



सत्यमेव जयते

नीति आयोग
National Institution for Transforming India

NITI Aayog – CPR Open Seminar Series

“Open-Defecation Free (ODF) Communities: A Key Step towards Swachh Bharat” [Summary Report]

Room 122, NITI Aayog, Sansad Marg, New Delhi 110001

22nd May 2015



NITI AAYOG-CPR OPEN SEMINAR SERIES

The NITI Aayog – Centre for Policy Research (CPR) Open Seminar Series aims to create a platform for deliberation on models for urban sanitation, including service delivery, through a series of thematic seminars with academic and research institutions, development partners, public and private organisations, NGOs and the three tiers of Government. The seminar series will help strengthen the understanding of the challenges and opportunities in urban sanitation by promoting evidence-based knowledge in the sector. The space seeks to initiate discussion by sharing experiences; lessons learned from successes and failures; alternative models of sanitation technologies and service delivery models; and studies of best practices. This platform will be a crucial tool to leverage the expertise of various stakeholders on urban sanitation, including service delivery, and create a feedback loop into government, aiding the Swachh Bharat Abhiyan in being a dynamic and responsive programme on sanitation. The presentations and subsequent discussions will be summarized as thematic discussion briefs for wide dissemination.

The National Institution for Transforming India (NITI) Aayog of the Government of India has been established to evolve a shared vision of national development priorities, sectors and strategies with the active involvement of States in the light of national objectives. This effort is part of its mandate to provide advice and encourage partnerships between key stakeholders and national and international like-minded Think Tanks, as well as educational and policy research institutions and to create a knowledge, innovation and entrepreneurial support system through a collaborative community of national and international experts, practitioners and other experts.

The Centre for Policy Research (CPR) has been one of India’s oldest and leading public policy think tanks since 1973 and is a non-profit, independent institution dedicated to conducting research that contributes to a more robust public discourse about the structures and processes that shape life in India. CPR is implementing a policy research project that is focused on urban sanitation in Indian cities entitled Scaling City Institutions – For India: Sanitation (SCI-FI: Sanitation). The project has four thematic components focusing on national flagship programmes, action research in two medium-sized cities, sector-specific issues in the delivery of urban sanitation, and a pilot demonstration of city-wide sanitation service delivery in two small towns of Odisha state. For more information on the project please visit: <http://cprindia.org/sci-fi>.

OPEN DEFECATION FREE (ODF) COMMUNITIES: A KEY STEP TOWARDS SWACHH BHARAT

The latest census conducted by the Government of India (2011) estimates that in India, 13% urban residents and 67% rural residents defecate in the open. Additionally, India accounts for nearly 60% of the world's population that defecates in the open. These statistics have garnered unprecedented policy attention on the state of sanitation in India leading to an ambitious Swachh Bharat Abhiyan (SBA) launched by the Hon'ble Prime Minister of India on 2nd October 2014, which aims to eliminate open defecation across the country and aims to make substantial improvements in the level of sanitation by the Mission's end period in the year 2019. The Swachh Bharat Abhiyan (SBA) proposes to construct individual household latrines, and convert insanitary (including single pit latrines) into sanitary latrines. For this, SBA offers a central government incentive of Rs. 12,000/- per targeted household in rural areas, and Rs. 4,000/- per targeted household in urban areas. At the end of 2019, it is expected that India will be Open-Defecation Free.

In order to debate the definition of "open defecation free" communities and the evolution of a suitable matrix to measure the achievement of this status under the mission, the NITI Aayog and CPR organised the 1st Open Seminar series on "Open Defecation Free (ODF) Communities: A Key step towards Swachh Bharat" on 22nd May 2015 at Room 122, NITI Aayog, Sansad Marg, New Delhi 110001.

AGENDA

15:00 – 15:15	Introduction & Welcome	Ms. Sindhushree Khullar, CEO, NITI Aayog Dr. Pratap Bhanu Mehta, President & Chief Executive, Centre for Policy Research
15:15 – 15:35	Presentation: Transformation to an ODF society through <i>Sabar Shouchagar Movement</i> in Nadia District, West Bengal	Mr. Rajarshi Mitra, Sub-Divisional Officer, Ranaghat, Nadia Mr. Avirup Bose, Secretary, Nadia Zilla Parishad
15:35 - 15:55	Presentation: Framing the ODF measurement question	Mr. Shubhagato Dasgupta, Senior Fellow, Centre for Policy Research
15:55 – 16:30	Open Discussion	Moderated by Ms. Sindhushree Khullar, CEO, NITI Aayog & Dr. Pratap Bhanu Mehta, President & Chief Executive, Centre for Policy Research

This document presents a summary report of the Seminar's proceedings. The list of participants is at Annexure I. The speaker profiles are at Annexure II. The full report, presentations and video recording of the seminar and discussions may be seen from: <http://cprindia.org/events/4367>.

PRESENTATION: TRANSFORMATION TO AN ODF SOCIETY THROUGH SABAR SHOUCHAGAR MOVEMENT IN NADIA DISTRICT, WEST BENGAL

Mr. Rajarshi Mitra, Sub-Divisional Officer, Ranaghat, Nadia

Mr. Avirup Bose, Secretary, Nadia Zilla Parishad

Nadia district in West Bengal state of India is a rural district, located around 150 kms north-east of the capital city of Kolkata. In 2013, the district administration launched the “Sabar Shouchagar” Movement to make the district open defecation free, and in April 2015, the Chief Minister of West Bengal, Mamata Banerjee declared Nadia, the first Open Defecation Free (ODF) district in the country. The district also won the United Nations Public Service Award for 2015 in the category of improving public services under the Sabar Shouchagar movement. The presentation by Mr. Rajarshi Mitra and Mr. Avirup Bose, described the 2 year journey to an ODF Nadia.

The trigger, as the presenters put it, was a comparison with Bangladesh across the border where open defecation was just 4.2% compared with 48.6% in West Bengal. At the start of the Movement in 2014, there were about 1.04 million (10.40 lakh) households in the district, of which nearly 33% (339,881) did not have toilets. The campaign was evolved with a dual focus of ensuring universal access to latrines and ensuring behaviour change away from open defecation. The programme was launched in July 2013 with “Nadia Sanitation Day”, and initially piloted in 17 Gram Panchayats of 17 rural blocks. In October 2013, the model was rolled out to all 187 Gram Panchayats in the district. The final achievement was a construction of 355,609 household toilets, 175 community toilets, 516 brick field toilets, 116 toilets for dhabas, and 73 cluster toilets.

Overall, the movement has reported improved health indices, reduction in water borne diseases, empowerment of women through greater participation and increased livelihood opportunities, collective behaviour change among communities towards toilet use, and decentralised institutional capacity for sanitation programme service delivery.

The results were validated by the Pratiche Trust, Inspiration, and TARU-UNICEF surveys. Additionally, a contingent of technical experts have been engaged to find out if there are any cases that have not yet been targeted. The presenters stress 6 lessons learned in the implementation of the movement and for any administration seeking to replicate the model:

1. Political and administrative will is important for any such movement
2. Community involvement is the key to making a programme a success
3. Every stakeholder’s contribution matters
4. Women’s participation is a game changer
5. Convergence of resources generates synergy
6. There is no substitute for intense monitoring

PRESENTATION: FRAMING THE ODF MEASUREMENT QUESTION

Mr. Shubhagato Dasgupta, Senior Fellow, Centre for Policy Research, New Delhi

In the Swachh Bharat Abhiyan (SBA), both the Gramin (Rural) and Urban link open defecation in India to the lack of individual household toilets. There are an increasing number of voices among researchers and practitioners that toilet construction alone is not the magic bullet solution to ending open defecation in India where there are strong cultural preferences, especially in rural areas, for open defecation. The SBA does acknowledge this, and in both its schemes sets aside significant proportions of the central allocation for Information Education & Communication

(IEC) and Behaviour Change Communication (BCC) activities and campaigns – 15% in SBA (Urban) and 8% in SBA (Gramin). The question then arises, on what basis will India declare itself ODF by 2019? The presentation by Mr. Shubhagato Dasgupta traces the evolution of a suitable matrix to measure the achievement of this status under the mission.

In the development of an assessment framework for measuring ODF, the presenter points to the following key points. India is among the few countries to have a significant toilet subsidy program (output). It is also the only country that has an incentive and reward scheme for sanitation; other countries have recognition schemes or awards. In this schema, slip-back is highly probable, so social mobilisation and other special efforts towards maintaining and improving status are needed. The past decade of interventions, particularly on the rural side has shown us that a one-time measurement and declaration of ODF status has not worked well enough. The status needs to be confirmed only after a few years of consistent results. Sanitation advances cannot be achieved and improvements maintained as a one time effort but need on-going programmes. Program Survey and aggregator biases are difficult to control, so an independent on-going measurement system is needed, to monitor and record sanitation status along a matrix on ODF, SLWM, Hygiene and safe water.

In conclusion, the presenter recommends a non-programme linked annual survey on a sanitation matrix with the objective to gauge the sanitation situation from the perspective to which waste (human excreta, liquid and solid waste) is disposed off safely such that there are no adverse effects on health, and to possibly understand where different states in the country rank on a sanitation index (constructed through the survey) so that the efficacy of their sanitation efforts can be reflected upon.

The presentations were followed by an open discussion. Additionally, a total of 14 questions were received by NITI Aayog and CPR over social media (Twitter and Facebook) prior to the seminar. These have been categorised as questions on construction, behaviour change, financing ODF, interlinked facilities, technology, and measurement.

Responses to these questions were tweeted via the NITI Aayog and CPR twitter handles and posted on the NITI Aayog's Facebook page shortly after the event.

ANNEXURE I: LIST OF PARTICIPANTS

Panelists

1. Dr. Arvind Panagriya, Vice Chairman
2. Ms. Sindhushree Khullar, Chief Executive Officer
3. Dr. Pratap Bhanu Mehta, President & Chief Executive
4. Shubhagato Dasgupta, Senior Fellow
5. Rajarshi Mitra, Sub-divisional Officer, Ranaghat, Nadia District
6. Avirup Bose, Secretary, Nadia Zilla Parishad
21. Ms. Vidya, YP (Member Office) , Niti Aayog
22. Dr. Mayank Shersiya, YP (H&FW) , Niti Aayog
23. Dr. Dibya, YP, Niti Aayog
24. Ms Himani Sachdeva, YP (FR) , Niti Aayog
25. Ms.Kheya Furtado, YP (H&FW Division) , Niti Aayog
26. Ms Rajkamal Singh Mann, YP, Niti Aayog
27. Ms Amy Mishra, YP, Niti Aayog
28. Arvind Kumar, M/o Housing & Urban Poverty Alleviation
29. Neeraj Gahlawat, M/o Housing & Urban Poverty Alleviation

Other Participants

7. Shri Alok Kumar, Additional Secretary, Niti Aayog
8. Shri Rakesh Ranjan, Adviser (PCMD/HUA), Niti Aayog
9. Shri Ashok Kumar Jain, Adviser(RD), Niti Aayog
10. Shri B. D. Viridi, Adviser ((MLP/MHA Cell/Law & Justice), Niti Aayog
11. Ms. Suman Kaushik, Adviser (Mineral) , Niti Aayog
12. Shri Srikara Naik, Adviser(VAC/Minorities) , Niti Aayog
13. Ms Indu Patnaik, Joint Adviser(MLP) , Niti Aayog
14. Shri Ram Karan, Director (SP) , Niti Aayog
15. Ms Mary B. Barla, Director (SER/Welfare/MHA) , Niti Aayog
16. Ms Tapasya Nair, Deputy Secretary (PS to Vice Chairman) , Niti Aayog
17. Ms.Gayatri Nair, Deputy Adviser (O/o Additional Secretary) , Niti Aayog
18. Dr. Ashok Sonkhusare, Deputy Adviser (S&T) , Niti Aayog
19. Shri Padma Kant Jha, Deputy Adviser (Water & Sanitation & RD) , Niti Aayog
20. Shri Venkata Narayana, Research officer (WR/Agri Divn.), Niti Aayog
30. Dr. Neeraj Tewari, Consultant, M/o Drinking Water & Sanitation
31. Shailendra Kumar, Resident Office, Bihar Bhawan, G/o Bihar
32. R. K. Mehta, State Coordination, SBM (G), Haryana
33. Ashok Kumar, PHED, Bihar
34. Sowmya Rao, 451 Advisory (Legal / Policy Practice)
35. Kritika Singh Chauhan, Amity Society for International Law
36. Raka Sinha Bol, Angaja Foundation
37. Vishwa Trivedi, Project Officer, Arghyam
38. Namrata Mehta, Centre for Knowledge of Societies
39. Pranav Gupta, CSDS Delhi
40. Dr. Partha Mukhopadhyay, Senior Fellow, Centre for Policy Research, New Delhi
41. Dr. Anjali Chikersal, Senior Fellow, Centre for Policy Research, New Delhi
42. Richa Bansal, Director-Communications, Centre for Policy Research, New Delhi
43. Dhruv Arora, Digital Content Manager, Centre for Policy Research, New Delhi
44. Anju Dwivedi, Senior Researcher, Centre for Policy Research, New Delhi

45. Kimberly Noronha, Senior Researcher, Centre for Policy Research, New Delhi
46. Susrita Roy, Research Associate, Centre for Policy Research, New Delhi
47. Amandeep Singh, Research Associate, Centre for Policy Research, New Delhi
48. Aditya Bhol, Research Associate, Centre for Policy Research, New Delhi
49. Nikhil George, Research Associate, Centre for Policy Research, New Delhi
50. Swati Dhiman, Research Associate, Centre for Policy Research, New Delhi
51. Prakhar Jain, Research Associate, Centre for Policy Research, New Delhi
52. Bhanu Joshi, Research Associate, Centre for Policy Research, New Delhi
53. Persis Taraporevala, Research Associate, Centre for Policy Research, New Delhi
54. Dibyendu Samanta, Centre for Policy Research, New Delhi
55. Abhey Jain, Intern, Centre for Policy Research, New Delhi
56. Ramya Kapoor, Centre for Policy Research, New Delhi
57. Amit Gordon, Consumer Unit & Trust Society (CUTS)
58. Sawmya Chandok, Student, Faith Academy
59. Usha Mahajan, Freelancer
60. Ramesh Mahajan, Freelancer
61. Madan Kr. Dubey, FSD
62. Awinda Chatterjee, IDRC
63. Seema Bhatia Panthaki, IDRC
64. Harsh Chandola, IRPPolicy.com
65. Manas Dowlani, International Youth Council
66. Sangita Vyas, R. I. C. E
67. Aashish Gupta, R. I. C. E
68. Prerana Bhaduli, Research Scholar, JNU
69. Akanksha Singh, Research Scholar, JNU
70. Khushboo Aggarwal, JNU
71. S. K. M. D. Azharuddin, JNU
72. Arjun Kumar, JNU
73. Paramita Datta Dey, NIUA
74. Mansi Maheshwari, Nirma University
75. Rajesh Aggarwal, Management Trainee, Outline India
76. Purva Joshi, Oxford Policy Management
77. Joyita Ghosh, PRS Legislative Research
78. Apoorva Shankar, PRS Legislative Research
79. Ajay Kumar Chawariya, Programme Coordinator, Public Health Resource Network
80. Mitali Joshi, School of Planning & Architecture, Delhi
81. Saurabh Sinha, Law Research, Supreme Court of India
82. Ruchi Thakur, Student (UB)
83. Manish Aggarwal, Tata Institute of Social Sciences
84. Ashish Kumar, Tata Institute of Social Sciences
85. R. Johri, TERI
86. Suneel Pandey, TERI
87. Nidhi Pasi, Water Aid
88. Puneet Srivastava, Water Aid
89. Dr. Chandrkant Lahariya, WHO India
90. Rinku Murgai, World Bank
91. Apurba Mitra, WRI
92. Milan Sharma, Lamin DNA (Zee Media)
93. Swapnil Gaur, Student (LLB)
94. Bijjoyini Ghosh, Student (LLB)
95. Yuraus Srinivas
96. Hemant Kumar

ANNEXURE II: SPEAKER PROFILES

Rajarshi Mitra is an officer of the 2012 batch of IAS. He is presently serving as the Sub Divisional Officer of Ranaghat, Nadia, and in that capacity he has had a direct role in organising, coordinating, and implementing 'Sabar Souchagar', the Nadia district initiative at achieving total sanitation and sanitary health.

Avirup Bose is an officer of the West Bengal Civil Service (Executive) of the 2002 batch. As the Secretary, Nadia Zilla Parishad he had an important role in organising, coordinating and implementing the Sabar Souchagar programme.

Shubhagato Dasgupta is a Senior Fellow at the Centre for Policy Research, New Delhi, and Director of the Scaling City Institutions for India (Sci-Fi) Sanitation initiative at CPR. His current research focuses on drinking water and sanitation in India and the world, with particular reference to flagship government programs and service delivery challenges in smaller cities. Other major areas of work include urban infrastructure and service delivery financing, housing and slum rehabilitation, urban sector public finance, and urban environmental infrastructure planning, management, and investment, alternatives. Before CPR, he led the Support to National Policies for Urban Poverty Reduction project, a collaboration between the UK's Department for International Development (DFID) and India's Ministry of Housing and Urban Poverty Alleviation to develop pro-poor urban policies. He has also worked on issues of urban development with a wide range of other public, private, multilateral, and non governmental organisations, including as Senior Urban Specialist at the World Bank, Assistant Vice President at the Infrastructure Development Finance Company (IDFC), the Housing and Urban Development Corporation (HUDCO) and The Action Research Unit. In addition Shubhagato has also been worked on private sector participation projects in urban and drinking water programs in eastern and southern Africa for the International Finance Corporation and the Acumen Fund. Shubhagato Dasgupta was trained as an architect at the Centre for Environmental Planning and Technology in Ahmedabad and holds an MSc in housing and development planning from the Development Planning Unit of the University College London. He is also currently undertaking a PhD at the Centre for Urban Studies at the University of Amsterdam.