



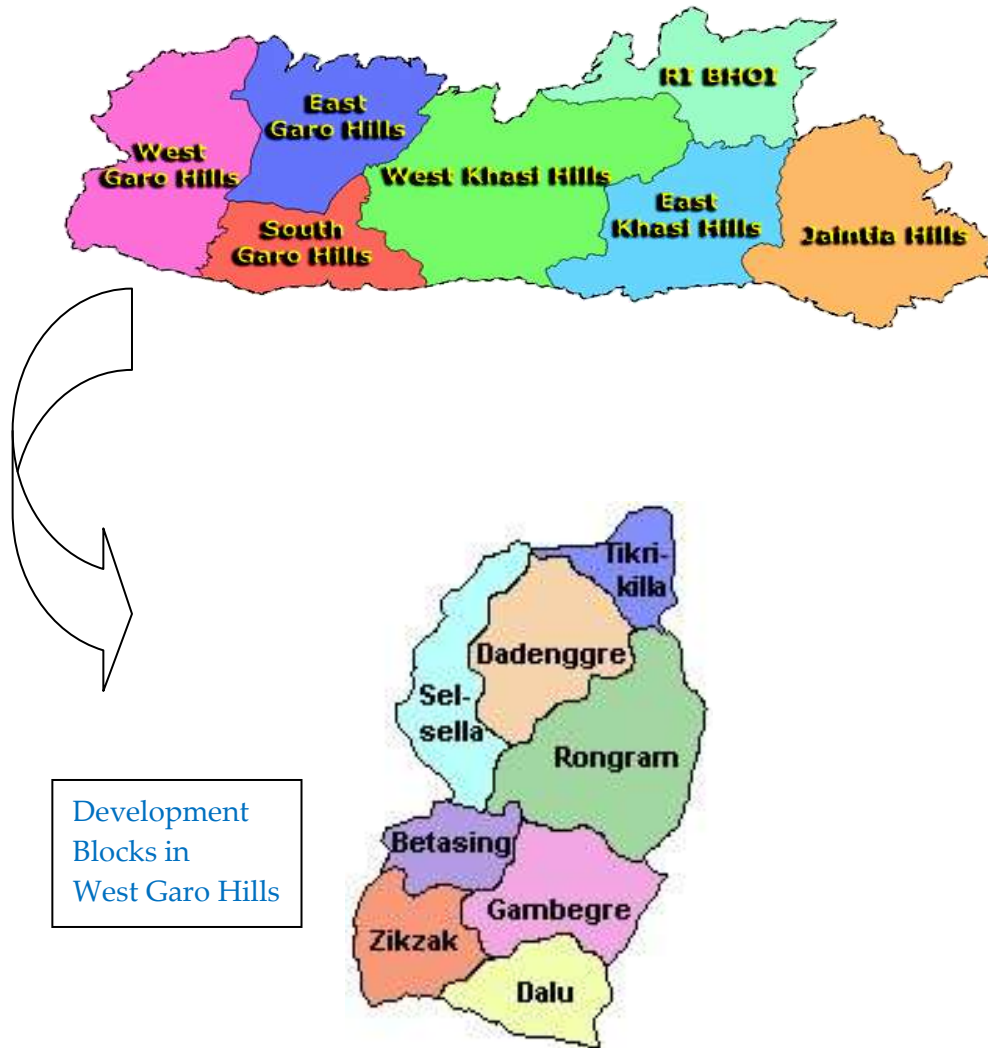
**A NEW DAWN**

## **TOTAL SANITATION CAMPAIGN**



*“Community Led Total Sanitation Campaign”  
Changing the face of Rural Hygiene in  
West Garo Hills District, Meghalaya*

## District Profile



Development  
Blocks in  
West Garo Hills

Area, population density & sex ratio			
Sl. No.	Particulars	Unit	2001 Census
1	Area	Sq. Kms.	3,677
2	Population	Nos.	5,18,390
	a) Male	Nos.	2,63,424
	b) Female	Nos.	2,54,966
	c) Density	Per Sq. Km.	140

## Forward

Sanitation had always been an individual's subject in the district of West Garo Hills which saw Total Sanitation Campaign (TSC) programme of Govt. of India launched way back in the year 2004. It was a subsidy driven and top down approach which the district adopted which actually could never get into the 'Campaign' mode. It was because of this reason that the District could not achieve the desired results in these years.

However, this all changed in October 2009, when the District was, for the first time, exposed to the Sanitation Practices and Expertise in use in other states of the country as well as across the world. This was done by the team of the Water and Sanitation Programme (WSP) of the World Bank who introduced a new approach called Community Led Total Sanitation (CLTS).

This approach helped the district achieve in just a small period of less than a year what we could not achieve in more than five years. The programme could actually achieve a 'campaign mode' with the community taking the call and challenge to convert their villages into 'Nirmal' villages (Grams). The entire methodology of implementation of the scheme saw a sea change where the 'individual' was replaced by the 'community' by way of formation of a transparent and vibrant 'Village Water and Sanitation Committees' (Meghalaya does not have PRI setup). Natural leaders emerged during the triggering process (a key component of the CLTS approach) where the community was sensitized in sanitation issues and its relationship with education, health etc. These leaders became the members of the VWSCs and help us to target entire village as a unit rather than focusing on the individuals.

Since our target was the entire village irrespective of the category to which a household belonged to, it was imperative that there was significant community contribution to achieve this gigantic task. This was achieved through an army of 92 TSC facilitators/motivators (divided into 24 teams) and 8 Block coordinators who acted as guides and motivators for the villagers with regular follow ups and meeting/ village darbars. The results were encouraging with each and every household contributing free labour for pit digging as well as collecting local materials available for the construction of toilets. A Social Agreement was designed and signed by each and every household thereby committing them to the cause of total sanitation and ODF village. In this manner the district could accommodate the extra households specially those whose names did not appear in the BPL list and who genuinely needed toilets as per our assessment but could not afford it or were not interested.

Since the district took the CLTS approach, it was necessary to keep the tempo high as the main driving force was the 'motivation' of the villagers. Utmost care was taken that the community did not lose faith or interest after successful triggering and motivation. Minutest of planning was done right from the opening of the bank accounts of the VWSCs, mason trainings in the villages, giving the technology options and ensuring of the supply chain of the hardware etc. For this purpose special reporting formats were designed to keep a track of all the activities going on in different villages. Since different villages were at different stages of activity as per action plan, the district monitoring team was entrusted to work out the logistical requirements separately for each and every village so that there was no delay. This advanced planning resulted in practically no delay in fulfilling any kind of logistical requirement of the villages. The weekly review at the district level with the block coordinators was a key element of reporting and monitoring where all issues were discussed and sorted out.

To conclude, it may be mentioned here that to change the habit of an individual is one of the most difficult task, especially when it comes to personal hygiene. The CLTS approach has been able to remove the cloak of individualism in the sanitation issues and has been successful in making it a topic of discussion in the villages. With community being empowered to decide and act, the role of the DWSM has been now redefined as that of facilitator and change agent.

*Sanjay Goyal, IAS  
Deputy Commissioner &  
Chairman, DWSM  
West Garo Hills, Tura  
Meghalaya*

West Garo Hills is one of the largest districts of Meghalaya covering an area of about 3714 sq km comprising of 3 sub-divisions and 8 blocks. The district is largely populated by different communities/tribes like Koch, Hajong besides majority Garo population. Every community has its own traditional sanitary practices some of which can be considered to be ecologically unsafe. As a result of which people suffer from diseases like diarrhea, dysentery, typhoid etc. Total Sanitation Campaign (TSC) was launched in West Garo Hills in the year 2004 and is implemented through the District Water and Sanitation Mission (DWSM).

### Sanitation Profile of the District (in terms of IHHL)



■ OD HH ■ HH with unsafe IHHL ■ HH with safe IHHL

<b>OD HH</b>	<b>19%</b>	These HH defecate in the open. They do not have any form of toilets.
<b>HH with unsafe IHHL</b>	<b>76%</b>	These HH have some form of basic toilets but are unsafe as the excreta are not disposed off safely and outside agents like flies, pigs etc have direct access to excreta as there is no water seal and as the pit is not properly sealed.
<b>HH with safe IHHL</b>	<b>5%</b>	These HH have safe toilets- there is a pan and a water seal and the pit is properly sealed and the excreta is safely disposed off.

After five years of implementation of the programme, the achievement in terms of hardware component as on 31.03.09 was as follows:

Year	IHHL	School Toilets	Anganwadi Toilets	Community Toilets
2004-05	-	-	-	-
2005-06	495	-	-	-
2006-07	1200	202	-	-
2007-08	2640	42	14	1
2008-09	2860	132	28	2
<b>Total</b>	<b>7195</b>	<b>376</b>	<b>42</b>	<b>3</b>

Though the figures indicate a modest amount of success comparatively, a self assessment of the programme done by the District Water and sanitation Committee (DWSC) in September, 2009 revealed the following deficiencies in the implementation of TSC.

- Emphasis was on achieving coverage through construction of toilets rather than behaviour change. Relationship between water, sanitation and health did not percolate to the grass roots.
- Key Elements: Subsidized, Standardized and Prescribed.
- Focus on individuals rather than community - Out of about 140 villages touched and covered, only a few were actually 100% Open Defecation Free (ODF).

- Externally designed and implemented - The selection of beneficiaries was faulty as the better off people from the villages came forward to deposit the beneficiary contribution and started getting subsidy.
- No/Less recognition (awards) of fully sanitized status, no encouragement.

These led people to expectant attitude, weak sense of community ownership and problems with long-term sustainability and only partial use. It also created culture of dependence on subsidies.

### **New Strategy- Community Led Total Sanitation (CLTS)**

In view of the above facts, to transform long term sanitary behavior of the community and to meet the 2012 deadline for achieving 100 per cent sanitation in West Garo Hills, District Water and Sanitation Mission (DWSM) under the leadership and supervision of Shri. Sanjay Goyal, IAS, Deputy Commissioner cum Chairman (DWSM), West Garo Hills and guidance of Shri Patrick K. Marak, E.E. (PHE) cum Member-Secretary (DWSM) in collaboration with the Water and Sanitation Program (WSP) of the World Bank and Knowledge Links (Delhi based NGO) has started a new approach called Community-Led Total Sanitation (CLTS) and has been implementing it from October 2009.

CLTS is a 'trigger' based approach that helps to change the sanitary behavior of the community. CLTS focuses on igniting/triggering a change in sanitation behavior rather than constructing toilets. It relies on local triggers for sustainable sanitary behavior change at the community level. It makes to realize the link between open defecation and negative health impacts. As a result community takes action to change their own situation. However it does this through a process of social awakening that is stimulated by facilitators from within or outside the community.

#### **Some Trigger Tools which made community to think and act are:**

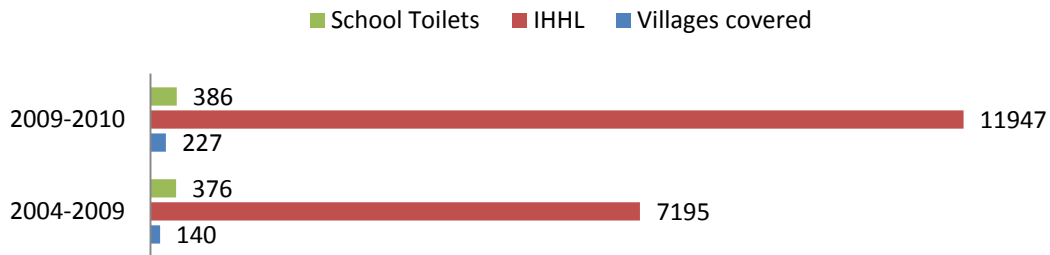
- Rapport Building
- Defecation Area Transect Walk
- Community Defecation Mapping (PRA)
- Flow Diagram (Links between OD and health hazards)
- Calculation of human excreta.
- Calculation of medical expenses on water borne diseases
- Water quality testing through H2S vial.

There was a marked difference in the approach which helped the district achieve significant success over a period of one year. The difference in approach is highlighted below:

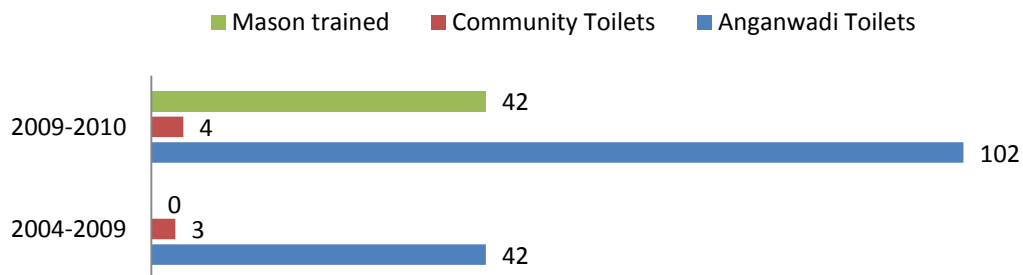
<b>OLDER APPROACHES</b>	<b>CLTS APPROACH</b>
Individuals are units for action	Village as a whole is the unit for action.
Subsidy is the only reason for construction of toilets.	Subsidy is not the primary reason for construction of toilets.
The primary goal is toilet construction. It assumes behaviour will automatically change.	Toilet construction is only a secondary goal. The approach aims to change the behaviour of people.
No technology options given	Information regarding alternate low cost technologies disseminated to every village.
VWSC members are traditional heads who lack knowledge and hence don't act.	VWSC comprises of natural leaders who understand sanitation as a health and water related issue
Once latrines are built, usage is in big doubt as has been proved over the years.	Once motivated, the sustainability of the effort is high. Collective motivation will guide usage automatically as lifelong habits have changed.
No community action and contribution	Community are encouraged to collect locally available resources viz. sand, chips, bamboos and likewise in addition to government endowment to instill 'we' feeling among the community

## Achievement: Five years Vs. One year

### Comparative Chart



### Comparative Chart



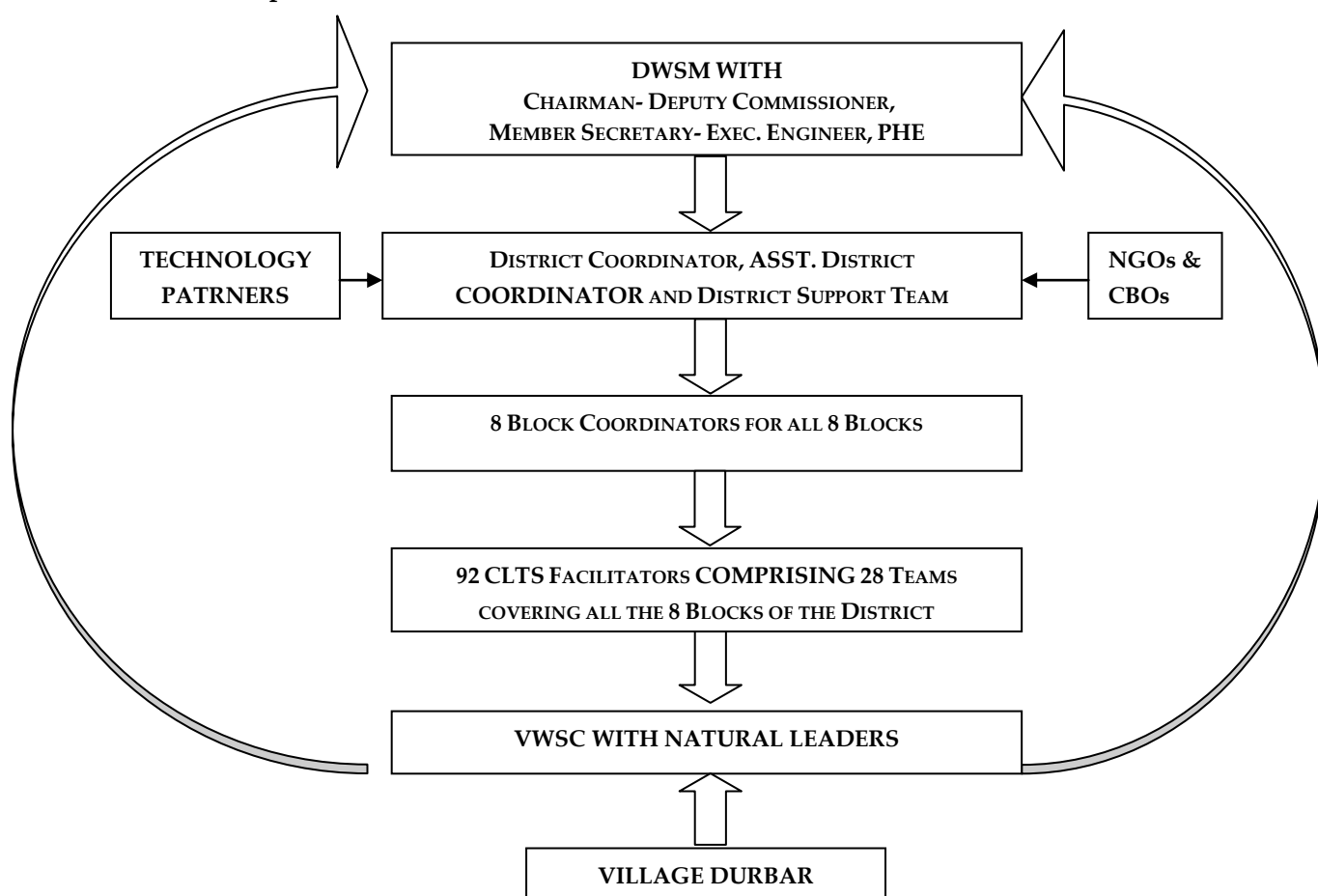
	2004-2009	2009-2010
<b>Villages covered</b>	140	227
<b>IHHL</b>	7195	11947
<b>School Toilets</b>	376	386
<b>Anganwadi Toilets</b>	42	102
<b>Community Toilets</b>	3	4
<b>Mason trained</b>	Nil	42

## Best Practices

The significant achievement is but a result of a robust planning, dedicated approach and a few innovative interventions which may be termed as best practices. It may be mentioned that the societal setup in the district allows the administration to implement them in the entire district. Some of them are mentioned as below:

### 1. Effective Institutional Arrangements

- a. **Background:** It was observed that the earlier approach of leaving the things only to the government officials, including the BDOs, to implement was not work in view of their preoccupation with their own dept works etc. TSC was only one of the other so many schemes which were implemented by them. This had a very adverse impact on the progress as there was hardly anyone to give the actual progress reports and compile data.
- b. **Strategy:** To have a dedicated team in the district to look after only one scheme i.e. the TSC. The idea was to take up the programme in the Mission Mode as there was hardly any time left in view of the deadline being 2012 and lot of work still needed to be done.
- c. **Components:**



The implementation team was purposefully kept simple with not much hierarchy for effective monitoring and review.

- d. **Approach:** There was no multiplicity of command and role and responsibilities of each and every one was defined and passed as an order for everyone to follow. There was no scope for anyone to pass of the responsibility to the other.
- a. **TSC Facilitation Team:** the team leader will perform the following functions:
  - Make a monthly action plan of the villages to be covered every month in consultation with the block coordinators.
  - Go to the villages as per action plan and make all efforts to mobilize the community in accordance with the principles of CLTS.

- Keep the Block coordinator informed about the activities in each village on a daily basis to the extent possible and seek his help/ guidance as and when needed.
  - Submit a fortnightly report to the block coordinator about the activities being done in different villages in the prescribed formats.
  - Liaising with the Master masons and taking them to villages for the Follow up- I and II.
  - Maintain a record of all the activities done by them in each village in the register supplied to them by the DWSC.
  - Conduct a survey of the status of toilets in the village and submit the same to the DWSC after duly getting it signed by the Block Coordinator.
- b. Block Coordinator:** The Block coordinators are responsible for the following:
- Monitoring and assisting the CLTS Facilitation teams under them on a daily basis and ensuring that the teams are mobilizing the villages in accordance with the principles of CLTS.
  - Making field visits to the triggered villages and making a first-hand assessment of the results achieved.
  - Checking the fortnightly reports of the CLTS Teams and forwarding the same to the District coordinator after giving meaningful comments about the progress of each village.
  - Counter signing the TA/ DA bills of the CLTS facilitators and paying the money to them after proper acknowledgement.
  - Evaluating the performance of each individual CLTS Facilitator and reporting the same accurately to the District Coordinator.
  - Ensuring that the Master Masons are present during Follow up- I and II in all triggered villages.
  - Keeping in continuous touch with the Suppliers of Materials and ensuring a strong input supply chain.
- c. District Coordinator:** The district coordinator is assisted by an Asst district Coordinator and support team at the district level. He will be responsible for the following:
- Keeping track of the activities in each block through the block coordinators on a weekly basis.
  - Making field visits to some villages to have a first-hand idea of progress of activities in the field.
  - To intelligently study the reports of each village and to give plan and strategize the course of action to be followed in consultation with the block coordinators.
  - To liaise with the BDO's and to seek their assistance if need arises.
  - To ensure that the TA/ DA bills are paid promptly to the teams by ensuring that the bills are put up promptly to the member secretary, DWSC.
  - To report the weekly progress to the Chairman and member secretary and to bring to their notice all important issues relating to the progress in the field.
  - To compile monthly status reports and present the same to the chairman, DWSC during the monthly review meetings.

**e. Outcome:** This approach helped the DWSM a lot as the flow of information was channelized and on time. The collection of data was real time and thus the district could plan effectively the scaling up including both the software and the hardware components and do the necessary backward and forward linkages including the logistical arrangements.

## 2. Robust Monitoring and Reporting Mechanism

- a. **Background:** Since the start of the programme in the year 2004, there was no use of technology for reporting. The only reporting formats used were those required to send monthly progress reports to the govt.
- b. **Strategy:** It was essential to have effective monitoring of the teams which were put in action following the CLTS approach. Any slight oversight would result in problems in planning thus bringing down the achievements. Thus it was decided to develop our own reporting formats which would give the real picture of the activities in the field.
- c. **Component:** Keeping in view the specific requirements of the CLTS approach, various formats were designed to have effective monitoring. Samples of which are given below:

### Format I - Pre- triggering Report

Reporting time period: From \_\_\_\_\_ to \_\_\_\_\_

Name of Team: \_\_\_\_\_ Team Leader \_\_\_\_\_

Name of village	Date of Pre- Triggering	Remarks on quality of triggering

Remarks of Block Coordinator

### Format II - Triggering Report

Reporting time period: From \_\_\_\_\_ to \_\_\_\_\_

Name of Team: \_\_\_\_\_ Team Leader \_\_\_\_\_

Name of village	Date of Pre- Triggering	Quality of Triggering			ODF Explained (Y/N)	Total No. of HH	No. of HH with safe toilets	No of HH with Kacha unsafe toilets	No. of HH with no toilets at all	Agan-wadi toilet (Y/N) and its status	Schools	
		Poor	Avg	Very good							With Toilets	Without Toilets

Remarks of Block Coordinator

### Format III – Follow up I Report

Reporting time period: From \_\_\_\_\_ to \_\_\_\_\_

Name of Team: \_\_\_\_\_ Team Leader \_\_\_\_\_

Name of village	Date	VWSC Formed (Y/N)	Social Agreement signed (Y/N)	VWSC Bank Account Opened (Y/N)	A/c No.	Survey of HH needing toilets done (Y/N)	Total no of HH	Total no of HH needing Toilets	No. of pits dug	No. of HH who collected local materials	Beneficiary for constn. of 1 <sup>st</sup> toilet (Name)	Date of achieving ODF Status

Remarks of Block Coordinator

### Format IV – Follow up II & III Report

Reporting time period: From \_\_\_\_\_ to \_\_\_\_\_

Name of Team: \_\_\_\_\_ Team Leader \_\_\_\_\_

Name of village	Sanction order pasted in village (Y/N)	Mason present and training done (Yes/No)	No. of toilet made During training	Bank A/C No. If not opened by First Follow Up	Summary of Action after First Follow Up					Remarks	
					HH	No. of pits dug	No of toilets constructed	Schools			Angan-wadi toilet made (Y/N)
								With toilet	Without toilet		

Remarks of Block Coordinator

### Format V – Weekly Report to Chairman DWSM

Reporting time period: From \_\_\_\_\_ to \_\_\_\_\_

Name of the Block: \_\_\_\_\_

Name of village	No. of HH	VWSC A/c No.	Social Agreement signed (Y/N)	No of HH needing Toilets	No. of pits dug	HH who collected local material	Sanction order given & pasted in village (Y/N)	Mason present and conducted training (Y/N)	Angan-wadi toilet made (Y/N)	Schools		Whether raw material supplied((Y/N)	No. of toilets constructed	
										With toilet	Without toilet		During the reporting week	Cumulative Total

Remarks of the District Co-ordinator

- d. Approach:** The data collection had to be result oriented and thus correct collection of data was emphasized. The idea was to capture all details for proper assessment and planning. It was cross verified extensively by the District team and corrective measures were taken mid-course to avoid and future hiccups. Simple software based on Microsoft Excel was designed to link up the data collection and thus weekly requirements of raw materials, mason training etc could be worked out easily. Adequate instructions were given to the teams to photograph the visits and progress of the work and each and every step.
- e. Outcome:** The new monitoring and reporting system was done by the dedicated staff thus there was no delay in report generation which was done on the weekly basis on each Friday when there was a meeting with all block coordinators at the District HQ. Shortcomings in the progress were discussed. Issues like delay in opening of the Bank A/c, poor connectivity by road to the villages, shortage of masons, delay in procurements of materials etc. came out in these reports invariably from all blocks which could be tackled immediately. The mechanism helped in achieving targets beyond planning in some blocks.

### 3. IEC and Community Mobilization:

- a. **Background:** TSC was having an individual oriented, supply driven and subsidy centric approach. Though the district was performing better in comparison to other districts in the state, a lot desired to be done in terms of achievement and involvement of community in the campaign whose contribution to the success of the programme was almost negligible.
- b. **Strategy:** Five years of experience of the district taught us that the TSC is all about behavioural change which requires personal approach. It was also observed that one to one and community approach yielded excellent results instead of big hoarding and other such IEC tools. Thus it was decided to adopt the CLTS approach which emphasized on the power of the community to bring out the behavioural change.
- c. **Component:** CLTS is a 'trigger' based approach that helps to change the sanitary behavior of the community. CLTS focuses on igniting/triggering a change in sanitation behavior rather than constructing toilets. It relies on local triggers for sustainable sanitary behavior change at the community level. It makes to realize the link between open defecation and negative health impacts. As a result community takes action to change their own situation. However it does this through a process of social awakening that is stimulated by facilitators from within or outside the community.

Some Trigger Tools which made community to think and act are:

- (i) Rapport Building
  - (ii) Defecation Area Transect Walk
  - (iii) Community Defecation Mapping (PRA)
  - (iv) Flow Diagram (Links between OD and health hazards)
  - (v) Calculation of human excreta.
  - (vi) Calculation of medical expenses on water borne diseases
  - (vii) Water quality testing through H<sub>2</sub>S vial
- d. **Approach:** Transparency and accountability were identified as the building blocks of garnering the community support. Appointment of Office Bearers of VWSC was done in presence of village Dorbar and with consensus of all. The sanction letters were pasted in the public places like community hall in the villages so that everyone comes to know about the money released by the govt as assistance for the programme. Follow up by the teams of facilitators/motivators was based on the felt needs of the community and owning up the scheme by the community was the main agenda to ensure community participation and usage. The tribal society has lot of respect for the commitment given and to emphasize this fact a Social Agreement was designed in local language, the format of which is given in the next page:

(ENGLISH VERSION)

**SOCIAL AGREEMENT UNDER TSC**

We the Village Community of \_\_\_\_\_ Village \_\_\_\_\_ AEC \_\_\_\_\_ Block have realized that Open Defecation and Unsafe Toilets in our village are polluting the Water Sources and are directly responsible for many health related problems faced by us and our children. We sincerely feel that making of our village Open Defecation Free (ODF) is an urgent need and we will try to achieve the target as indicated below:

- 1. We will constitute a Village Water and Sanitation Committee in our village with the following members:

Chairman: \_\_\_\_\_.  
Secretary: \_\_\_\_\_.  
Members: \_\_\_\_\_ (ASHA).  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

- The Committee will be responsible to oversee the goal of achieving and sustaining ODF in our village.
  - The Committee will be in constant touch with the TSC Facilitators/Motivators and will ensure continuous follow up with regard to sanitation matters.
- 2. We will make our village ODF by \_\_\_\_\_ date.
  - 3. It will be the responsibility of all of us to achieve this target because we are doing it for ourselves and for the well being and good health of our children.

**Signed**  
Heads of every household in the village

**Signed**  
TSC Motivators on behalf of  
DWSC, WGH.

1. \_\_\_\_\_  
2. \_\_\_\_\_  
3. \_\_\_\_\_  
4. \_\_\_\_\_  
5. \_\_\_\_\_  
6. \_\_\_\_\_

1. \_\_\_\_\_  
2. \_\_\_\_\_  
3. \_\_\_\_\_  
4. \_\_\_\_\_  
5. \_\_\_\_\_  
6. \_\_\_\_\_

e. **Outcome:** the result of the approach adopted gave exceptional results and proved the faith imposed in the community participation and its linkage to the success of the programme. In a short period of one year the achievements are worth mentioning:

	2004-2009	2009-2010
<b>Villages covered</b>	140	227
<b>IHHL</b>	7195	11947
<b>School Toilets</b>	376	386
<b>Anganwadi Toilets</b>	42	102
<b>Community Toilets</b>	3	4
<b>Mason trained</b>	Nil	42

Out of total of 227 villages triggered, all of them are in different stages of progress as they were taken in a phased manner. A total of 134 no. have been proposed for nomination for NGP for the year 2009-10. The following remarks of the NGP inspection team are a source of encouragement and morale booster for the DWSM.

*“During the visit to the villages our survey team was very much impressed in one thing that all the Village Heads including the village council members are adequately oriented and involved in the TSC promotion process. It has also been seen in the villages that the people are regularly using the toilets and keeping it clean.*

*It has been observed by the team members that you have developed a very efficient human resource pool with one Block Coordinator and Facilitators in each block. These resource group members are found to be very effective and are keeping close contact with the villages. It has been reported by our team that you have developed a system of regular monitoring of the programme to overcome the gaps in implementation. We appreciate your initiatives and look forward to see your district as the first NGP district in Meghalaya State”*

-Chandi Charan Dey  
Coordinator, Water & Sanitation  
Ramakrishna Mission Lokasiksha Parishad  
PO : Narendrapur  
Kolkata 700103, West Bengal, India







**NGP inspection team from Ramakrishna Mission Lokasiksha Parishad**


## Babedpara Village: A Case Study

CLTS approach aims at sustainable change of sanitary behavior at the community level. The goal and design to eradicate open defecation and use of safe latrines is achieved through the concerted efforts of DWSM Team members and cooperation of local community members in a village called Babedpara, under Selsella Block, West Garo Hills District. The volunteers triggered their minds and made them realize their sanitation profile in the village and subsequently could make the village open defecation free. The results may be seen below

- a. Village is totally open defecation free.
- b. Construction of safe latrines in every household – every household feel proud of it.
- c. Usage of constructed safe latrines.
- d. School and Anganwadi toilets made and are in use.
- e. Children aware of sanitation habits and personal hygiene like cleaning of hands.
- f. Awareness being imparted to neighboring villages by this village – chain reaction.

### Sample Photographs of Beneficiaries

Sl.No	Name of Beneficiaries	Photograph
1	Arbithson Sangma	
2	Gelelina Marak	
3	Sutindra Koch	
4	Uttam Koch	

5	Tengmithson Sangma	
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School Toilet of Babedpara



Anganwadi Toilet of Babedpara



Proud President and Secretary of VWSC, Babedpara



*A PHOTOGRAPH IS WORTH A THOUSAND WORDS*



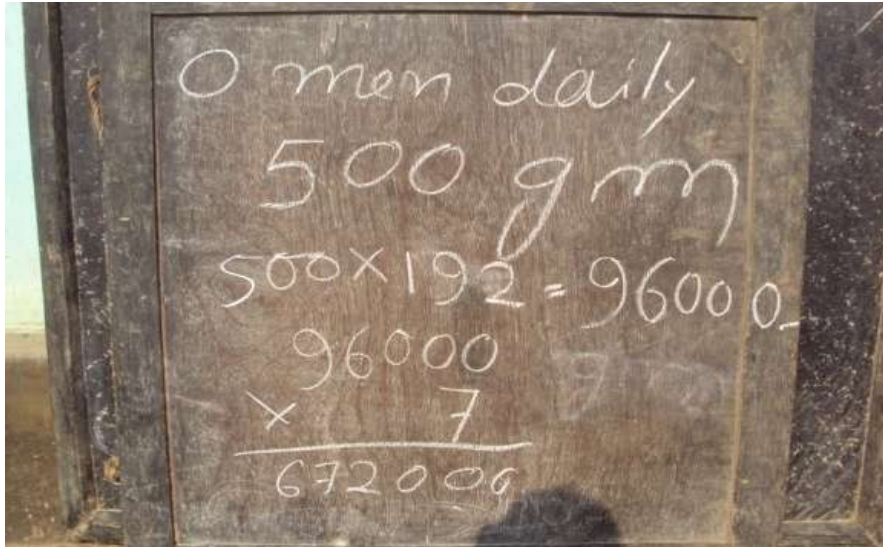
**PRA Exercise – Mapping the Community Needs and triggering the society**



**Catching them young – School children given Sanitation lessons during the sensitization sessions**



**Pit digging by free labour contribution – a precondition for Govt. assistance as per social agreement**



Calculation of daily human waste – a potent triggering tool in CLTS



Maintenance of Supply Chain – a must requirement for CLTS approach



Social Mapping – required for ensuring community ownership of the programme

IEC through skit – during one of the TSC functions at District Auditorium-  
Sensitization of newly formed VWSCs



IEC through DWSM Tableau at District HQ during Republic Day 2010



CLTS Workshop in progress



Recipients of NGP award (2008-2009) from West Garo Hills District

### Important Contact Nos.

Sl. No.	Designation	Phone #
1	Chairman, DWSM cum DC, West Garo Hills, Tura, Meghalaya.	+91 9436313316
2	Member Secretary, DWSM West Garo Hills, Tura, Meghalaya.	+91 9436113163
3	District Co-ordinator, TSC, West Garo Hills, Tura, Meghalaya.	+91 9436313127
4	Asst. District Co-ordinator, TSC, West Garo Hills, Tura, Meghalaya.	+91 9436315488

*“A country in which every citizen has access to a clean toilet is the one that has reached the pinnacle of progress” – Jawaharlal Nehru*