefits and results attained under Swachh Bharat could improve the quality of life for its 1.2 billion citizens and lay the foundations for a truly prosperous future—a future that will impact the country and its people for generations to come.

MDWS has repeatedly emphasised on the need of sustainability of the benefits accrued under the programme, in all its interventions and engagements with States and stakeholders. Several advisories, guidelines etc. have been issued from time to time to support States and Districts to achieve sustainability of interventions. Now since a large portion of rural India has attained ODF status, there is a need for more detailed guidelines on ODF sustainability to define a clear roadmap for ODF Sustainability activities for the States. This document sets out the actions, actors and resources needed to ensure sustainability of SBM interventions and benefits.

2. Objectives of ODF Sustainability component

The key objectives of the ODF Sustainability (ODF S) Component of SBM G are mutually reinforcing and include:

- a. Maintaining the ODF status of the villages, Gram Panchayats, Blocks and Districts and States over a continued period of time
- b. Ensure that people continuously use the toilets built and practice safe and hygienic behaviours
- c. The assets created under SBM continue to remain functional and there is a decentralised operation and maintenance arrangement for upkeep and maintenance of assets

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3. Principles of ODF Sustainability

Following principles will inform the work on ODF Sustainability:

- State Annual Implementation Plan(AIP) to have an ODF-S Sub-Component detailing activities, outputs and resources needed for sustaining the SBM outcomes
- Provisions for repeated and concurrent engagement and intervention with ODF communities to be built in
- Continued investment on awareness, behavior change, capacity building and community mobilization for collective action to maintain the ODF status
- Dedicated human resources for support to communities and budget for engagement with community and development of appropriate media products and vehicles on sustaining ODF status
- Bolstering support to the States for sustainability related work through financing the performance incentive grant window of SBM-G;
- Sustainability monitoring through an independent and credible verification system on implemented together with the states.
- Financing of ODF-S activities mainly through IEC and SLWM Funds

4. Planning and programming for ODF Sustainability

It is proposed that each State hence forth will develop an ODF sustainability component under the SBM program and provide details of their plan, activities and funds needed to MDWS as part of the Annual Implementation Plan submission.

The State Governments together with the Districts would develop an ODF sustainability plan. The primary planning unit for ODF-S would be Gram Panchayats and would be supported to develop their ODF-S Plan. The Districts would compile the ODF plans of each GP in their District and would develop the District ODF-S Plan. The State would compile the ODF Plan of all the Districts in the State and would develop the ODF-S Plan for the State.

The State would report on the essential elements of their ODF-S Plan to MDWS through the AIP and during the AIP planning and discussion exercise. The AIP format has been suitably modified to capture the ODF-S Plan of a State. States are requested to submit their ODF-S Plan in the modified ODF Template.

The financing for ODF-S would include budget for:

- a) Human Resources at State District, Sub District and Village level
- b) IEC activities to be undertaken for ODF-S
- c) Training and capacity building activities for ODF-S
- d) Coordination and convergence with Line Ministries, Departments and Development Partners

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States are advised to consider the following while formulating and finalising their ODF-S Plan.

- i. **Continuity of the program beyond ODF Declaration Stage:** The interventions under SBM-G is designed to continue beyond attaining the ODF status by a village/GP/Block/District and State. Attainment of ODF status is an important milestone in the journey of the SBM-G program but is not the end of programming for sanitation and hygiene benefits. The villages, GPs, Blocks and Districts need to continue to work on sustaining the ODF status much beyond the attainment date of ODF.
- ii. **Retaining Human resources** deployed at State, District, Block and Village level for undertaking ODF-S activities and if required retraining them for ODF activities.
- iii. **Financing for capacity building activities:** Key areas for capacity building during sustainability phase could include:
 - o Training on operation and maintenance of toilets at household and community level
 - o Retrofitting of toilets, where needed to make them sustainable
 - o Undertaking solid and liquid waste management activities
 - o Any other areas that could promote sustainability of interventions
- iv. **Enabling provisions:** States should develop enabling policy guidelines that support Gram Panchayats to own, operate and manage the programme through increased funds, functions and functionaries to work on sustainability aspects.
- v. **Efficiency gains through coordinated and convergent action:** Exploit efficiency gains through improved integration of SBM components with other development interventions and programs happening in the State. Many States have successfully used local resources, DMTF, 14th Finance Commission Funds etc. for sustaining the benefits and investments under SBM-G
- vi. **Sanitation Marketing:** Develop and test innovative social and sanitation marketing techniques to promote the use of commodities and services that have a direct bearing on access to sanitation services and sustainability e.g. pit emptying in rural areas etc.
- vii. **Improved engagement strategy with line ministries:** Sustainability of SBM outcomes could be made a feature in engagement strategies with relevant line ministries, multilateral organisations, development partners to ensure that SBM sustainability indicators are embedded in their programming and reporting systems
- viii. **Mobilize private investment for sustainability:** States should engage in innovation in overcoming market and non-market barriers to mobilise private investment in SBM and to leverage private sector expertise in sustaining services.

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5. Key Program Elements

The ODF-S Component of the program entails working on the following:

a) IEC for ODF sustainability:

The States and Districts need to continue to engage with people and community on sustaining the ODF outcomes using innovative and inclusive IEC interventions. They should retain the human resources involved in IEC planning and delivery at State, District and village levels and paid as per the Guidelines of State Government/SBM-G. The Swachhagrahis TOO need to be retained to undertake and support the above activities of the communities. Swachhagrahis can be paid for ODF-S IEC activities as per the SBM-G Guidelines.

The indicative list of activities that could be prioritised during the ODF-S component are given below:

- Special Gram Sabhas for Sustainability monitoring and reporting
- Special days in a month for monitoring continued usage and availability of any faecal matter in the open
- Special cleanliness drives for upgrading the sanitation status of their villages
- OD audits to ascertain continued usage of toilets

b) Capacity Building for ODF Sustainability

The capacity building interventions will have to continue for the personnel and stakeholders engaged in the ODF-S component of the program. The capacity building for ODF-S should focus on:

- Implementing catalytic events like National Days, local events of strategic importance, cultural and religious occasions for sustaining community approaches in ODF locations
- Training on maintenance of technological options used for rural sanitation at both the household and community levels,
- Training on Solid and Liquid Waste Management
- Setting up decentralised arrangements for preventive and corrective maintenance of SBM assets
- Organising conjoint programming with other departments for sustainability

c) Strengthening community/social structures to monitor ODF outcomes/Sustainability

States must support Districts and Blocks to assist Villages set up local Nigrani arrangements so that the ODF status is monitored and reinforced. Adequate incentives must be built in for Nigrani Samitis to continue their vigilance and support work during the ODF-S phase of the program.

States should promote Officials at the District and Block level adopting villages and making regular contact with the community in those villages. They should make visits to these villages to motivate them to continue the practice of not defecating in the open.

Village institutions like School, Anganwadi, places of worship should keep a watch on the ODF status of the village and should intervene if they see a slippage in ODF status and use their presence in the village to reinforce the hygienic behaviours.

Consider creating one time awards for villages that retain their ODF status for a stipulated period of time-say one year. This cash award could then become the corpus of the village to meet their Operation and maintenance requirements.

d) Systems for preventive and corrective maintenance

The SBM-G assets created would need preventive and corrective maintenance arrangements. These arrangements need to be set up at the local level using:

- Trained masons who can attend to the defects and defaults in SBM assets
- Supporting Sanitary Marts/Production Centres to respond to corrective maintenance requirements of SBM-G assets
- Work with private sector to arrange for emptying of pit, septic tanks and its safe disposal

The villages should have maintenance systems that reduce the down time of a toilet to less than 24 hours so that no one is forced to defecate in the open on account of maintenance requirements of a toilet.

e) Prioritising ODF villages for other development programs

State Governments should prioritise villages that have attained ODF status for other development interventions and programs. Ministry has already taken a policy decision to prioritise ODF villages for pipe water supply schemes. States and Districts accordingly could consider ODF villages on priority for implementing other ODF programmes.

f) Undertaking Solid and Liquid Waste Management activities

States must initiate implementation of Solid and Liquid waste management programs in ODF villages. This would ensure sustained engagement of functionaries with villages and people. MDWS has provided details of SLWM work that could be implemented in the SBM-G guidelines and other technical notes shared from time to time.

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6. Activities to be prioritized for financing for ODF Sustainability

MDWS would finance the interventions of States and Districts for undertaking ODF-S activities through SBM funds and other sources like World Bank resources etc. Different elements that could be financed included:

- a. **HR Cost:** Financing cost of deployment of Human Resources need for undertaking ODF-S work. This could involve having IEC/HRD/SLWM Consultants at State, District level consultants and Block level Coordinators. Swachhagrahis employed in all villages should be retained and could be paid from the IEC budget already provisioned in the program.
- b. **IEC Cost:** IEC activities planned for ODF-S can be financed from the IEC funds made available to the States and Districts.
- c. **SLWM:** MDWS would finance the project proposal on undertaking Solid and Liquid waste management as provisioned in the SBM-G Guidelines

The sources of funding for financing ODF-S could include the following:

- MDWS funds and State Government resources
- MPLAD/MLALAD Funds
- Funds from Fourteenth Finance Commission
- Development partner's resources
- Bank Credit facilities
- Revolving Loan

6.1 Financing for ODF- S from the year 2017-18 onwards

MDWS intends to make funds provisions in the year 2017-2018 itself for allowing the States to initiate implementation of ODF sustainability interventions. Accordingly, States are advised to make funds provisions for ODF S activities at State and Districts levels, in accordance with the extant provisions of SBM (G) guidelines, as detailed below: -

- **Allocate at least Rupees Twenty five lakhs for each ODF District for ODF-S activities. The allocation to a District could be increased on the basis of its population**
- **Use at least Rupees One Crore at State level for supporting the Districts to undertake ODF sustainability interventions.**

Based on ODF-S activities and performance of the States/UTs in 2017-18. Ministry would come up with appropriate mechanisms for allocating funds for ODF-S activities from the financial year 2018-19 onwards after considering the ODF-S plan submitted by the States as part of their Annual Implementation Plan (AIP) and other parameters as decided by the Ministry from time to time.



7. Monitoring, Evaluation and Reporting

MDWS along with States would monitor the ODF-S program on a concurrent basis using the following instruments:

- a) **Independent Verification Agents:** MDWS would send Independent Verification Agents as part of its National Annual Rural Sanitation Survey to ascertain the ODF status.
- b) **Third Party Surveys:** MDWS and States would commission Third party Surveys from time to time to ascertain the sustainability of the program
- c) **Concurrent Monitoring by State and District Officials:** State and District level Officials will make visits to ODF villages to ascertain the sustainability of interventions and benefits
- d) **Sustainability Verification:** SBM-G guidelines call for a sustainability verification after nine months of declaration of ODF. These surveys would also inform the sustainability status of ODF declared villages. Appropriate provision for recording outcomes of the sustainability verification has been made on the IMIS and States can use that report on ODF sustainability

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