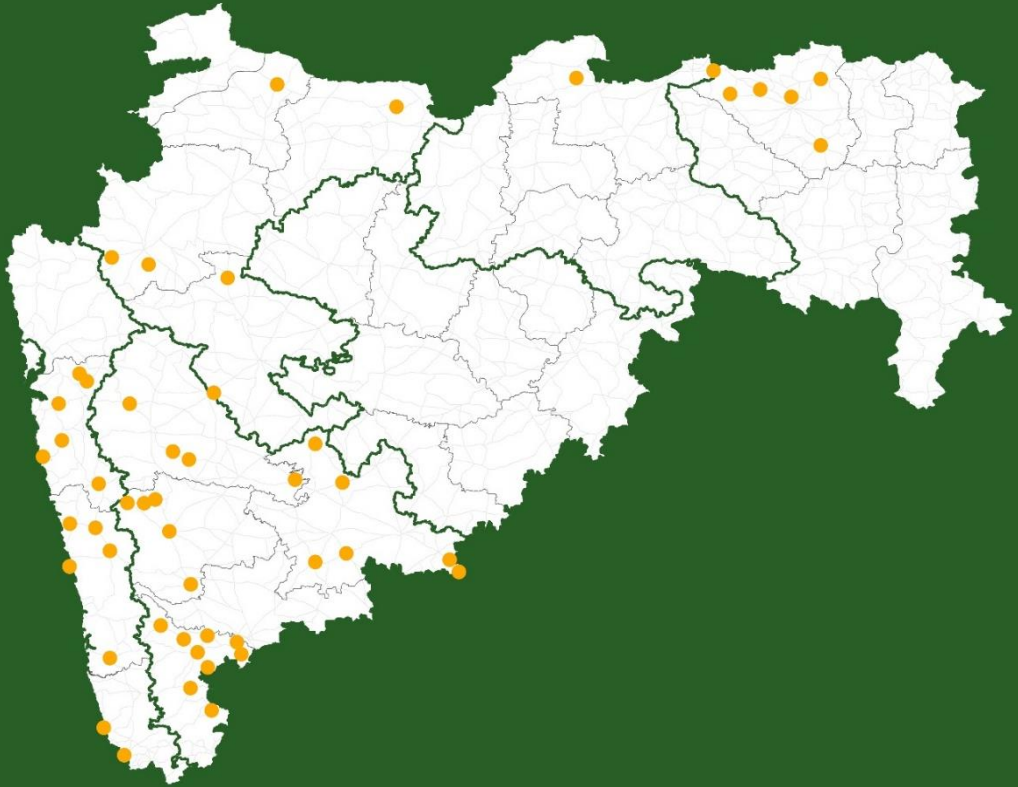




The Pioneers: Making Maharashtra ODF



Swachh Maharashtra Mission (Urban)
Urban Development Department,
Government of Maharashtra

Swachh Maharashtra Mission

A systematic approach by the Government of Maharashtra

Under the Swachh Maharashtra Mission (Urban), the Government of Maharashtra envisages 'ODF communities' moving towards 'ODF+ and ODF++ communities' by addressing the entire service chain of sanitation and not focussing only on the number of toilets constructed in the cities. The Government of Maharashtra has adopted a systematic approach by viewing the city as a unit and encouraging city managers to move towards improved sanitation – this will happen by prioritising access and use of own toilets and implementing plans for the safe management of faecal waste.

The objectives of the mission are:

- Eliminate open defecation.
- Eradicate manual scavenging.
- Use modern and scientific municipal solid waste management.
- Effect behavioural change regarding healthy sanitation practices.
- Generate awareness about sanitation and its linkage with public health.
- Augment capacity for urban local bodies.
- Create an enabling environment for private sector participation in Capex (capital expenditure) and Opex (operation and maintenance).

Photo credits: The photographs have been taken from the Swachh Maharashtra website and PAS documents.

ODF cities in Maharashtra



The Swachh Maharashtra Mission (Urban) was launched by the State government with the aim of creating 'Sustainable ODF communities'. In a short span of time, the mission has resulted in 52 ODF cities. This document summarises the initiatives taken by ODF cities to achieve and sustain ODF status. It also highlights the extra efforts taken by some proactive urban local bodies (ULBs) and certain case-specific solutions that were devised to address local challenges. Individual reports of the 19 ODF cities have been referred along with discussions with ULB officials of these cities. The individual ODF reports are available on the official website of the Swachh Maharashtra Mission.





Foreword

The Swachh Maharashtra Mission (Urban) was launched on May 15, 2015, with a vision to ensure access to safe and clean sanitation and waste management across Maharashtra. A mass movement and national campaign for cleanliness has been initiated by Honourable Prime Minister Mr Narendra Modi to fulfil Mahatma Gandhi's dream of a clean and hygienic India, and we are committed to fulfil this dream by eliminating open defecation in the State by 2017.

'Swachh Maharashtra Mission' is a mission led by local governments and facilitated by the State government. With support and guidance from Urban Development Department, all urban local bodies in Maharashtra are committed to make Maharashtra Open Defecation Free (ODF) by October 2017.

The Urban Development Department and Team Swachh Maharashtra have documented individual city reports for 19 cities which were declared open defecation free in the first phase of the mission on October 2, 2015. By the second phase, 51 Municipal Councils and 1 Corporation had attained ODF status. This report provides a summary of the process that was adopted by these ODF cities to attain ODF status. It also highlights the key findings which will be useful for city managers of other cities in Maharashtra and other States in India to achieve and sustain ODF status.

The Government of Maharashtra's journey towards becoming an ODF State will certainly become a source of inspiration for other States.

Mr Devendra Fadnavis
Chief Minister,
Government of Maharashtra
October 13, 2016



Message

Swachh Maharashtra Mission, which has been implemented with full dedication under the dynamic leadership of Chief Minister Mr Devendra Fadnavis, Maharashtra, is progressing towards 'Swachh Bharat' in the true sense. 'Swachhetechi Saptapadi' – Seven Steps to Cleanliness – was introduced by the Government of Maharashtra as a roadmap to Swachh Maharashtra. Local governments are further facilitated and encouraged by the State through building their capacities and engaging in a dialogue with them at various workshops and discussions. Today, results of State-level efforts are evident at the local level. In fact, some cities have become role models for other cities and States.

The mission has witnessed phenomenal success owing to the local leadership which has played a crucial role in shouldering the responsibility to achieve the targets and have responded phenomenally to Swachh Maharashtra Mission. Nineteen Open Defecation Free Cities had laid the foundation of 'ODF Maharashtra' on October 2, 2015, followed by 33 more cities which attained ODF Status in the second phase of the mission. This has generated tremendous energy at the city level. This is evident through a range of innovative activities and convergence of various mission mode projects done at local level for making their cities ODF.

This report is the result of team work and synergy of contribution from 'Team Swachh Maharashtra' and all urban local bodies in Maharashtra. I wish to place on record my deep appreciation of this team effort and hope that implementers and stakeholders in the State and in India will find this report useful in understanding the process of making cities ODF.

Dr Ranjit Patil,
Minister of State
Government of Maharashtra
October 13, 2016



Preface

Swachh Maharashtra mission is being implemented by the Urban Development Department, Government of Maharashtra, with the vision to make the State clean by October 2017, under the dynamic leadership and able guidance of Hon Chief Minister Mr Devendra Fadnavis.

Maharashtra has been one of the leading States in India in terms of achieving its targets to become open defecation free by October 2, 2019. Some of the cities in Maharashtra have already become role models to other States, in order to spread the learnings from these proactive cities, the Urban Development Department and team Swachh Maharashtra have prepared reports for the 19 cities which attained ODF status in the first phase of the mission. By the second phase, 51 Municipal Councils and 1 Corporation had attained ODF status. This report provides a synopsis of how the ODF cities attained and sustained their open defecation free status. The report also provides information about the initiatives taken by the cities towards becoming ODF+ and ODF++.

This report is the result of team work and synergy of contribution from 'Team Swachh Maharashtra' and all urban local bodies in Maharashtra ably assisted by CEPT University, Ahmedabad, and RCUES, All India Institute of Local Self-Government (AIILSG), Mumbai. I wish to place on record my deep appreciation of this team effort and hope that implementers and stakeholders in the State and in India will find this report useful in understanding the process of making cities ODF.

Mrs Manisha Patankar-Mhaiskar, IAS
Secretary, Urban Development Department
Government of Maharashtra
October 13, 2016

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Acronyms and Abbreviations

CBO	Community-based organisation
CSR	Corporate Social Responsibility
GoM	Government of Maharashtra
GR	Government Resolution
HH	Household
IFSM	Integrated faecal sludge management
MBBR	Moving Bed Biofilm Reactor
MC	Municipal Council
MoUD	Ministry of Urban Development
NGO	Non-governmental organisations
O&M	Operation and maintenance
OD	Open defecation
ODF	Open defecation free
SBM	Swachh Bharat Mission
SHG	Self Help Group
SMM	Swachh Maharashtra Mission
SMMU	Swachh Maharashtra Mission Urban
STP	Sewage treatment plant
ULB	Urban local body



INTRODUCTION

Introduction

With 67 per cent of rural households and 13 per cent of urban households defecating in the open, India accounts for almost 59 per cent of the 1.1 billion people who practice open defecation.^{1, 2, 3} Open defecation is deeply rooted in India, and it has persisted as a *de facto* norm for many people.

Apart from tradition, the practice of open defecation in urban India exists due to poverty, with most people not being financially capable of prioritising the building of toilets in their homes. Urban areas also face the issue of high densities which results in a lack of space for safe sanitation practices.

Based on a 2012 National Sample Survey report, around 1.7 per cent of households across India defecate in the open despite having toilets, which demands a behavioural change in the way people perceive toilets and their use.⁴ It has now been acknowledged on various national and international platforms that simply increasing access to toilets does not convince people of their value and utility. The 'Swachh Bharat Mission' (SBM), launched in October 2014, thus focuses on improving access to improved sanitation facilities not only through increasing toilet coverage but also increasing its use. The SBM includes two sub-Missions: the Swachh Bharat Mission (Gramin) and the Swachh Bharat Mission (Urban), which aims to achieve Swachh Bharat (Clean India) by 2019.

Swachh Bharat Mission (Urban)

Swachh Bharat Mission (Urban) was launched in October 2014 covering 4,041 statutory cities and towns of India. The Mission will be in force till October 2019, the 150th birth anniversary of Mahatma Gandhi. SBM (Urban) is being implemented by the Ministry of Urban Development (MoUD) for urban areas: guidelines have been drafted for SBM (Urban) to guide and channelize the proper and required support from State governments for its implementation.

SBM emphasises generating awareness, sharing information and creating behaviour changes to bridge the gap between building toilets and their proper use, which is clearly reflected in the Mission objectives.

¹ Official website of Census of India. 2011 [online]. Available at <http://www.censusindia.gov.in/2011census/Hlo-series/HH08.html> [Accessed August 30, 2016].

² Ibid.

³ Official website of World Health Organization. 2012 [online]. Available at http://www.who.int/water_sanitation_health/monitoring/jmp2012/fast_facts/en/ [Accessed August 30, 2016].

⁴ Mallapur, Chaitanya. January 27, 2016 [online]. Available at http://www.business-standard.com/article/news-ians/70-percent-of-urban-india-s-sewage-is-untreated-special-to-ians-116012700559_1.html [Accessed August 30, 2016].

The objectives of the Swachh Bharat Mission (Urban) are:

- *Eliminate open defecation.*
- *Eradicate manual scavenging.*
- *Use modern and scientific municipal solid waste management.*
- *Effect behavioural change regarding healthy sanitation practices.*
- *Generate awareness about sanitation and its linkage with public health.*
- *Augment capacity for urban local bodies.*
- *Create an enabling environment for private sector participation in Capex (capital expenditure) and Opex (operation and maintenance).*

Swachh Maharashtra Mission

As per the guidelines of Swachh Bharat Mission (Urban), all urban local bodies (ULBs) have to provide toilets to all households which have no latrine within the premises, and an effective solid waste management system. To implement this, the Government of Maharashtra (GoM) issued a Government Resolution (GR) on May 15, 2015, for launching 'Swachh Maharashtra Mission (Urban).⁵ The Mission has been envisaged not as a one-time campaign but as a public movement towards holistic and sustainable sanitation improvement across the State. To achieve this, three key areas have been identified:

1. Making all cities open defecation free (ODF) with access to improved sanitation.
2. Scientific management of municipal solid waste.
3. Safe management of septage and wastewater.

The Swachh Maharashtra Mission (SMM) has been strategically planned to make and sustain cities to be ODF. SMM adopts a demand-based model to eradicate open defecation wherein the demand for construction and use of toilets is generated. Such a model addresses the preferences of the users and has been proven to be more sustainable in the long term.

In cognizance with the demand-based model for increasing use and access to individual toilets, the State government has directed ULBs to provide ULB-level subsidy of Rs 5,000 from the 14th Finance Commission funds or from the ULB's own funds, in addition to the Central and State government subsidy of Rs 12,000.

⁵ Official website of Swachh Maharashtra Mission. 2015 [online.] Available at <https://swachh.maharashtra.gov.in/1114/State-Government?Doctype=6D183662-3FC2-46C2-A4F2-2616E79715BC> [Accessed August 30, 2016].

The decision of the GoM in making 'ODF communities' is aimed at tackling the negative externalities of open defecation, mainly targeting:

- *Health risks: Globally, diarrhoeal diseases caused by inadequate sanitation account for around 760,000 deaths among children younger than five years. Even where ill health caused by poor sanitation does not lead to death, children face stunting, poor nutrition and lowered school attendance.*
- *Safety and dignity of women: Open defecation also puts at risk the dignity of women. Women feel constrained to relieve themselves only under the cover of dark, for reasons of privacy to protect their dignity.*
- *Environmental degradation: The Draft Guidelines for Preparation of Legislation for Framing Drinking Water Regulation, 2007, and WHO Guidelines for Drinking Water Quality, 2008, identify open defecation as the source of organic, bacterial, groundwater and surface water pollution, and also mention that it contaminates catchment areas.*

Sustainability of ODF status has been given special emphasis, for which sustainability guidelines have been developed. The sustainability guidelines focus mainly on three major parameters – (a) Behaviour change and community mobilisation; (b) Sustaining access to toilets for households, in schools and public places; and (c) Governance and financing – for which a set of 12 interventions have been framed. The guidelines for sustaining cities as ODF have been drafted by the Urban Development Department, GoM, and have been shared with all the collectors of the 52 ODF cities. These guidelines will further be sent by the collectors to municipal councils of the 52 ODF cities. (*Refer Annexure 1 for Guidelines for Sustaining Cities as Open Defecation Free (ODF).*)

The focus of SMM is towards improved sanitation as well as on construction of good quality individual toilets. Safe and regular management of the faecal waste that is generated by these toilets has been addressed through development of ODF+ and ODF++ cities. The State is the first in the country to develop a framework to define ODF cities as ODF, ODF+ and ODF++ cities. (*Refer Annexure 2 for 'Framework of ODF+ and ODF++ Cities'.*)

Concept of ODF, ODF+ and ODF++ Cities

To encourage ULBs for taking into consideration the entire service chain of sanitation, the GoM has developed the concept of ‘‘ODF+ Cities’ and ‘ODF++ Cities’ (see Figure 1).

Figure 1: Categorising ODF Cities



ODF+ and ODF++ status can be achieved by a city if it satisfies three criteria:

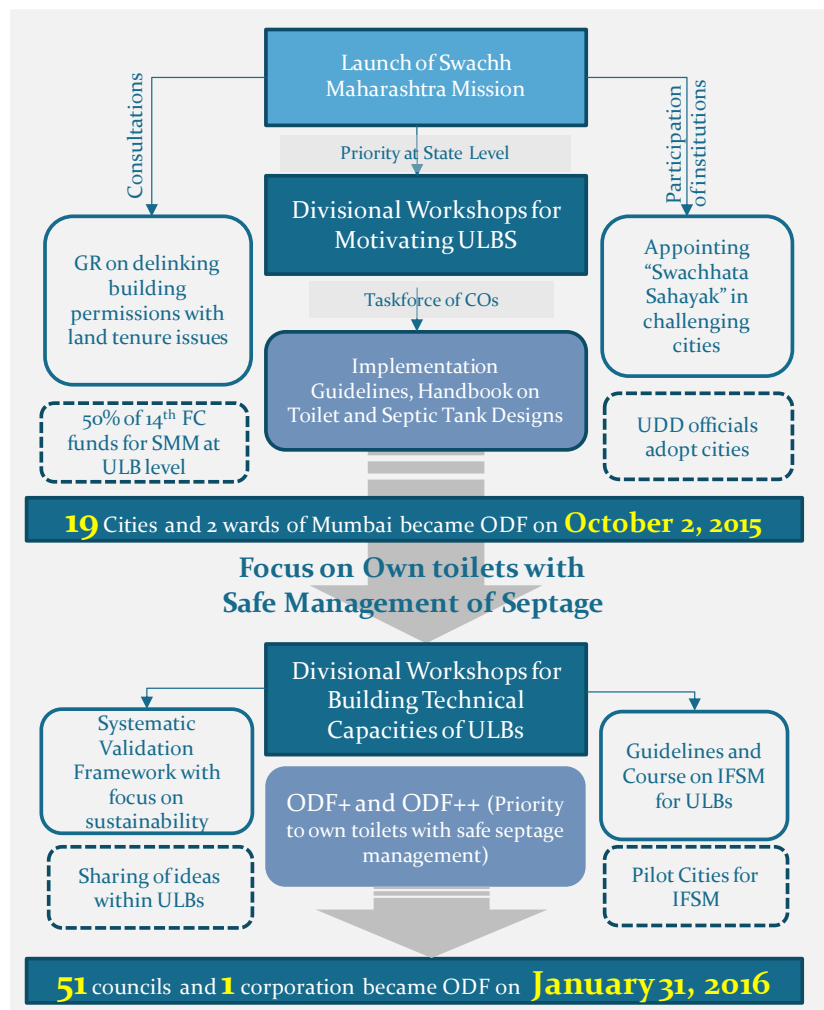
1. Increased coverage of ‘own toilets’.
2. Safe collection, conveyance and treatment of septage.
3. Safe collection, conveyance and treatment of other wastewater, including effluent from septic tanks and greywater from kitchens and bathrooms.

Systematic Approach of Swachh Maharashtra Mission

The SMM process was **Figure 2: Systematic Approach towards Swachh Maharashtra Mission**

initiated with the release of a GR for launching the Mission (see Figure 2). This was followed by consultations, divisional workshops etc, for motivating ULBs.

Consultations for addressing land tenure issues and fund mobilisation under the 14th Finance Commission were held. Appointment of a taskforce of Chief Officers (COs) and Swachhata Sahayaks (Cleanliness Helpers) was also done. Government

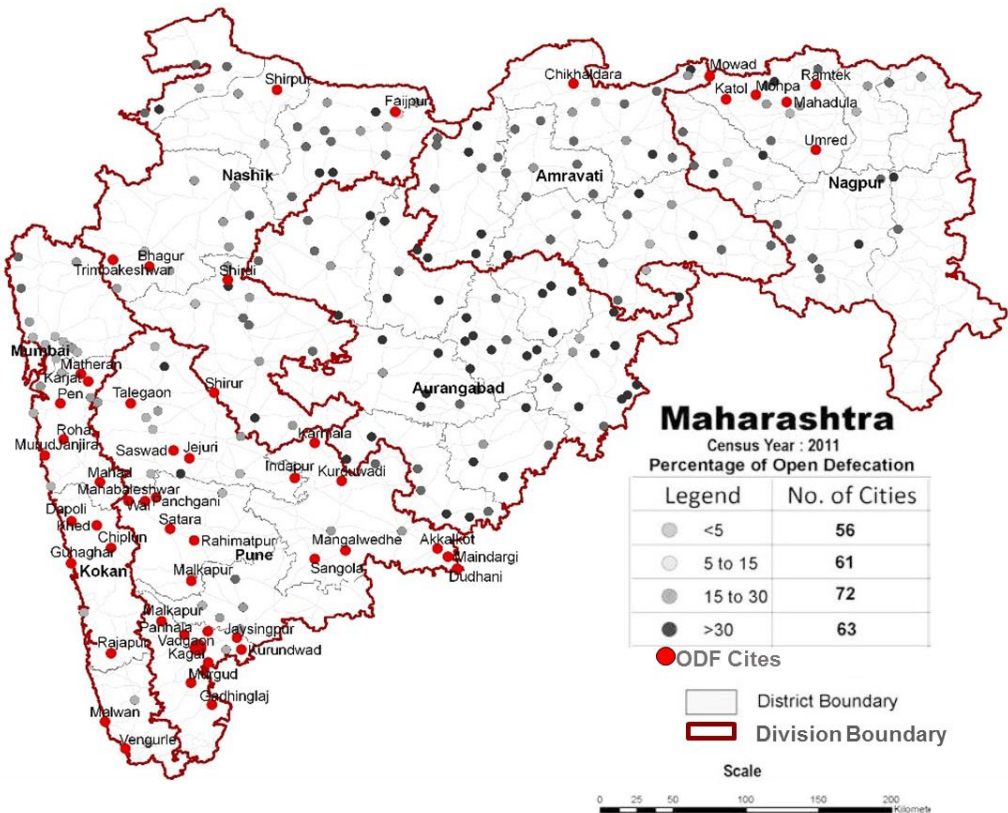


officials were encouraged to adopt cities to become ODF. SMM implementation guidelines and a handbook on toilets and septic tanks' designs were developed to assist ULBs in proper implementation of the Mission. A systematic validation framework was developed to ensure the authenticity and sustainability of the self-declared ODF cities. (Refer Annexure 3: Framework for Validation of Self-declared ODF Cities Efforts for Making City ODF.)

A second round of divisional workshops were held to build technical capacities of the ULBs. Workshops showcasing best practices and to share ideas were also conducted. To address the safe management of septage and wastewater, training sessions for septage management were conducted, which are supported by guidelines and courses on integrated faecal sludge management (IFSM).

In the first and second phase of the Mission, 52 cities from the State reciprocated to the Mission’s pledge by taking several initiatives for cleanliness and achieved open defecation-free status. These cities were formally awarded ODF Status by the GoM on October 2, 2015, and February 3, 2016. The GoM also awarded three ‘Swachhata Doots’ (Cleanliness Messengers) in the smaller cities of Maharashtra, who prioritised constructing their own toilets over other needs.

Figure 3: ODF Cities of Maharashtra as on October 2, 2015



This document summarises the initiatives taken by the ODF cities to achieve and sustain ODF status. It also highlights the extra efforts taken by some proactive ULBs and certain case-specific solutions that were devised to address local challenges. Individual reports of the 19 ODF cities have been referred along with discussions with ULB officials of these cities. The individual ODF reports are available on the official website of the Swachh Maharashtra Mission.

(The individual reports of 19 ODF cities are available on the official URL of the Swachh Maharashtra Mission, at

<https://swachh.maharashtra.gov.in/Site/common/viewdocuments.aspx?Doctype=c1fce94a-5217-4231-bfff-1cfaf5b9ca8a>)

Journey Till Now



Launch of the Mission

May 15, 2015

On May 15, 2015, the GoM issued a GR for launching 'Swachh Maharashtra Mission Urban (SMMU)'. Through this GR, the GoM declared additional subsidy of Rs 8,000 per toilet.



Mumbai



Nashik



Kolhapur



Nagpur

Regional Workshops

Regional workshops were conducted to launch the mission, where 'Swachhata Saptapadi' was taken by the officials.



Step 1: 19 Cities ODF

October 2, 2015

Nineteen cities and two wards of Mumbai self-declared themselves to be ODF. On October 2, 2015, they were awarded by the Chief Minister of Maharashtra for their efforts. The GoM also awarded three Swachhata *Doots* (Cleanliness Messengers) from small cities of Maharashtra, who prioritised constructing their own toilets over their other needs.



Divisional Workshops

The division-level workshops aimed at triggering the city-level activities by briefing all the ULBs about targets envisaged and their responsibilities to achieve them. Presidents and Chief Officers of all the ULBs participated in these workshops.



Step2: 52 Cities ODF

October 31, 2015

A total of 52 cities in the State, and two wards in the city of Mumbai, have become ODF as on January 31, 2016. These cities were awarded by the Hon. Chief Minister of Maharashtra for their Efforts.



Maha-Cleanathon

September 3, 2016

A marathon was organised on September 3, 2016, where 65 lakh man-hours were committed towards the mission. An event was organised to felicitate officials and citizens who have been instrumental in making the mission a success.



Step3: 100 Cities ODF

October 13, 2016

As part of the third successful step, 100 cities were declared ODF. These cities were awarded by the Chief Minister of Maharashtra for their efforts.

STEPS TO ACHIEVE AND SUSTAIN ODF STATUS

Steps to Achieve and Sustain ODF Status

Given here are the basic strategies adopted by most ODF cities to achieve ODF status. These have been categorised based on the process of SMM (as mentioned in the handbook on *Making Cities Open Defecation Free – Systematic Approach in Maharashtra.*)

Figure 4: City-level Approach to Achieve ODF Status as per SMMU Handbook (Vol1)

A Planning

1. Identification of Issues and Gaps through City-level Surveys
2. Development of City-specific Strategy
3. Formation of City-level SBM Cell
4. Development of Implementation Mechanism

B Implementation

5. Awareness Generation and Advertising of Scheme
6. Application Process
7. Construction of Toilets
8. Elimination of Open Defecation Practices

C Sustaining ODF Status

D Efforts towards ODF+ & ODF++

A Planning

- 1. Identification of Issues and Gaps through City-level Surveys**
- 2. Development of City-specific Strategy**
- 3. Formation of City-level SBM Cell**
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- 5. Awareness Generation and Advertising of Scheme**
- 6. Application Process**
- 7. Construction of Toilets**
- 8. Elimination of Open Defecation Practices**

C Sustaining ODF Status

D Efforts towards ODF+ & ODF++

A.Planning

A.1 Planning: Identification of Issues and Gaps through City-level Surveys

To analyse the current situation, all ULBs have conducted household surveys to get information on: number of households with and without individual toilets, households defecating in the open, OD spots, and the number and condition of community and public toilets in the city. The survey for community toilets included detailed information on location, total number of blocks, number of seats available (male and female), number of functional seats, land ownership pattern (government, municipal council, private), and type of toilet. These surveys helped the ULBs in preparing city-level strategies.

Household surveys conducted twice

Guhagar MC conducted household level surveys twice to know the exact reason behind continued open defecation. The first survey highlighted that community toilets were not functional and had unhygienic conditions. Toilets were repaired on a priority basis but that didn't led to reduction in open defecation. Hence a second survey was conducted and it was found that problem was with behaviour in the people. Awareness campaigns were the organised.

Identifying garbage spots along with household survey

Khed MC conducted surveys for identifying garbage spots along with the other surveys that are part of the guidelines of the SMMU. These dumping spots were cleaned during the cleanliness drive.

Two rounds of household surveys conducted

Mahabaleshwar MC conducted two rounds for survey: one for assessment of households resorting to open defecation; and the other for assessing the process of toilet construction. This survey was conducted by the supervisors.

Swachhata *Doots*(Cleanliness Messengers) present along with council members for household surveys

Malkapur NP appointed Prabhadg-wise Swachhata *Doots* for intense follow up with communities regarding toilet use and construction. These *Doots* conducted the surveys along with the councillors.

Special training sessions by council members for those conducting the survey

Satara MC conducted the household survey with the help of school teachers. Before conducting the survey, the teachers were given special training by the council members.

Use of personal digital assistants (PDAs) to generate sanitation database though survey

Wai MC conducted a city-wide property survey using personal digital assistants (PDAs) to generate sanitation database required for implementation of schemes for more targeted and effective interventions.



Special training session for those conducting the survey in Satara MC.



Personal digital assistants (PDAs) used for conducting surveys in Wai MC.

A.2 Development of City-specific Strategy

The major outcome of the household surveys was getting the current status of sanitation infrastructure in the ULBs. Targets were decided based on the survey figures, and a city-specific strategy was devised to achieve the targets. The main targets are for the number of individual toilets to be constructed, number of community toilets to be refurbished or constructed, change of land use of the OD spots, awareness generation programmes etc. Some ULBs are following the action plan formulated at the district level to achieve and maintain ODF Status. Under the guidance of the Collector, all the ULBs falling under Solapur district formulated a seven-step action plan, called “‘Solapur Pattern’, to make cities ODF.

A.3 Formation of City-level SBM Cell

Teams consisting of the Chief Officer, President, Vice President, Sanitary Inspector, Engineer, Accounts Officer and Sanitation Committee members have been formed by most ULBs to conduct the Mission. The formation of a formal separate ‘SBM Cell’, though, has not been noticed in most ULBs.

A.4 Development of Implementation Mechanism

It is suggested that ULBs develop an implementation mechanism before the on-the-ground implementation of the scheme. The major aim of this exercise for the ULBs is to set and understand their targets for achieving ODF status. It would help frame a time-bound activity listing with requirements in terms of staff as well as other efforts on the part of the ULB.

Formation of SBM Cell and defined roles and responsibilities

Bhagur MC decided to form an independent Cell to implement Swachh Maharashtra Abhiyan (Urban) in the city. Three officials were dedicated for this Cell, and their roles were to:

- Implement the Government Resolutions related to SMMU.
- Conduct surveys at the city level.
- Take various actions to implement the scheme.

A Planning

1. Identification of Issues and Gaps through City-level Surveys
2. Development of City-specific Strategy
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7. Construction of Toilets
8. Elimination of Open Defecation Practices

C Sustaining ODF Status

D Efforts towards ODF+ & ODF++

B. Implementation

B.1 Awareness Generation and Advertising of Scheme

Awareness generation programmes have been conducted by ULBs to bring about a behavioural change in people towards sanitation. These awareness generation activities focused on the need and importance of using own toilets. Along with behavioural changes, these programmes are also targeted to provide information about the Mission and its benefits.

Some of the awareness generation activities conducted by most ULBs were:

At the city Level: Advertisements in local newspapers; handouts distributed to people; announcements through loudspeakers using autos; displaying banners at strategic locations in market places, OD spots, community toilets, major road junctions and council office; street plays; puppet shows; rallies; etc.

At the community level: Ward-level meetings with households lacking access to individual toilets were conducted by council members with elected representatives leading the meetings; focus group discussions with self-help groups and non-governmental organisations (NGOs) have been organised by the ULBs to generate awareness.

School children were also included in these programmes through presentations, essay and drawing competitions and forming squads of children.

Along with awareness generation, these meetings also focused on the problems faced by people without individual toilets. People were told how they could take advantage of the financial help offered under the SMM, as well as the method and procedure of application for the construction of individual toilets. A few ULBs have also assisted citizens in opening bank accounts to avail the subsidy.



Council officials explain the importance of toilets to the beneficiaries in Bhagur MC.

A graphic for a public announcement in Satara Municipal Corporation. It features the 'dea' logo and the title 'जाहिर आवाहन' (Public Notice). The text in Marathi describes the 'Swachh Bharat Mission' and encourages citizens to use their own toilets. It provides contact information for WhatsApp (777 402 8888), Facebook (www.facebook.com/mysataracity), and Twitter (@SataraMunicipal). At the bottom, it lists the names and titles of officials: अभिजीत बापट (Municipal Commissioner), रविंद्र मुट्ठीम (Municipal Engineer), जयवंत भोसले (Municipal Engineer), and विजय बडेकर (Municipal Engineer). A red banner at the bottom says 'सर्व नागरिकांनी या सुविधांचा लाभ घ्यावा..!'. The MENTA CELLULAR logo is also present.

An example of a public announcement on social media in Satara MC.

Use of social media to spread awareness and provide updates about the scheme

Satara MC: Along with complaint redressal systems, Satara MC has used social media platforms such as Facebook, Twitter and WhatsApp to inform citizens about various activities undertaken in the city, news updates about the scheme and for awareness generation.

One-on-one meetings between council members and households defecating in the open

Bhagur MC conducted one-on-one meetings with all 24 households, who used to defecate in the open, about the importance of using toilets for defecation. Problems expressed by these beneficiaries were discussed and probable solutions were made.

Mahabaleshwar MC conducted door-to-door visits to bring about awareness amongst the 25 households whose applications were verified.

Wai MC: Council members conducted group meetings with households, who defecate in the open, about the scheme and addressed issues that the households faced to facilitate application processing and approval.

Awareness generation through advertisements on local cable channel

Khed MC and Wai MC: Information about the Mission and the ill effects of open defecation were widely advertised through local cable channels and newspapers by Khed MC.

Involvement of 'Self Help Groups (Mahila Bachat Gats)' for awareness generation

SataraMC: Numerous 'Mahila Bachat Gats' were mobilised for awareness building in their own areas of operation. Leaders of the 'Bachat Gats' toured the city and held several night meetings in neighbourhoods.

Showcasing of informative audio visuals during festivals and public gatherings

Wai MC utilised large gatherings and events, such as the Ganapati festival, to showcase short movies made to generate awareness regarding the benefits of own toilets and group toilets. Important information about the application process of the scheme was also included in the movie.

Involving NGOs for awareness generation

Mahabaleshwar MC (MMC): Under the IEC programme, the MMC along with Pune-based NGO Shashwat Eco Solutions, ABP News and Bank of Maharashtra, and in the presence of an MLA, carried out various awareness generation activities in the city.

Dapoli MC: Active members of society and NGOs were involved by the council for awareness generation activities.

Satara MC: NGOs, council members and citizens were actively involved in making their city ODF. With the help of NGOs, various awareness generation activities were conducted by the council members, including the elected representatives (President and Vice President).



Screening of an informative movie by the Wai MC.



Ward-wise community-level meetings were conducted in Wai MC, in the presence of elected representatives.



Awareness generation activities organised by the Mahabaleshwar MC.

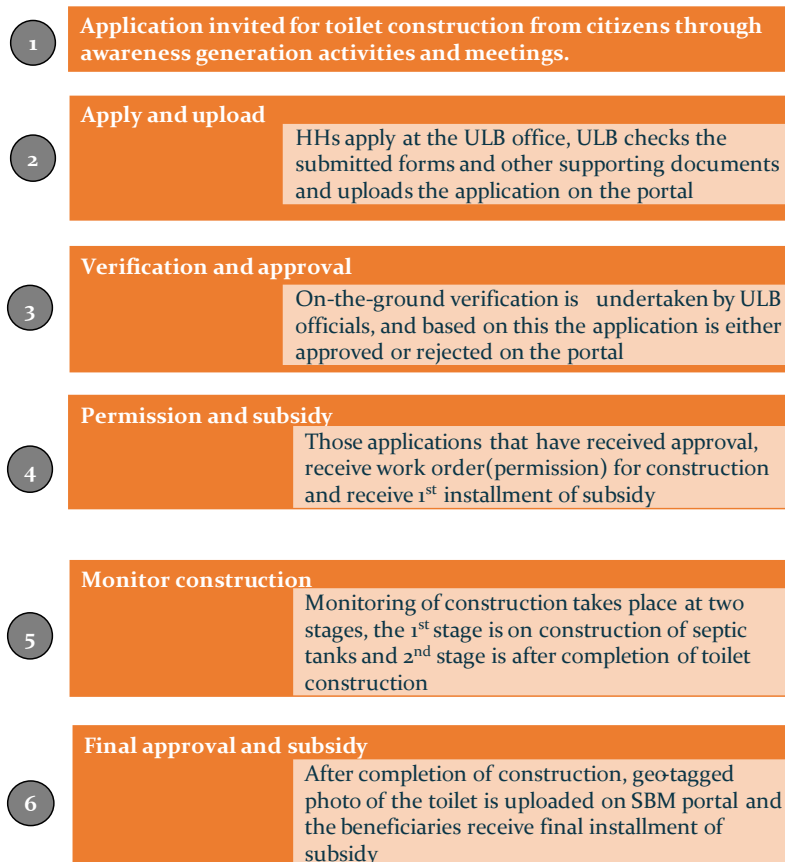
B.2 Application Process for Toilet Construction

The process of applications under the SBM scheme is based on providing a streamlined process targeted at addressing the demand for own toilets. It is based on various cross checks and verifications to provide financial and technical assistance to deserving households not having their own toilets.

Figure 5 depicts the key steps that have been followed by ULBs to achieve targets for individual toilet constructions.

Most ULBs have appointed a supervisor who is responsible for monitoring the construction of the toilets from the application to the final construction stage. He is paid on the basis of the number of toilets he monitors. The locations of the proposed toilets were also visited and verified by council officials of some ULBs.

Figure 5: Process for Individual Toilet Construction under the SBM



B.3 Construction of Toilets

B.3.1 Individual Toilets

Construction of individual toilets is one of the primary focuses of the SBM mission. To effectively carry out the application process, an implementation mechanism is suggested for the ULBs to follow. Most ULBs have followed these steps and have been able to generate and fulfil the demand for individual toilets.

- 1) **Generating demand for individual toilets:** Households who lacked sanitation facilities were identified based on the results of the household surveys. Ward-level meetings were organised for the distribution of application forms. ULBs provided support to the households in filling out the forms. Technical support is provided by most ULBs to households which are ready to construct individual toilets using their own funds.
- 2) **Receiving, verifying and approving applications:** Applications received by the ULBs are first checked. Documents such as Aadhaar card, passbook photocopy, photograph, ration card, voter ID and property tax receipts are required to be submitted; they are then uploaded on the SBM portal under 'Applications Received'. The requirement of documents varies for different ULBs but Aadhaar

card and bank passbook are two mandatory documents that an applicant has to submit.

Applications that have correct and adequate documents as prescribed in the form are sent for verification. A 'Verifier' (a member of the council staff) conducts on-the-ground verification, assessing space availability and other technical specifications for toilet construction and safe disposal of waste. An 'On-the-ground Verification' form is filled and uploaded by the ULB under 'Applications Verified'. Applications are then segregated as 'Accepted' and 'Rejected'. A ward-wise record is made of rejected forms with reasons for rejection. Incomplete forms without supporting documents or mobile numbers are recorded separately.

An 'Approver' (CO of the council) approves the accepted applications. Approved forms are uploaded on the portal under 'Applications Approved'.

- 3) **Issue of Work Order and release of 1st instalment of subsidy:** Work Order for constructing the toilet is issued to applicants who have been approved. An affirmation letter is taken from the applicant on Rs 100 bond paper. Toilet construction is supposed to start within seven days of the funds being transferred to the beneficiary's bank account.
- 4) **Monitoring and release of 2nd instalment post completion of the toilet:** ULBs conduct monitoring of toilets during the important stages of construction to assess the quality and design of the toilets. It is up to the discretion of the ULB as to when and how it wants to divide the instalments of the subsidy. Most ULBs divide the subsidy into three instalments to have a uniform availability of funds for the beneficiary. Post completion of the toilets, the final instalment is released.



The application process underway in the ULB office in Wai.



Uploading of applications received in Wai.



A contractor training workshop being conducted in Wai.



A capacity building workshop being conducted in Wai.



A group toilet in Mahad.



A completed group toilet in Wai.

B.3.2 Community Toilets

Efficient maintenance of community toilets and adequate seats per household (HH) have been two important aspects that have positively influenced the cities in achieving ODF status to a certain extent. According to the SBM guidelines, a focus of the SBM is to make community toilets functional.⁶

Since health risks associated with the use of community toilets are high, it is advised that they be used only in cases where individual toilets are not possible at all. Some of the key steps taken by ULBs for the efficient use of community toilets are:

1. Surveys for Assessment of Community and Public Toilets

Most ULBs have carried out surveys of community and public toilets to assess their functionality and adequacy. Strategies for improvement were formulated based on these surveys.

2. Mission Mode Maintenance of Community and Public Toilets

Most ULBs, especially in tourist-heavy cities, have outsourced the cleaning and repair works of community toilets to private contractors under supervision of the ULB. On an average, private contractors are paid Rs 100 per month per seat for the operation and maintenance (O&M) of community toilets. The toilets and urinals are cleaned twice a day. Certain ULBs, such as Satara MC, have outsourced all the sanitary services to private contractors since 2000. They plan to continue this strategy since it has led to increased accessibility and use of the community toilets.

Most ULBs maintain a daily log of the cleaning schedules of toilets by either the ULB staff or private contractors. Some ULBs also take verification signatures from users to engage the citizens.

3. Increasing Number and Quality of Community Toilets

Most ULBs have made an assessment of the condition and number of community toilets and thereafter have increased and upgraded them. A few of the bigger ULBs, such as Satara MC, are exploring the 'pay and use' model of community toilets in markets and commercial areas. Other ULBs, such as Roha MC, have used the council fund as per the 14th Finance Commission to construct new community toilet blocks.

Provision of adequate water supply, electrification and connection to septic tanks were the major aspects that were addressed. Additional water tanks have been constructed by certain ULBs and it was made sure that these tanks are filled by the municipality water connection or through water tankers. Some ULBs have formed a special squad and some have recruited new workers in the sanitation department to monitor the community toilets.

⁶Source: Swachh Maharashtra Mission, Handbook Vol 1, February 2016.

Mapping location of community toilets to access adequacy

Karmala, Malkapur: Community toilets were mapped along with reporting of their conditions and functionality.

Sub-contracting all sanitation services to private contractors

Satara MC (SMC): With limited staff and cleaning equipment, it was difficult for the Health Department of the SMC to carry out the daily cleaning and maintenance of the toilet infrastructure in the city. Hence, in 2002, a resolution was passed to outsource this activity to private agencies. Outsourcing the maintenance of community toilets assured regular cleaning and thus increased their accessibility to users. Apart from maintaining community toilets, all sanitation services have been outsourced to private agencies. There are 39 contracts for door-to-door collection, two for cleaning community toilets, four for sweeping streets and public areas, and four for cleaning of drains and gutters.

Matheran MC: Being a tourist city, proper maintenance and operation of public toilets was given importance by the council and hence O&M has been outsourced to a private contractor (Seva Foundation from Pune).

Two-storeyed community toilet blocks for locations with space constraints

Mahad MC (MMC) has proposed demolition of two community toilet blocks which are in a dilapidated condition. They will be replaced by a new model, two-storey block with 11 seats – six for male users and five for female users. This double-storey community toilet block has been proposed as a response to space constraints on the existing locations.

Child-friendly arrangements with community toilet blocks

Mahad MC observed that children accompanying adults continued defecating in the open as the community toilets were not child friendly. To circumvent this, the MMC constructed small, open footpaths adjoining these blocks. These were about five portions of land for road construction under the Development Plan.

Provision of public toilets for tourist cities

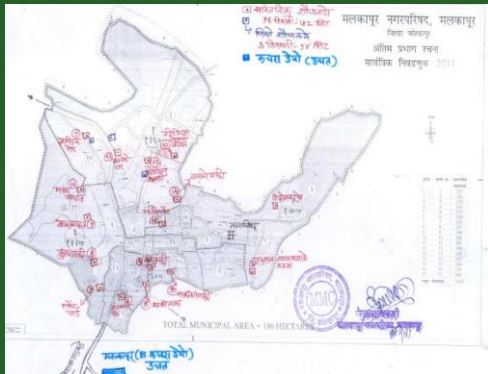
Tourist cities have the challenge for providing public toilets to the floating population. Most of these tourist cities fall under eco sensitive zones or coastal regulated zones, making construction of toilets and treatment plants difficult. But due to the SMMU, coastal cities have got relaxation in CRZ (Costal Regulation Zone) rules and the building permission procedures for building toilets in CRZ areas have been made simpler. Guhagar ULB has taken up the opportunity under the SMMU and has proposed construction of public toilets.

Launch of complaint redressal system to report complaints about community toilets

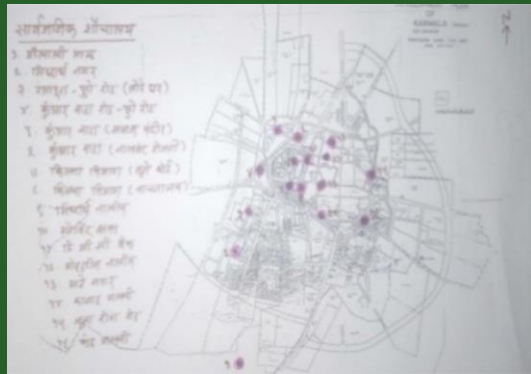
Some ULBs have launched complaint redressal systems by sharing toll-free numbers and WhatsApp numbers to complain about any OD cases, and regarding poor maintenance of drains and community toilets.

New water connections for community toilet blocks

Chiplun MC (CMC) has extended free water connections, supplemented by construction of water tanks at the community toilets, to ensure full functionality of the toilets.



Map prepared from a survey of community toilets in Malkapur.



Map prepared from a survey of community toilets in Karmala.⁷



A toilet for children in Panchgani MC.



Community toilets operated by private contractors in Mahad MC.



Well for water supply in Chiplun MC.



Water tanks being constructed for community toilets in Khed.

⁷Source: Handbook on Good practices under the SMMU.

B.4 Elimination of Open Defecation Practices

B.4.1 Monitoring of Likely Open Defecation (OD) Spots to Prevent OD

Formation of 'morning squad' and conducting 'good morning pathak'

Most cities have formed a 'morning squad' of about five staff members per batch to identify the OD spots within the town and prevent people from defecating in the open. Generally these visits are conducted once a day – early morning between 5am to 8am and in the evening between 7pm to 9pm.

Imposing fines and penalties for repeat offenders based on legal provisions

Apart from monitoring, most ULBs have imposed fines on people defecating in the open. These range from Rs 50 to 1,000. A few ULBs have also proposed that landowners of OD spots be fined– this proved to be a good deterrent as landowners started supervising their plots more closely.

Provision of incentives to ULB staff and persons reporting OD cases

Rewards are granted by some ULBs to people reporting instances of people defecating in the open; these rewards are usually 25 per cent of the fine collected. *Safai karamcharis*(workers for cleaning) involved in the monitoring of OD spots are also encouraged to perform by regular announcements of city-level prizes for the best performing *karamchari* (worker).

Indirect methods for eliminating open defecation

Some indirect methods, such as posting photographs and names in local newspapers, gifting flowers and marking signs on houses of people defecating in the open have also been adopted. Some ULBs plan to continue these drives for another six months and then on an 'as needed' basis to sustain their ODF status.

Provision of mobile toilets for slum areas during rehabilitation programme

Satara MC: The council provided mobile toilets for slum dwellers during rehabilitation programmes so that they do not resort to open defecation.

Stringent methods such as taking repeat offenders into police custody

Karmala and Kurduwadi MC: These councils have adopted stringent methods for repeat offenders, such as locking up people for a day, warnings of filing a case under the Bombay Police Act and making them do forced '*shramdaan*' (voluntary labour).

Rigorous and strict action against open defecation

Municipal Councils of Solapur District: The MCs of Solapur district adopted stringent methods, such as strict warnings, regular monitoring, imposing fines, etc.



'Good morning pathak' being conducted in Satara.



Public hearing conducted in Kurduwadi MC regarding the water supply project.

उद्यध्यावर शौचास बसणयांचा दरड्याई
कर्मचारी सजः कुडुवाडी पालिकेकडून स्वच्छता मोहीम

कुडुवाडी नगरपालिकाचे डेड पब्लिक हेल्थ प्रकल्प अंमलबजावणीसाठी शौचास बसणयांचा दरड्याई करणे गरजेचे आहे. याबाबत नगरपालिकाच्या वतीने कुडुवाडी नगरपालिकेच्या कार्यवाहीद्वारे शौचास बसणयांचा दरड्याई करण्यात येईल. याबाबत नगरपालिकाच्या वतीने कुडुवाडी नगरपालिकेच्या कार्यवाहीद्वारे शौचास बसणयांचा दरड्याई करण्यात येईल. याबाबत नगरपालिकाच्या वतीने कुडुवाडी नगरपालिकेच्या कार्यवाहीद्वारे शौचास बसणयांचा दरड्याई करण्यात येईल.

People taken into police custody for defecating in the open in Kurduwadi MC.

पुण्य नगरी
शुक्रवार, १६ ऑक्टोबर २०१९

मलकापूर नगरपालिका ता. कराड, जि. सातारा
फोन नं. : (०२१६१) २५१३२४ फॅक्स : २५१३२७, मोबाइल : २५१३२९

जाहीर आवाहन

मलकापूर नगरपालिकेच्या वतीने शौचास बसणयांचा दरड्याई करण्यात येईल. याबाबत नगरपालिकाच्या वतीने कुडुवाडी नगरपालिकेच्या कार्यवाहीद्वारे शौचास बसणयांचा दरड्याई करण्यात येईल.

मलकापूर नगरपालिका
म. कार्यालय, १६, कार्यालय, वि. कार्यालय
मोबा : २५१३२९, २५१३२७, २५१३२९

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Notice for levying fines on people caught defecating in the open in Malkapur.

नगर परिषद, मोवाड
जाहीर सूचना

नगरपालिकेच्या वतीने शौचास बसणयांचा दरड्याई करण्यात येईल. याबाबत नगरपालिकाच्या वतीने कुडुवाडी नगरपालिकेच्या कार्यवाहीद्वारे शौचास बसणयांचा दरड्याई करण्यात येईल.

Display of banners at OD spots in Mowad MC.

MALAS
Quality

सार्वजनिक ठिकाणी शौचास बसणे दंड रक्कम रुपये ५०/-
NO DEFECATING- FINE 50/-

Advertisement boards double up as awareness generation posters in Panchgani.

A Planning

- 1. Identification of Issues and Gaps through City-level Surveys**
- 2. Development of City-specific Strategy**
- 3. Formation of City-level SBM Cell**
- 4. Development of Implementation Mechanism**

B Implementation

- 5. Awareness Generation and Advertising of Scheme**
- 6. Application Process**
- 7. Construction of Toilets**
- 8. Elimination of Open Defecation Practices**

C Sustaining ODF Status

D Efforts towards ODF+ & ODF++

C. Sustaining ODF Status

C.1 Behaviour Change and Community Mobilisation

One of the major ways to make cities sustainable is through making the Mission a citizens' movement, and this can be achieved when citizens willingly and actively participate in all the efforts taken towards ODF sustainability. Although it has largely been the responsibility of the ULB to conduct awareness generation programmes and process toilet applications, these efforts can only show positive results if there is active support from citizens. Citizens can positively influence a behaviour change among people who resort to open defecation and who do not give importance to improved sanitation.

To achieve this, ULBs have planned to continue awareness generation activities which would be conducted regularly through morning parades, street plays, banners, posters and the distribution of pamphlets. Ward-level meetings would be conducted by councillors to guide citizens about the construction of individual toilets.

C.1.1 Regular Monitoring of Open Spaces/Undertaking Activities to Discourage Open Defecation

Cleaning and development of open spaces: Some ULBs have commenced initiatives for changing the land use of OD spots into parks, *dhobi ghats* (an area where laundry is washed by washermen/women) and community toilets. These OD spots have been cleaned and paved, and have been provided with benches and street lights to encourage citizens to use them. Providing free Wi-Fi at these upgraded OD spots is one of the innovative measures which has been implemented by a few ULBs to increase the usability of the newly converted OD spots.

Early morning and evening visits: Regular visits by the 'good morning pathak' squad has been one of the major interventions of all the ODF cities in sustaining their ODF status. Most ULBs have OD spots – open spaces, agricultural fields, forest areas, and road sides in the outer areas of the city – for which fencing, cleaning or paving are not feasible. However, through regular 'good morning pathaks', ULBs have been successful in sustaining their ODF status.



A wall constructed at an OD spot in Wai.

Beautification and Regular Cleaning of OD Spots

Guhagar MC: The Council took the initiative to clean the OD spots and provide street lights and benches so that these places became good places to hang out for people.

Mahabaleshwar MC: The Council has planned to transform OD spots into parks and *dhobi ghats* (an area where laundry is washed by washermen/women) to sustain ODF status.

Mahad MC: Mahad Council has been imposing fines on landowners on whose land open defecation is practiced. This has proved to a deterrent as landowners have started supervising their plots more closely.

Wai MC: The Council has taken the initiative of cleaning open defecation spots, mainly vegetation in the form of bushes, which were one of the major reasons for open defecation. This has now been addressed through cleaning and monitoring efforts by the Council. A wall has also been constructed at one of the OD spots to restrict access.

Vengurla MC: The Council conducts surprise visits to OD spots to monitor open defecation status.

C.1.2 Making It a Citizens' Movement

Most ULBs have successfully attempted to make the SMM a citizen's movement, mainly during the initial phase of the Mission. Swachhata *Doots* (Cleanliness Messengers), NGOs and Self Help Groups (SHGs) were identified and engaged by many ULBs and they played a major role in awareness generation activities undertaken by the council for advertising and generating demand for individual toilet construction. But during the later stages of the Mission and for sustaining the ODF status, the engagement and participation of these groups has been limited.

Social media has been used as a platform for awareness generation, complaint redressal system and for receiving feedback from citizens. A dedicated Facebook account, WhatsApp number and toll-free numbers have been shared with the public by some

ULBs. Satara and Mahad Municipal Councils have used such platforms for implementing the Mission.

ULB members also mobilised the participation of elected representatives who know the strengths and challenges of their respective wards/areas, mainly during awareness generation activities at the ward and community level. Elected council members and their volunteers (*karyakartas*) have been instrumental in motivating people to apply for toilet loans in some ULBs.

C.1.3 School Sanitation and Education

Some initiatives taken by ODF cities with regard to school sanitation and education include awareness generation activities, such as drawing and essay writing competitions, as well as presentations and talks by ULB and elected representatives. School children have been part of various rallies organised in cities in the initial phase of the Mission. Squads of school children have also been formed by a few ULBs.

C.2 Sustaining Access to Toilets: Households, Schools and Public Places

C.2.1 Encouraging Construction of Own Toilets

Universal coverage of individual toilets is key to sustaining an ODF status. To encourage ULBs for taking the entire service chain of sanitation into consideration and move towards universal coverage of individual toilet facilities, the GoM has developed the concept of 'ODF+ Cities' and 'ODF++ Cities' – in which cities need to achieve 100 per cent toilet coverage. In response to this, Panhala, Satara and Mowad have approved more toilet applications than the target figures based on the OD households of Census 2011. Such proactive steps by ULBs in encouraging construction of own toilets have helped the city in sustaining its ODF status. The cities have been proactive in processing and verifying applications, and releasing subsidy in time to achieve a high rate of toilet completion. ULBs have also targeted a decrease of dependence on community toilets by shifting the people who use them to individual toilets.

C.2.2 Sanitation Credit/Toilet Loans to Support Construction of Toilets at Household Level

To provide financial support to target households, in addition to the government subsidy, options such as a 'toilet loan' at household level should be explored and adopted. Such loans can be initiated by generating awareness as well as demand for loans at the household level and approaching local financial institutions for introducing 'toilet loans' to enable construction of good quality toilets by households.



Meetings with Self Help Groups conducted in Wai for exploring financing options for toilet construction.



Toilet and Lender Fair organised in Wai.

C.2.3 Ensuring Construction of Toilets is of Good Quality

To make sure that newly constructed toilets remain in regular use, it is necessary that the toilets are built according to norms, using appropriate and sustainable materials. This increases users' willingness to use the toilets and avoids cases of open defecation by the households who have access to toilets.

Overall, it has been observed that the quality of construction is good in most ODF cities. This shows that there has been a change in the way people perceive spending money for constructing toilets.



Good quality bathrooms and toilets constructed by households.

An individual toilet constructed in Panchgani.

C.3 Governance and Financing

C.3.1 Formation of 'ShaharSwachhataKosh'

Since lack of funds is one of the major deterrents for people to construct individual toilets, it is suggested that ULBs should explore other potential sources of funds apart from the subsidy received from the State and Central government. In this regard, it is suggested that ULBs should mobilise funds from potential Corporate Social Responsibility (CSR) sources and converge the funds to the 'ShaharSwachhataKosh'. ULBs need to identify local benefactors and approach them for contributing to the SwachhataKosh. This has become even more pronounced with the provisions for CSR in the new Companies Act. The funds from the SwachhataKosh can be used to support implementation of schemes and in providing local-level subsidy for the ODF component.

Opening of dedicated bank account for CSR funds

Guhagar MC: The council opened a CSR bank account to channelize the funds for the Swachhata Kosh. Construction companies which were nearby agreed to donate some money through this account. This will be used for sanitation activities such as repair and maintenance of community toilets, awareness generation, etc.

Wai MC (WMC): The WMC has also established a 'Shahar Swachhata Kosh' to enable the flow of CSR funds towards improvement of sanitation services and infrastructure. Expenses from this account will be monitored by the committee of donors, councils, other social organisations and/or individuals from the city.

CSR support for construction of toilets

Kolhapur MC: Two hundred toilets at various locations have been built using CSR funds from hotel associations, builders' associations and industrial associations. Twenty toilets for children were also built in 10 different localities after considering their anthropometrics.



Toilets built using CSR funds.



Meetings conducted to share information about various sanitation initiatives of the Wai Municipal Council, and to discuss how funds can be mobilised from industrialists, organisations and concerned residents to support sanitation activities.

Formulation of 'Ashtanmarg' strategy for maintaining OD status

Khed MC, Kurduwadi MC: An eight-step action plan, called 'Ashtanmarg', has been prepared to help the cities sustain ODF status.



Introduction of sanitation charges as part of property tax

Panchgani MC: Currently the ULB is collecting a flat sewerage charge of Rs 100 per connection annually. But as the city has improved solid waste management services substantially in this year, the administration has proposed to levy user charges beginning next financial year.

A proposal to levy user charges of Rs 50 per household per month and a certain percentage of property tax from commercial (hotels and residential schools) will be considered by the council while finalising the budget for 2016–17.

Mahad MC: The council has proposed the inclusion of sanitation charges as part of property tax for 2016–17.

C.3.2 Financial Sustainability through Introduction of Taxes/User Charges

The Maharashtra Municipal Councils, Nagar Panchayats and Industrial Areas Act, 1963, enables municipalities to levy tax towards provision of sanitation services in the city. A few ULBs, such as Mahad and Panchgani, have planned to levy user charges for sanitation as part of property tax in the coming years.

A Planning

- 1. Identification of Issues and Gaps through City-level Surveys**
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C Sustaining ODF Status

D Efforts towards ODF+ & ODF++

D. Efforts to Achieve ODF+ and ODF++ Status

D.1 Current Situation of Waste Collection and Treatment

D.1.1 Conveyance of Waste

Two ODF cities, Mahabaleshwar and Panchgani, have a piped sewerage network; the other 17 ULBs have on-site sanitary disposal facilities, that is 1.8 per cent of households which have individual toilets are connected to the sewerage network. All the toilets in the 17 ODF cities with on-site sanitary disposal management have septic tanks, with the exception of Dapoli NagarParishad, which has 5 per cent of toilets connected to single and twin pits.

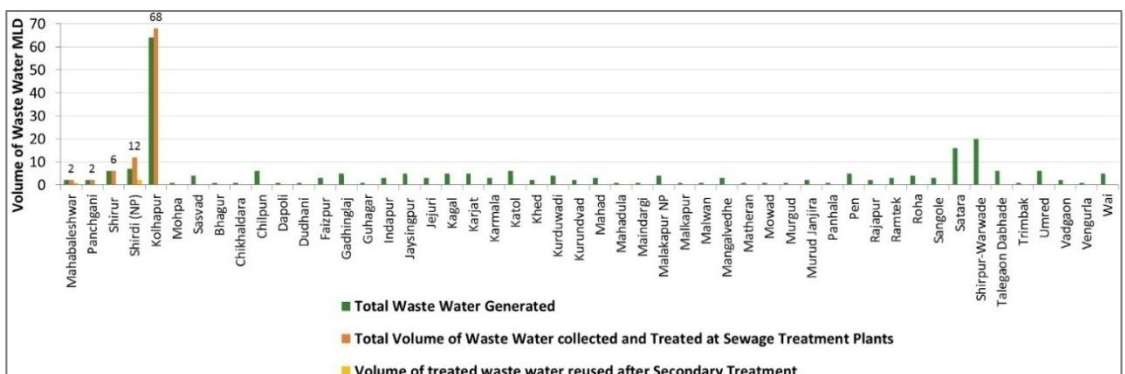
D.1.2 Collection of Waste

Most ULBs own one vacuum emptier of approximately 3,000 litre capacity, and clean septic tanks as and when there is demand, although a few ULBs such as Roha MC conduct regular and scheduled septic tank cleaning services every three years. ULBs that do not own a vacuum emptier either borrow it from a nearby ULB or hire private contractors. Households are charged a fee of Rs 1,200-1,500 for getting septic tanks cleaned by the council or pay directly to private contractors. On an average, only 3.4 per cent of septic tanks are cleaned annually.

D.1.3 Treatment of Waste

The faecal sludge from vacuum emptier tanks is dumped in open spaces, solid waste dumping sites or is used in agriculture as manure without any treatment. There are a few ULBs that have sewage treatment plants (STPs) for the treatment of waste.

Figure 6: Wastewater Generation, Treatment and Reuse of ODF Cities



Source: Service Level Benchmarking Database 2014–15. Available at www.pas.org.in.

According to service level benchmarking data for 2015, five ODF cities have functional STPs of which two cities, Shirdi (Nagar Parishad) and Mahabaleshwar, reuse the treated wastewater after secondary treatment.

D.1.4 Sewage Treatment Plants

Panchgani and Mahabaleshwar ULBs have functioning STPs. Mahabaleshwar has two STPs of 4MLD and 2 MLD capacities.

Panchgani has adopted a decentralised treatment system and its two treatment plants have a cumulative capacity to treat 1.5 MLD wastewater. A third plant (1.05 MLD) using Moving Bed Biofilm Reactor (MBBR) technology is currently under construction. In addition to the wastewater, septage collected through the council's septic tank emptying service is also treated in the STPs. A proposal to levy user charges of Rs 50 per household per month and a certain percentage of property tax from commercial establishments (hotels and residential schools) will be considered by the council in the near future.

Matheran has acquired technical approval for the construction of decentralised STPs at 10 locations in the municipal council area. Currently an STP in Indiranagar (in Matheran) has been approved with an estimated cost of Rs 9.85 lakh and will be based on PHYTORIDE technology (NEERI).

A few ULBs, such as Malkapur Nagar Parishad, have utilised funding under the Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) project to construct underground sewerage network and treatment plants. Two sewage treatment plants with capacities of 5 MLD and 3MLD are under construction with MBBR technology in Malkapur.

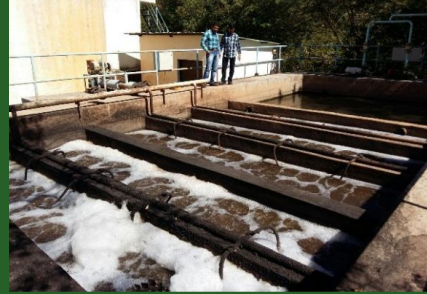
Biogas Plants

Two ULBs, Dapoli and Roha, treat the waste (organic solid waste and faecal sludge) partially through biogas plants. The Dapoli panchayat is in the process of purchasing land for sludge management and has also received a grant for purchasing a generator to convert biogas into electricity, which would be used for lighting lamps in the public gardens.

Roha Nagar Parishad has hired a private contractor to dispose of faecal sludge into the 2.5-tonne biogas plant which is operated by another private firm. However, the major portion of the sludge is still being disposed of either into agricultural fields on the outskirts of the city or on dumping grounds owned by the contractor. Roha Nagar Parishad collects almost Rs 6,000 per month from private contractors from the sale of by-product from the biogas plant.



A biogas plant in Dapoli.



A sewage treatment plant in Panchgani.



The biogas plant used for sludge management by Roha MC.

D.2 Future Plans for Achieving ODF+ Status

Most ULBs have made plans for the safe collection, conveyance and treatment of sewerage through:

- Preparation of Integrated Septage Management plan which ensures that on-site sanitation systems functions well, regular septic tank emptying services are provided and all the human waste collected is treated through a simple, efficient septage treatment facility.
- Preparation of Detailed Project Reports (DPRs) for STPs for wastewater.
- Purchasing a vacuum emptier.
- Installation of biogas plants/bio methanation plants/STPs.
- Conduction of pilot projects to reuse the waste through composting methods.
- Preparatory plans for conducting operation and maintenance of the sewerage treatment infrastructure to either the ULB or to private contractors.
- Introduction of sanitation tax/user charges/levies for proper operation and maintenance.

K **EY FINDINGS**

KEY FINDINGS

Local Leadership

Local leadership is observed to be a key factor for the cities to become ODF

Mahad achieved ODF status under the leadership of the then President, Mr S.S. Sawant, who led the council from 1985 to 1996 and then again from 2001 till 2006. Under his tenure, the council gave high priority to stop open defecation. Council presidents who succeeded him in the intervening period (1997–2000) also maintained this focus and strategy.

Chiplun Municipal Council, under the leadership of its president, chief officer and active citizens, undertook observatory surveys to identify areas that did not have community toilets. It immediately processed the approvals for them on a 'build – operate – transfer' basis.

Satara Municipal Council members were actively involved in ground-level dynamics and showed consistent efforts to make the city ODF. To stop open defecation at various open plots in the city, the councillors undertook beautification projects utilising their own funds and turned these spaces into public gardens. This transformation was given enough publicity and was inaugurated with pomp and ceremony, thus creating public awareness.

Municipal councils in Solapur district took stringent steps against open defecation under the local leadership of chief officers, under the guidance of the district collector.

Persistent Efforts for Improved Sanitation

Satara: Consistent efforts made towards improved sanitation, which began a decade ago, have resulted in creating a permanent impact through gradual change over the years. Under the leadership of city and district officials, various initiatives – such as provision of adequate and functional community toilets, awareness generation programmes to bring behavioural change in minds of people – were made over a period of more than 10 years. This was done by optimally using government schemes and missions.

Issue-based Innovative Solutions

'Pay and use' community toilets

Mahad Municipal Council has adopted the 'pay and use' model for community toilets. The council received a grant of Rs 1.41 crore from the Nagar Parishad Prashasan Sanchanalaya (City Managers' Association, Directorate of Municipal Administration) for special projects. Under this special grant, a 'pay-and-use' model for community toilets has been sanctioned.

Satara Municipal Council has also constructed a 'pay and use' community toilet near market areas.

Appointing 'brand ambassadors' for awareness generation

The Marathi actor, Aadesh Bandekar, was made the brand ambassador for the Clean Mahabaleshwar initiative as part of awareness generation programmes.

Use of social media for awareness generation and complaint redressal

Satara Municipal Council used social media platforms to connect with the citizens. Social platforms such as WhatsApp, Facebook and Twitter were successfully used to receive complaints from citizens and to also inform citizens about various activities undertaken in the city, news updates regarding the scheme and for awareness generation.

Appointment of 'Swachhata Doot' (Cleanliness Messenger) to lead mission at community level

Swachhata Doots in Malkapur visited the beneficiaries personally and made them aware of the scheme under the SMMU. The Swachhata Doots were identified Prabhag-wise for intense follow up with the community under the SBM. Councillors, along with Swachhata Doots, carried out door-to-door surveys and followed up with beneficiaries for applications, field verification, identification of space for toilets, and other awareness generation activities to achieve ODF status.

'Toilet and Lenders Fair' at city level

Recognising the need for awareness generation at the household level about various sanitation technologies available in the market, their approximate costs and financial institutions willing to lend for the construction of toilets, a city-level 'Toilet and Lenders Fair' was organised by the Wai Municipal Council (WMC). It proved to be very useful at the household level as considerable interest and inquiries for sanitation facilities and 'toilet loans' were reported by the participants.

‘Toilet Loans’ for individual toilet construction

The Wai MC is working to make available ‘Toilet Loans’ to households willing to construct a toilet. Discussions with banks, credit cooperative societies, housing finance institutions, microfinance institutions and potential borrowers were held. A common platform for interaction between lenders and borrowers was provided at the city-level by arranging a ‘Toilet and Lenders Fair’.

SHG meetings were conducted in various areas to assess the demand for ‘Toilet Loans’. Preferred credit options, tentative affordable EMI (equated monthly instalments), loan amounts and repayment periods were also identified.

Implementation of a ‘Seven-step Action Plan’ for preventing open defecation

A seven-step action plan was formulated as well as implemented to eliminate open defecation. It involved various ways to restrict open defecation – such as the ‘name and shame’ method (displaying names and photographs on a board at the ULB); gifting flowers to, or parading, repeat offenders; using media coverage to create a buzz – and maintain pressure on households to use toilets.

Adequate and Functional Toilet Infrastructure

It was observed that most cities were dependent on community toilets before the start of the Mission; 24 per cent of households in the ODF cities depended on community toilets before the Mission started. The provision of an adequate number of functional community toilets proved to be one of the major factors that inculcated a behavioural change over the years in the minds of the people regarding using toilets. After the start of the Mission, most ULBs began repairing and refurbishing the remaining community toilets, to make them functional on a Mission mode. This change encouraged people to apply for their own toilets and use them.

Behavioural Change

Community pressure to bring behavioural change in people

Satara Council’s health department members urged users to stop the practice of open defecation. Simultaneously, they also appointed a few conscientious citizens to informally supervise the overall sanitation in their neighbourhoods and reproach those still defecating in the open. This social pressure exposed uncooperative households and created fear of ridicule from others.

Regular awareness generation activities

Most ULBs have been conducting regular awareness generation activities aimed mainly at sustaining ODF status through increasing demand for individual toilets, and motivating people to use the constructed toilet by showing them the ill effects of open defecation practices on health. Such regular and targeted activities have brought about a behavioural change in the minds of the people, which has led to a gradual shift towards sustainability of ODF status of these cities. 'Good morning pathaks', which are regularly conducted by most ULBs, have also proved to be instrumental in restricting people to defecate in the open.

The Wai Council has been conducting awareness generation programmes at regular intervals for different groups. For example, a programme focussing on the ill effects of open defecation and its linkage with health was conducted. Focus group discussions with self-help groups for facilitating credit options for individual toilet construction have helped in bringing a change in behaviour towards improved sanitation practices.

Annexures

Annexure 1: Guidelines for Sustaining Cities as Open Defecation Free (ODF)

Under the Swachh Maharashtra Mission (Urban), the Government of Maharashtra's key objective is "to make sustainable ODF Cities". It is more important and challenging to sustain cities as ODF than making them ODF. The following guidelines may help in sustaining the status of an ODF city.

A. Behavioural Change and Community Mobilisation

1. Permanent impact through demand-based approach: Evidence shows that only construction of toilets does not suffice in the prevention of open defecation (OD). It is essential to eliminate such practices from their roots. For ensuring sustainability, a demand-based approach, instead of a top-down approach, is necessary. Efforts should be made to bring about a permanent change in the behaviour of a person, which leads to a demand for a toilet and therefore the use of toilets. Such a change can be brought about through systematic efforts and awareness generation at the grassroots level.

2. Involving non-governmental organisations (NGOs)/community-based organisations (CBOs)/Ward Committees/Self Help Groups (SHGs) in the implementation of the Mission: Such groups should be approached for their support at various stages during the implementation of the scheme, for example, awareness generation regarding the need of toilets, generation of demand for own toilets, facilitation of construction of toilets with guidance on appropriate costs and designs of toilets and septic tanks, making available additional financial resources for construction of toilets, etc. Such groups can adopt a set of households in the city to facilitate the entire process from awareness generation to construction of good quality toilets. Such groups, especially SHGs in the city, may also be involved in monitoring the likely OD spots in the city and providing feedback to ULBs on a regular basis.

3. Regular monitoring of open spaces/undertaking activities to discourage open defecation:

- Organising early morning and evening visits to monitor the likely OD spots need to be continued by the pathaks/squads formed by the corporations/councils—initially on a daily basis and then on a periodic basis as needed. Members of the pathak should be encouraged to perform this activity regularly. Monitoring and reporting mechanism for this should be developed within the ULB to ensure consistency.
- Cleaning and development of open spaces: All open spaces and areas around community toilets and water bodies in the city need to be maintained and kept clean. Such open spaces should be developed to create gardens, playgrounds or

other recreational spaces. Sufficient street lights should be fixed/made functional in such areas to discourage open defecation.

- Making it a citizens' movement: It is essential that citizens are active in keeping their city ODF and clean. The limited capacities of the ULB may not suffice to ensure regular monitoring of each and every part of the city. Hence, the responsibility of sustaining the ODF status of the city should be shared with the citizens by involving them in the movement. This may be done by:(a) Inviting citizens' feedback and observations through social media, that is Facebook/WhatsApp,etc, which can be helpful in taking action at the ULB level;(b) Identifying SwachhataDoots(Cleanliness Messengers)at the community level who will form and lead the community-level self-sustained pathaks. Such pathaks should monitor open spaces and status of community toilets regularly and give inputs to ULBs;(c) Incentivising citizens for participating in the movement by announcing output-based rewards, for example, "Show a person defecating in the open and earn Rs XXX";(d) Encouraging volunteerism amongst the citizens through campaigns/periodic meetings at the ward-level under the leadership of corporators/councillors,etc; and (e) Appointing NGOs/social organisations to perform above-mentioned tasks of monitoring, etc.
- Seeking the participation and leadership of elected representatives who know the strengths and challenges of their respective wards/areas.
- Continuing the innovative activities initiated by the ULBs, to eliminate open defecation, in the future depending on their applicability and need, with support from the police, NGOs, CBOs, citizens, etc.

4. School sanitation and education: It is essential to ensure sufficient and usable toilets in schools and other educational institutions. Children need to be taught to use toilets and adopt healthy habits. This will help ensure sustainability of toilets in the future. 'Sanitation and Health' should be emphasised in the school curriculums.

B. Sustaining Access to Toilets for Households, in Schools and Public Places

5. Encouraging construction of own toilets: ULBs need to spend considerably high amounts on the construction and maintenance of community toilets, and need to depute staff for monitoring them. Issues with maintenance of community toilets as well as pressure on the use of community toilets at peak hours often results in OD. Chances of using toilets for defecation increase if an own toilet (individual or group toilet) exists. The use of an own toilet also ensures improved health. Hence, it is essential to facilitate the construction of own toilets as far as possible, rather than opting for community toilets. In case if space is a constraint, the option of group toilets (toilets constructed, used and maintained by two to four households who know each other well) or group septic tanks should be explored. These are also considered as "improved sanitation" practices.

6. Sanitation credit/toilet loans to support construction of toilets at the household level: To provide financial support to target households in addition to the government subsidy, options such as a toilet loan at the household level should be explored and adopted. Such loans can be explored by generating awareness and demand for loans at the household level and approaching local financial institutions for introducing 'toilet loans' to enable construction of good quality toilets by households. Mobilising ULBs' SHGs to borrow such loans should be explored based on the assessment of the presence of such groups in the city and financial institutions willing to consider lending to such groups.

7. Ensuring good quality construction of toilets: For keeping the toilets in use in the future, it is necessary that the toilets are built as per norms using appropriate and sustainable material. This increases users' willingness to use the toilets and avoids cases of OD by the households who have access to toilets. To ensure this,

- Awareness, regarding appropriate designs of toilets and septic tanks at the household level and also amongst the local contractors who construct the toilets, should to be created.
- Training should be given to such contractors at the city level.
- Appropriate designs of toilets and septic tanks should be shared with the households along with 'approval to construction of toilets' itself.
- Quality of construction should be monitored by the ULBs and release of subsidy can be linked to its confirmation.

(A presentation on appropriate designs for toilets and septic tanks in urban areas is available on www.pas.org.in)

8. Providing public toilets at appropriate places: To avoid chances of OD by the floating population in the city, it is essential to provide usable toilets at all the public places in the city as per norms. It should start from ensuring toilets in government offices and at places where there is more of a pedestrian flow. Also, ULBs should ensure that workers on construction sites, etc, are provided with an access to toilets by the respective owners/builders, etc.

9. Ensuring regular maintenance of community and public toilets: To restrict households from defecating in the open, it is essential to facilitate access to toilets for them. In cases where construction of own toilets is not possible at all, community toilets (*one seat per six households*) must be provided and maintained well on a regular basis. If, considering ULBs' limited capacities, maintenance of community and public toilets is outsourced, the contract with the private agency must be linked to the performance of the service provider and monitored on a regular basis by the ULB staff. Such a contract should also cover repairing of community toilets linked to redressal of related complaints.

10. Providing safe management of septage and wastewater: In cities where an underground sewerage network does not exist/exists partially, toilets are largely connected to on-site systems such as septic tanks. In such cities, the current practice of

emptying septic tanks is demand-based and septage is disposed of into open lands or water bodies. In addition, effluent from septic tanks and greywater from properties is mostly disposed of into road-side drains which dump the wastewater, without any treatment, into water bodies. These sanitation practices are hazardous to the environment and health. Further, disposal of faecal waste/septage into open lands/water bodies is an indirect form of open defecation. In such cases, even though there is sufficient provision of toilets in the city, the purpose of eliminating open defecation is not served as wastewater and septage are being continuously disposed of into the environment without any treatment, which has hazardous effects on health. With this in mind, it is essential to prepare and implement plans for the safe management of septage and wastewater to sustain the city to be ODF. (“Guidelines for Septage Management in Maharashtra”, published by the Government of Maharashtra on February 3, 2016, may be referred for this.)

C. Governance and Financing

11. Complaint redressal systems should be strengthened: A separate system for accepting and redressing complaints regarding identification of open defecation, unclean open spaces and poor maintenance of community toilets should be formed. This system should be developed as a part of the respective module of the e-governance system adopted by ULBs, and such complaints should be redressed on a priority basis. The status of complaint redressal should be monitored by the chief officer of the councils/respective authorities in the corporations on a daily basis.

12. Setting up ‘Shahar Swachhata Kosh’: A dedicated sanitation fund should be set up at the city-level to tap the funds through Corporate Social Responsibility (CSR) and from local donors willing to contribute for sanitation improvement in the city. Such funds could be used to provide additional subsidy to the households for construction of own toilets/subsidy to the household which are not covered under the Mission and also for overall implementation of the scheme at the city level. Funds for such a Kosh can be mobilised by approaching local industrialists/donors and other financial resources. This Kosh should be monitored by a committee of stakeholders through an appropriate transparent mechanism.

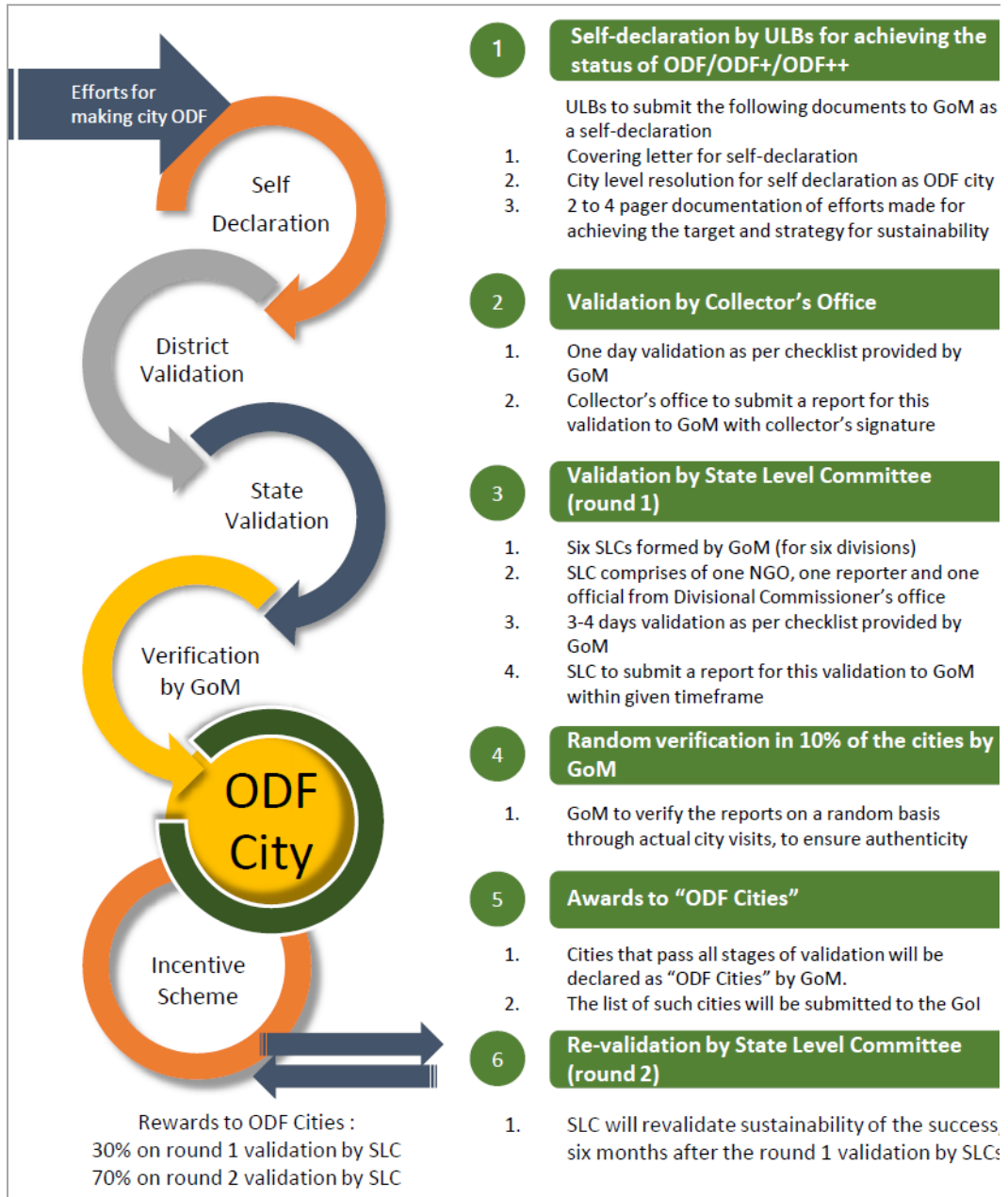
The above measures will also help cities in moving from being an ODF city to and ODF+ and ODF++ city as per the framework developed by the Government of Maharashtra.

Annexure 2: Framework of ODF, ODF+ and ODF++ Cities

	Elimination of OD practices	Access to toilets	Conveyance and treatment of faecal waste
ODF City	<ul style="list-style-type: none"> Not a single person found defecating in the open No traces of faeces are visible in the city at any time of the day. 	<ul style="list-style-type: none"> All the properties in the city have access to either own toilet or functional community/ public toilet Floating population in the city has an access to sufficient and functional public toilets 	<ul style="list-style-type: none"> All toilets are connected to a disposal system
ODF+ City	<ul style="list-style-type: none"> Not a single person found defecating in the open No traces of faeces are visible in the city at any time of the day. 	<ul style="list-style-type: none"> At least 80% of residential properties in the city have access to own toilets Remaining properties and floating population in the city have access to functional community/ public toilets 	<ul style="list-style-type: none"> All toilets are connected to a disposal system Regular and safe collection, conveyance and treatment of all the faecal matter
ODF++ City	<ul style="list-style-type: none"> Not a single person found defecating in the open No traces of faeces are visible in the city at any time of the day. 	<ul style="list-style-type: none"> At least 95% of residential properties in the city have access to own toilets Remaining properties and floating population in the city have access to functional community/public toilets 	<ul style="list-style-type: none"> All toilets are connected to safe disposal system Regular safe collection, conveyance and treatment of all faecal matter and waste water including septic tank effluent and grey water

Source: Government of Maharashtra, Urban Development Department, Handbook of Systematic Approach for ODF City in Maharashtra, Volume1 [online]. Available at <https://swachh.maharashtra.gov.in/1131/Resources?Doctype=76a34a22-e5f7-4af2-85c1-db70a8358ddf>.

Annexure 3: Framework for Verification of ODF Status



Source: Government of Maharashtra, Urban Development Department, Handbook of Systematic Approach for ODF City in Maharashtra, Volume1 [online]. Available at <https://swachh.maharashtra.gov.in/1131/Resources?Doctype=76a34a22-e5f7-4af2-85c1-db70a8358ddf>.



भारत सरकारचा पुढाकार
स्वच्छ महाराष्ट्र करू साकार

स्वच्छ महाराष्ट्र अभियान
**सप्तपदी
स्वच्छतेची**

संकल्प स्वच्छतेचा

- 1 सहभागाचा ठाम निर्धार
- 2 व्यापक लोकसहभाग मिळवणार
- 3 १०० टक्के शौचालयाचाच वापर करण्यासाठी प्रवृत्त करणार
- 4 कचऱ्याचे संकलन, वर्गीकरण, वाहतूक करणार
- 5 कचऱ्यावर शास्त्रोक्त प्रक्रिया करणार
- 6 सांडपाण्यावर प्रक्रिया करणार
- 7 स्वच्छ व हरित महाराष्ट्र साकारणार

सप्तपदी : स्वच्छ व हरित महाराष्ट्रासाठी ...

*This report is part of a series documenting the efforts of cities in Maharashtra towards becoming open defecation free. These cities have laid the foundation of "ODF Maharashtra" as envisaged under **Swachh Maharashtra Mission (Urban)**.*

*It has been prepared in consultation with Urban Local Government and **Urban Development Department, Government of Maharashtra**, with support from **CEPT University, Ahmedabad**, and the **All India Institute of Local Self Government (AIIISG), Mumbai**, under the **Performance Assessment System (PAS) Project**.*

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