



**ORISSA URBAN WATER AND SANITATION
COMMUNICATION STRATEGY
(Including Solid Waste Management)**



**Government of Orissa
Housing and Urban Development Department**

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1. BACKGROUND

Water and sanitation, despite being a basic human need and a critical need for improved quality of life has not got the necessary attention in the past. The overall sanitation coverage in Orissa is not satisfactory and the current initiatives spawned under centrally-sponsored schemes like the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) are aimed at only a few towns and focus on the creation of trunk infrastructure at the city level. In this context, a comprehensive state urban sanitation strategy has been developed and approved by the Government.

Any urban WATSAN communications strategy needs to be an integral part of the larger WSS sector strategy as effective communications would be critical for the successful implementation of the State Sanitation strategy and in improving delivery of water services. Communication and behaviour change being critical factors for successful implementation of any sanitation strategy, the Communication Strategy would enable the Urban Local Bodies and *para statals* like Public Health Organization of Orissa (PHEO) to plan and manage these services in an appropriate manner.

The strategy has been prepared with technical support from Water and Sanitation Programme (WSP)-South Asia after a series of stakeholders' consultation at different levels with a view to formulate suitable policies and the strategic implementation framework for improving the situation of water and sanitation in the urban areas of the state. It presents a communications strategy that has been prepared with inputs from the HUDD and other stakeholders and contains an action plan and associated budgets so that the communications strategy can be effectively and efficiently implemented by the state government, ULBs concerned and the PHEO.

As part of this, a communications and consultation initiative in the cities of Bhubaneswar, Bolangir, Kesinga and Puri was undertaken in 2010 to test approaches involving diverse stakeholders in the urban water supply and sanitation (WSS) services improvement process. This provided key directions towards developing a credible and relevant state-level WSS sector communications strategy. Furthermore, it also established a strong case for the need for communications in delivery of urban water and sanitation services including solid waste management. This need was expressed by all stakeholders – citizens, elected representatives, PHEO and municipal officials, civil society groups, and the media.

2. NEED FOR A COMMUNICATION STRATEGY

There is now recognition that the success of water and sanitation services programs depends on the use of effective and strategic communications and consultation. Strategic communications and consultation play a facilitative role, including providing the structures and mechanisms for critical aspects such as policy dialogue, advocacy, stakeholder consultation, consensus building, capacity enhancement, knowledge management and behavior change.

The GoO proposes to support in a demand driven manner, urban authorities and water supply service providers intending to undertake reform of water services provision to significantly improve service levels by including better governance structures, strengthening the role of civil society and customers in decisions regarding service provision, and adopting performance enhancing or service-level benchmarking approaches to business planning and operations.

Communication is a key to initiate sector reforms in urban water service delivery and solid waste management. PHEO and almost every urban local body of Orissa is besieged with several challenges in improving their service delivery and thereby their performance. While a part could be addressed through better asset and financial management means, others need to be addressed through consultation and social intermediation which can be achieved through means such as dialogue, feedback, coordination and consensus among various stakeholders.

3. OBJECTIVES OF THE COMMUNICATION STRATEGY

Urban water and sanitation service delivery in Orissa could significantly improve by achieving these key objectives. This communication strategy intends to provide support to achieve the objectives of:

- i. Building constituency and support for water and sanitation sector reforms initiatives among diverse stakeholders;
- ii. Promoting people's participation for improving and sustaining service delivery;
- iii. Facilitating dialogue among different service providers
- iv. Enhancing the capacity of implementing agencies in reaching out to its customers; and
- v. Building a credible image for PHEO and urban local bodies
- vi. To facilitate the development of a holistic understanding of "sanitation" and "good sanitation practices" amongst service providers and citizens.
- vii. Provide clarity to the different stakeholders about their respective the roles and responsibilities vis-à-vis water and sanitation services.
- viii. Involve and engage opinion influencers (viz. political and religious leaders, academicians, media personalities, eminent civil society representatives and others) to promote sanitation consciousness.
- ix. To foster a culture of consultations and communications among the diverse water and sanitation service providers at the city and state level.

4. ISSUES AND CONCERNS

4.1 More public consultation required

In almost all the cities in Orissa and at the state level as well, the participants raised the concern about the communication gap between the public and the service providers and other relevant departments. This is in keeping with the findings and learning from other states in India.

4.2 Desire for involving the public

At various levels it was found that despite having a desire for involving public in the decision-making and planning processes by the ULBs, the gap that exists between them and the PHEO has not enabled them to bring in any positive development in this regard.

4.3 Providing complete and correct information to stakeholders

There is no information available in a particular package (in one integrated form) and from time to time on the projects (both existing and ongoing/forthcoming); their costs; the problems they are facing and any other to the public and even to the concerned govt. departments. The journalists too have not been able to get a real picture of the water supply scenario and this is creating an atmosphere of miscommunication.

4.4 More focus on users' feedback, less on technological input

Even till date water supply service is considered as a technical job and always the problems are approached in a technical manner. Due to this the ULBs as well as the people feel alienated from the process. There needs to be concerted effort to involve the people in planning, monitoring and development of the system, which ultimately affects the revenue collection; drive to check water wastage; so on and so forth.

4.5 More focus on process, less on project

At present, the parastatals and cities lay focus on individual projects while ignoring the linkages among various projects to the integrated development of the city. Plans are not shared in the public domain. There needs to be more focus on the process of involving the diverse stakeholders, seeking feedback on how a certain project may provide maximum benefit to the citizens and building capacity of service providers to ensure good service. Awareness and education on issues such as the sources of funds; the infrastructure; the financial aspects and institutional set up is required on priority.

4.6 More focus on social outcomes

The lack of communication and dialogue so far has given rise to a feeling of alienation from the system. For instance, in water supply, the lack of awareness and education on sources and distribution systems has given rise to conflicts as and when the service has been hampered. There is a greater need for focusing on social outcomes of services.

4.7 Understanding on sanitation

There happens to be a very poor understanding of sanitation among the key stakeholders. The term “sanitation” is commonly associated with solid waste management by mostly all stakeholders, barring a few (especially citizens, officers and staff of institutions engaged in sanitation service delivery the Public Health and Engineering Department (PHED), Urban Local Bodies (ULBs), the Orissa Water and Sanitation Board (OWSSB), Non Governmental Organizations (NGOs), etc.

4.8 Regular communications among stakeholders’

Some stakeholders who could be extremely important and influential allies in promoting “sanitation consciousness” in urban areas – viz. political representatives (primarily Corporators and perhaps even members of the legislative assembly (MLAs), NGOs, eminent personalities and the formal media (print, audio and audio-visual) – need to be involved in urban WATSAN communication in a focused and sustained manner.

4.9 Beyond awareness and communication: the supply-side constraints

In a city, the problem of open defecation is mostly prevalent amongst members of households living in slums within and outside the city boundaries. middle and higher income group houses mostly have toilet facilities at the household level connected, either to individual septic tanks (maximum number of cases) or to a sewerage network (in limited numbers even if such networks exist in the cities). Many residents of slum areas in different cities appeared to be aware of benefits of fixed place defecation, but many of those who defecate in the open mentioned that they were constrained to do so on account of supply side constraints (viz. absence of public / community toilets close to their dwelling units, lack of requisite numbers of public / community toilets; poor upkeep of existing facilities; etc.).

5. PRIMARY AND SECONDARY AUDIENCES

For the purpose of this communications strategy, the primary target audiences are:

- Citizens – the slum dwellers (and urban poor), middle and high income families
- Service providers – officials of HUDD at the state level and officials from ULBs in the different cities, PHEO, OWSSB and City Development Authorities
- Elected representatives at the city level

The secondary target audiences, on the other hand, include:

- The media (print and electronic)
- Civil society organizations (NGOs, community-based organizations, professional associations, business and industry groups)
- Academic institutions such as schools, colleges and universities
- Opinion influencers (political leaders at the state level, religious leaders, eminent personalities)

For the purpose of this strategy, primary target audiences is defined as those groups that have a direct role and major influence on the development and implementation of the state urban water and sanitation services and those who would be most impacted by the implementation of the strategy. Secondary target audiences are individuals / institutions / organizations who have a role in influencing the course of the urban water and sanitation services development and their delivery.

6. KEY MESSAGES AND OUTCOMES OF THE COMMUNICATIONS STRATEGY

Target Group	Sanitation	Water	Solid Waste	Combined	Others
All Citizens	<ul style="list-style-type: none"> ▪ Clean city means ODF, 100% collection & safe disposal of both liquid & solid waste. 	<ul style="list-style-type: none"> ▪ Good citizens are those who pay bills on time, have legal connection, & avoid water wastage. ▪ Only good citizens can demand good services. 	<ul style="list-style-type: none"> ▪ Clean city means 100% collection, transportation & safe disposal. 	<ul style="list-style-type: none"> ▪ Our city, our pride 	<ul style="list-style-type: none"> ▪ Clean city & good services mean better lives for our children - better at studies & in career. ▪ Participate through various forums in planning, including use of GRM.
Slum Dwellers	<ul style="list-style-type: none"> ▪ Motivate to use toilets for all family members ▪ Motivate for O&M of community toilets 	<ul style="list-style-type: none"> ▪ Safe storage of water; seek individual HH legal connections. 	<ul style="list-style-type: none"> ▪ Engage in common collection system 	<ul style="list-style-type: none"> ▪ Good sanitation practices mean healthy family & less spending on treatment. 	<ul style="list-style-type: none"> ▪ Good sanitation practices mean better lives for us & our children.
Middle/ Upper Class	<ul style="list-style-type: none"> ▪ Motivate for O&M of septic tanks; proper disposal of sludge Take up sewerage connection 	<ul style="list-style-type: none"> ▪ Pay bills on time; give up illegal connections. 	<ul style="list-style-type: none"> ▪ Engage in door to door collection; segregation at source; no littering; recycling 	<ul style="list-style-type: none"> ▪ Clean city & good water services are good for business & industry. 	<ul style="list-style-type: none"> ▪ Children, elderly, women most vulnerable to diseases due to a dirty city.
Corporators /Councilors	<ul style="list-style-type: none"> ▪ See toilet usage as good for citizens; encourage usage of toilets along with O&M. 	<ul style="list-style-type: none"> ▪ Discourage illegal connections; exhort to pay bill on time; ▪ Participate in planning process by ULB & PHEO. 	<ul style="list-style-type: none"> ▪ Support door to door collection & scientific disposal of waste. 	<ul style="list-style-type: none"> ▪ Take ownership to find solutions towards improved services. 	
Municipal Officers	<ul style="list-style-type: none"> ▪ See sanitation as a need for all - rich and poor, in formal and informal housing; ▪ Work towards achieving ODF city; commit to zero improper collection, transportation and disposal. 	<ul style="list-style-type: none"> ▪ Support to PHEO to facilitate improved services; ▪ Communicate link between improper services & water or vector borne diseases. 	<ul style="list-style-type: none"> ▪ Commit to 100% collection and safe disposal of waste; ▪ Understand link between improper collection/disposal and diseases. 		

Target Group	Sanitation	Water	Solid Waste	Combined	Others
Municipal Supervisors/Workers	<ul style="list-style-type: none"> ▪ See sanitation as a need for all - rich and poor, in formal and informal housing; ▪ Work towards achieving ODF city; commit to zero improper collection, transportation and disposal. 		<ul style="list-style-type: none"> ▪ Commit to 100% collection and safe disposal of waste; ▪ Understand the link between improper collection/disposal and diseases. 		
PHEO Officers		<ul style="list-style-type: none"> ▪ Meet SLB norms for each city & town. 			
PHEO Field Staff		<ul style="list-style-type: none"> ▪ Good water services means better work environment. 			
Media	<ul style="list-style-type: none"> ▪ Joint responsibility of the polity, officials & citizens to achieve 100% ODF city - key role of media to promote communication, give feedback & monitor. 	<ul style="list-style-type: none"> ▪ Good water services are good for families; it attracts more business & industry. 			
School Teachers / Students	<ul style="list-style-type: none"> ▪ Clean schools & clean homes - teachers, parents & students can achieve it. 	<ul style="list-style-type: none"> ▪ Clean water means healthier lives & better education. 	<ul style="list-style-type: none"> ▪ Engage in door to door collection; segregation at source; no littering; recycling. 	<ul style="list-style-type: none"> ▪ Students are the leaders of tomorrow; involve in getting a clean city as inheritance. 	
Industry & Business Houses	<ul style="list-style-type: none"> ▪ ODF city means a healthier & more productive workforce. 			<ul style="list-style-type: none"> ▪ Key role to play in achieving a clean city - devote financial, technical & human resources through innovative partnerships & CSR. 	<ul style="list-style-type: none"> ▪ Clean city is good for business.

Target Group	Sanitation	Water	Solid Waste	Combined	Others
NGOs	▪ Motivate communities, especially the poor, to build & use toilets.	▪ Encourage legal connections.		▪ Civil society for a clean society.	▪ Help citizens participate in improving governance for good services.
CBOs	▪ Motivate communities, especially the poor, to build & use toilets.	▪ Encourage legal connections.		▪ Clean neighborhoods lead to a clean city.	▪ Help citizens participate in improving governance for good services.
Philanthropic & Professional Associations	▪ ODF city means a healthier & more productive workforce. Motivate communities, especially the poor, to build & use toilets.			▪ Work towards making provision of services more transparent & citizen friendly.	▪ Help citizens participate in improving governance for good services.
College students	▪ Use NSS towards making cities 100% clean.				▪ Participate in improving governance for good services.

7. COMMUNICATION CHANNELS AND TOOLS

Engaging Media	Awareness Drive	Dialogue with stakeholders	Dialogue among Depts.	Grievance Redress Mechanism	Others
Chief Minister meets media during Sanitation Week	3 TV Spots:	Exposure visits: for 100 participants per year	Workshop between ULB & PHEO: twice a year	TV & Radio Spots to inform people	Website: Bilingual (Oriya, English)
Two press meets per year with Secretary, UD	▪ Three documentaries (5-8 minutes each)	▪ Community workshops	▪ Seminar during Sanitation Week on key issue(s)	▪ Pilot in 2-3 cities on joint GRM of ULB & PHEO	▪ Sanitation Week concluding on World Sanitation Day
Regular press meets by SSNA: About 6 per year	▪ School competitions (essay, skits, painting, quiz)	▪ Citizen Report Cards	▪ Zone-level interaction among PHEO JE, Sanitary Inspector, Councilors	▪ Citizen Charters & Service Protocol	▪ Inclusion of WSS issues in school textbooks
Media kit in Odia	▪ Folk media: Pala, <i>Daskatiya</i> , <i>Jatras</i>	▪ Consultation with WSS Committee in the ULB	▪ Annual meeting among all Line Depts., Agencies & WSS Committee related to WSS infrastructure & services at ULB level	▪ Citizen Report Cards	▪ WSS Quiz Competition (Written & TV)

Engaging Media	Awareness Drive	Dialogue with stakeholders	Dialogue among Depts.	Grievance Redress Mechanism	Others
Media release on key occasions	3 Radio Jingles:	Public Hearing on Annual Plans by ULB & PHEO on WSS issues	Quarterly Wall Newspaper for ULB & PHEO employees		
Facilitated visits for media to showcase success stories	Puja Pandal displays				
Op-ed articles	Ads in Print Media				
Talk shows on FM Radio & TV	Comedy Series incorporating WSS issues				
Issue-based Supplements	Flyers, Brochures, Posters, Caps, Badges, T-shirts				
	Fairs: Bali <i>Jatra</i> , Dhanu <i>Jatra</i> , others				
	District <i>Mahautsav</i>				
	Cinema Hall slides				

8. MONITORING AND EVALUATION

Effective monitoring of implementation of the strategy is required for several reasons, as given below:

- Need to showcase effectiveness & impact of communication strategy and activities
- Make improvements & changes in the communication strategy and activities
- Justify resources employed for communication
- Feedback and learning may emerge for better WSS sector activities implementation mechanisms

Results of the communication strategy may be evaluated by studying and measuring the following:

- Increased knowledge & awareness related to the WSS sector
- Increased demand for WSS products & services among the people
- Improvements in delivery of WSS services
- Changes in behavior and practices of key stakeholders
- Shifts in attitudes and social norms among key stakeholders
- Enhanced self-initiative by slum community members on WSS-related issues
- Response of the government officials and media to the WSS needs

There would be five key methods to monitor and evaluate the outcomes of the communication strategy and activities:

8.1 Survey

The communication discussions conducted by the WSP team may be used as the Baseline along with other data available with that the WSS service providers. These could be compared at a later date with a new survey assessing the knowledge and awareness levels,

changes in behavior and practices, and shifts in attitudes, social norms and decision-making relationships among the key stakeholders.

Baseline survey, follow up survey – knowledge, attitudes, practices (KAP) and behavior related to use of toilets, disposal of waste, proper access to drinking water and toilets at homes and schools, predisposition towards providing adequate and proper WSS facilities to each and every citizen, assumption of WSS responsibilities the service providers, better coordination among service providers and policymakers, understanding of the role to be played by citizens in the provision of services, and usage of grievance redress mechanism.

8.2 Content Analysis

Analysis of content in communication tools such as interactive sessions, output by schoolchildren, films and street theatre made at the community level and discussions during meetings and workshops would be done. The key questions would be: Is the awareness and understanding levels increasing? Is more support forthcoming towards actions that help meet the WSS sector objectives? Has an environment of adequate public discourse on WSS issues been realized? Are the service providers, CBOs, and community leaders ready to work together to realize the WSS needs of citizens? This would help assess not only the efficacy of that particular communication tool but to also judge the shift in information levels, attitudes, behaviour change, and willingness to provide access to all the citizens.

8.3 Understanding of and Support by the Political and Senior Officials

An analysis of support level by the political representatives and senior officials towards the WSS may be conducted vis-à-vis the earlier status. The key questions would be: Are they aware of the WSS needs and its role in urban development? Do they understand their role in provision of WSS services? Do they allocate their time, effort and resources? Do they allocate extra funds towards meeting the objectives of this project? Is there more facilitation at the Municipality, Collector office and Departmental level towards water and sanitation activities?

8.4 Citizen Report Cards

It is possible to judge the impact of the communication strategy by analyzing the responses in the citizen report cards, both in terms of reach and effectiveness. The issues to be looked at are: Are communication activities reaching out the concerned audiences? Are they responsible for awareness enhancement and behavior change of any kind? How relevant are they to the issues at hand and to the citizens' needs? How useful and friendly is the grievance redress mechanism?

8.5 Analysis of media coverage

It is possible to judge the impact of the communication strategy by analyzing the media coverage, both in terms of content and amount of coverage. The issues to be looked at are: Is the coverage positive or negative? How relevant is the article or news clip to the issues at hand? Was a WSS staff member or community member quoted? Were views and concerns of key stakeholders, including citizens, incorporated in this news coverage?

9. IMPLEMENTATION AND INSTITUTIONAL ARRANGEMENTS

The GoO has constituted a State Sanitation Nodal Agency (SSNA) which would be responsible for implementing WSS sector Communications Strategy as well as evaluating its efficacy and making the necessary changes. The SSNA would hire a Manager – Communications, who would oversee and manage this whole process.

ROAD TO THE STRATEGY**Formative Research**

A yearlong project, beginning April 2009 was carried out in four cities of Orissa as a precursor to the preparation of the statewide Water and Sanitation Communication Strategy. This pilot project was supported by the WSP-SA is to showcase a methodology for carrying out a discrete, surrogate and indirect communication campaign through research, briefing sessions, meetings, media relations and workshops for garnering support towards WSS sector reforms in Orissa. This exercise involved active engagement of key stakeholders – state government departments, districts and ULB officials, media and key persons who can influence public opinion like the polity, senior citizens and civil society leaders. As this approach intended to build a culture of communication for cooperation and coordination, media was be a key stakeholder. This was followed by four city-level workshops where the key stakeholders from each of the four cities came together to discuss their concerns and views, along with helping develop a common vision on water and sanitation services for their city. The process culminated in a state-level workshop wherein the vision of the four cities as well as the communication and consultation process was shared with other Municipalities from across the State. It also saw the demand for developing a state-level communications strategy to help in the process of reforms in the WSS sector.

Other Formative Research

Simultaneously, WSP team members undertook two intensive rounds of field visits (in April-May 2009 to November 2009) to different parts of Orissa to assess the current situation (vis-à-vis sanitation). During these missions the teams held stakeholder consultations; collected and analyzed secondary data specific to sanitation and related issues in the state; held numerous rounds of discussions with several key stakeholder groups (both in person and telephonically) to understand and assess the stakeholders perceptions on sanitation. The outcomes of these exercises were shared with the HUDD and other stakeholders in January 2010 during the course of a multi-stakeholder workshop in Bhubaneswar to seek their feedback and comments. From March to November 2010, WSP team members held a series of discussions with HUDD officials and other stakeholders in different parts of Orissa to discuss the development of the WSS Communication Strategy.

This research stage of the process was undertaken through eight interdependent steps.

Step 1: City Specific Stakeholder Mapping, which included segregating Key Stakeholder Categories

- Residents (categorized into various Socio-Economic Groups and thereafter on demographic parameters like age, sex, levels of literacy, etc.)
 - Lower Income Groups (includes slum dwellers)
 - Middle Income Groups (includes building owners / residents welfare associations)
 - High Income Groups
- Media
 - Print (newspapers, magazines, internet, newsletters, etc.)
 - Audio (radio)
 - Audio-visual (television, internet)
 - Visual (posters, signage, billboards, leaflets, etc.)
 - Folk (theatre (*Jatra*), songs, street plays)
- Politicians
 - Members of Legislative Council
 - Members of Legislative Assembly
 - Mayors
 - Corporators and Councilors from Municipalities
- Religious Leaders
- Academicians
- Representatives from Civil Society Organizations
- Representatives from Industry & Commercial Organizations
- Representatives from Educational Institutions
- Others

Step 2: Understanding stakeholder's levels (degree and nature) of awareness, knowledge, attitudes, perceptions, opinions and beliefs and behavior vis-à-vis the issue of WSS and association with related issues like health, hygiene, and civic responsibilities.

- For each category of stakeholder identified above, their degree and extent of awareness and about the concept of sanitation was assessed. Gaps between the stakeholder's extent of knowledge and awareness and that what the HUDD wishes to address through the WSS policy / take into cognizance whilst developing the WSS policy was identified.
- Given the extent of knowledge and awareness, attempts were made to understand their particular attitudes, beliefs, perceptions, opinions and behavior around WSS and related issues. These inputs played a crucial role for developing appropriate messages in the communications strategy.

Step 3: Determining factors that influence stakeholders' awareness, knowledge opinions, perceptions, beliefs.

- One stakeholder group affecting another / many others (for example media, politicians, civil society organizations affecting other stakeholder groups)
- Opinion leaders
- Levels of literacy (in individuals of every stakeholder group)
- Socio-economic environment in which the stakeholder group functions, etc.

Step 4: Understanding stakeholders groups' influence (*degree* – high, moderate, low; and *nature*– positive, neutral, negative) on the policy development and policy implementation process

Step 5: Understanding underlying factors behind the practice of open defecation and other unhygienic sanitation practices. This included a rapid assessment of the cultural, religious, contextual, legal and institutional factors that are / may be relevant causes on unhygienic sanitation practices. For example answers to some questions such as –

- Is open defecation / unhygienic sanitation practices prevalent because of a lack of understanding around these issues or is it because of some other factors (viz. lack of land / financial resources / awareness of assistance that can be received from the Government for construction of toilets)?
- Are toilets available (in connection with public toilets), but unclean / unhygienic / unsafe; and therefore people are forced to defecate in the open?
- Are there religious / caste / cultural factors which compel people to practice open defecation (alternately, are there particular religious / cultural factors which advise people against open defecation which could be used as pegs for developing a targeted communications strategy)?
- Are there legal and regulatory issues around construction of public toilets and associated services (water supply, etc.) in unauthorized habitations (i.e. slums)?
- Do existing laws encourage construction of safe and hygienic sanitation facilities? Do the laws have adequate provisions to penalize builders / house (or building owners), who do not adhere to the relevant laws?

Step 6: Ascertaining stakeholders' interest in improving the water and sanitation services in their immediate dwelling areas / whole city and the extent to which the stakeholders' are willing to participate in the process.

Step 7: Determining stakeholders' perceptions on the ability and competence of their respective ULBs to address the water and sanitation challenges in the city and seeking suggestions / opinions for alternate mechanisms.

Step 8: Understanding stakeholders' information seeking habits including media viewership / habits and their degrees of trust /faith in popular media reportage (with specifics such newspaper / magazines / TV Channel (and programs therein) / Radio Channel (and programs therein), etc. are viewed / consumed the most, which have more appeal /credibility than others.)

PARTNERING WITH MEDIA

A. What is it?

Communication in general and engagement of local media to help create demand for sanitation in particular is the key to successful implementation of any urban sanitation strategy. Lack of demand for sanitation services is often considered as a constraint. Besides hardware constraints like land tenure issue, lack of space and resources for constructing household toilets in slums, factors that limit effective demand for sanitation especially those with behavioural roots need careful attention.

In this context, media has a vital role to play in building consciousness among stakeholders about importance of water, sanitation and hygiene factors for healthy living; and their respective role in achieving the goal of clean, ODF cities. It can help improving standard of service delivery as well as access of the urban poor to these services by having a positive influence on policy makers, business leaders, advocacy groups, people's representatives and citizens as service users.

Media plays a pivotal role in giving a stronger voice to the service users and making service providers, government officers and political leaders accountable by monitoring commitments made by them. The media personnel understand the ground reality and real challenges behind delivering water and sanitation services and can help citizen engagement that focuses on appropriate solutions. A multi directional communication channel can be envisaged with the help of media on core sanitation issues such as continuous water supply, excreta disposal, hygiene related behaviours, drainage, solid waste and health care waste management etc. It can also highlight gender hygiene, environmental sanitation; and put them in the mainstream sanitation framework. Media can help in showcasing good practices and positive impact of new initiatives in a credible manner.

During stakeholders' consultations on water and sanitation at the cities and state levels in Odisha, the need to involve media as a key partner has been strongly felt. However, it has been observed that engaging media for promoting water and sanitation consciousness in urban areas of Odisha has been negligible. Occasional media reporting on water and sanitation issues has by and large been reactionary and negative.

The present scenario can be changed by fostering sustainable relations with members of media; thereby increasing media coverage of water and sanitation issues. There should be recognition to those media persons who make public awareness of water, sanitation and hygiene, and their related development issues a priority in their reporting. In fact, they are the perfect watsan advocates since they communicate among the key stakeholders in a concrete manner with an eye on the ground reality. It makes sense to build up a strong media network; which can create and sustain a valuable advocacy platform in the water and sanitation sectors.

B. What is to be done?

Monitoring the opinion of the local media on service delivery, especially water supply and sanitation; and knowing whether they have a positive mind-set to do more than just event reporting or reporting of darker sides only is the first step. Whether they believe that media can play a role in instilling positive behaviour in the community and whether media can keep the service providers and users in a communication loop is the next step. It can be done by acquiring following information:

- What are the news and features that they have made for their respective publications/broadcast in the recent past.
- What is their general opinion on the present status of service delivery (especially water supply and sanitation) in their town/city.

- In their opinion, which are the most crisis pockets in the city, with regard to water and sanitation services?
- What are the causes that affect or limit present service delivery mechanism or improve the system?
- Whom they blame the most (service provider, people, lack of funding support, lack of coordination etc.)
- Have they found any positive departmental or community initiatives with regard to water and sanitation services and provisioning?
- What is their opinion on inter departmental or department – parastatal or department- ULB; or ULB-people communication.
- What are their suggestions for improvements to the water service system and do such suggestions find place in their writings.
- Who are prominent influential persons, associations, groups, politicians in the city and their contacts? (those who have been active or influenced any issue relating to water services positively or negatively or those who have the potential to influence people positively or negatively).
- What problems they face in reporting water service related stories / features (Eg. support from higher ups, placements of the story, problems from editors)
- Do they get information support from government departments or service providers?
- How often have they contacted the PHED and Municipality offices/officers and what kind of response have they got?
- Have their reporting and writings made impacts on service delivery or solving a problem?

After knowing all these, the crucial job is to make an action plan for actively engaging media in promoting sanitation consciousness and tackling behavioural, technical and implementation issues through multi-stakeholder partnership.

C. What are the key elements/ non-negotiable principles?

Regular media engagement initiatives and media watch activities must be an integral part of the urban WATSAN communication strategy, which needs to be undertaken through various means.

1. Engage media through round tables, consultative workshops and field visits to service areas for making the media familiar with the supply chain management system, quality and safety assurance, distribution strategy and network configuration; and other related issues.
2. Make efforts towards improving both the quality and quantity of reporting on water and sanitation issues through stakeholders' workshops, field visits, competitions among school children, and networking. This will help front page and prime time slot media reporting of water and sanitation issues; which are otherwise shunted to the back.
3. Outreach and engage the media personnel; facilitate technical training to build up expertise in them on water and sanitation. This will help in wider and regular balanced media reporting on crucial water and sanitation issues rather than sporadic negative outbursts, when prolonged unattended problems lead to crises.
4. Continuous media watch on water and sanitation issues with special emphasis on follow-up coverage of new initiatives and reforms and their impact on the target population; eventually leading to more constructive policy dialogue.
5. Implement users' report card system with media involvement in the entire process to get real user-end feedback on storm water drainage, solid waste management, water quality, hours of water supply, sewerage disposal and treatment, community toilets, open defecation and environmental concerns. This will also help in developing an effective service rating system for each ULB.

D. Who are the key stakeholders?

The primary stakeholders include the user groups and individuals, representatives of print & electronic media, cinema, internet and cell phone as well as folk media such as street play, jatra, puppet show etc.

(The details are listed in Annexure –II)

The secondary stakeholders include the ULBs, PHEO, OWSSB, and NGOs.

E. What human and financial resources are required?

To keep the media in close loop on urban WATSAN initiatives, two communication professionals should be placed at the proposed State Urban Sanitation Cell (SUSC) to assist the HUDD authorities. Developing and implementing a comprehensive media engagement plan, media watch and liaising would be amongst the key tasks of the communication professionals.

(The job profiles of the professionals are detailed in Annexure – III)

The approximate fund requirement towards communication professionals is given in Annexure – III of the Orissa Urban Sanitation Strategy.

F. What is the implementation process?

- The proposed State Urban Sanitation Mission may initiate a multi media campaign with the help of State Urban Sanitation Cell to bring issues related to water and sanitation (especially conservation of water, discouraging theft of water, increasing coverage and accessibility, decreasing unit cost price through various methods; management of human excreta and liquid waste) to the public domain and engage the service users to offer suggestions and advise on how to tackle the problem. The campaign would involve print & electronic media, cinema, internet and cell phone as well as folk media such as street play, *jatra*, etc. To begin with, HUDD in partnership with one of the widely read Odia dailies (*Samaj*, *Samvad* and *Dharitri*,) book space in a series of op-ed pages or have articles on water and sanitation (half an op-ed page, or articles, one day a week or fortnight over a period of 12 months or so. Eminent personalities could be invited to write about their understanding of the problem, possible solutions etc. Readers would then be invited to comment on the articles and provide their feedback.
- Short documentary films on sanitation, adapted and structured to the urban context could be aired in cinema halls before the start of and during the intermission in Oriya movies. Better still would be if television serial and movie directors / producers could be influenced to weave in the sanitation mnemonics into episodes of popular serials and / or movies. Some popular television channels like ETV Oriya run reality shows that are highly popular with the urban population. HUDD could think of contacting these producers and working with them to dedicate an episode / series of episodes to sanitation and weave in messages related to sanitation in the programmes.
- The proposed State Urban Sanitation Mission could, in partnership with the concerned ULBs and local offices of mobile telephone service providers (BSNL, Tata Indicom, Reliance, AirTel, Vodaphone, Unior, AirCell etc.) set up a mechanism where the service providers could send bulk SMSs to their users on sanitation from time to time on behalf of the Mission. These theme of these messages (which would need to be worked out in consultation with HUDD), could be motivational (the mnemonics perhaps?), informative (for e.g. physical works for improving sanitation infrastructure being carried out in such and such areas, work expected to last for XX days, please bear with us, inconvenience regretted), etc. The main intent of this outreach facility is not so much to provide information, but to create an impression in the minds of the consumers that the department and ULBs are concerned and are making an attempt to reach out to the population.
- The current HUDD web-site could also be updated and Search Engine Optimized (SEO) so that a section of the urban, internet savvy citizens are provided a platform to voice their opinions, grievances, ideas to the department with the view to improve the sanitation situation in the state. Groups involved in folk songs and folk theatre may also be invited and encouraged to develop specific theatres and songs dedicated to / highlighting issues of sanitation and motivating citizens to practice good sanitation behaviour weaving in the necessary messages.

**ROLES AND RESPONSIBILITIES OF COMMUNICATION PROFESSIONALS
(To be placed at the State Level Technical Cell)**

The role of the specialists placed at the SUSC would encompass, but not limited to, the following activities:

- Co-ordinating with the leading *Odia* dailies (*Samaj, Samvad, Dharitri etc.*) in publishing one think piece every fortnight written by eminent personalities on the subjects of water and sanitation, what could be done to improve water and sanitation conditions in urban Orissa, in their op-ed pages (for example, arrangements could be made to publish one think piece written by an eminent personality every alternate Monday or Wednesday in a month for a period of 12 months)
- Augmenting the HUDD website (<http://www.urbanorissa.gov.in/>) with a regularly updated special section on urban water and sanitation highlighting the State Government's plans, conservation and maintenance issues; user charges etc. and inviting responses / reactions / suggestions from the visitors.
- Providing timely information, digitized awareness building material and other necessary inputs / support on issues related to urban sanitation to the e-municipality project.
- Liaising with Station Heads of popular FM radio channels (like Radio Chocolate-104 and Radio Mirchi-93.5) to promote good water and sanitation related sanitation behaviour through their programmes.
- Co-ordinating with producers of popular Oriya television programmes and exploring opportunities to weave in messages related to hygienic water and sanitation practices in their programmes
- Developing innovative means of disseminating good water and sanitation behaviour messages [through bulk SMSs (Short Messaging Services)] supported by large mobile phone service providers such as BSNL, Tata Indicom, AirTel, Vodafone, AirCell, S Tel etc.)
- Producing and showcasing good practices through short documentary films on water and sanitation
- Organizing, as frequently as possible, events in different ULBs like Ten-10 cricket matches involving popular celebrities and citizens, especially local youth to convey the message on water and sanitation. The proceeds collected through such events could go towards paying for the construction / operations and maintenance of public toilets and the events itself could be used as a platform to disseminate messages on water and sanitation with the celebrity figures urging citizens to adopt healthy practices and refrain from open defecation and urination.
- The specialists would go beyond facilitating formal press conferences and will need to develop rapport with senior members of the press (editors and senior reporters of major newspapers, radio and television channels, etc.); which will ensure that the media becomes an active partner in the whole effort of making cities and towns of Orissa clean, sanitized and open-defecation free.

LIST OF SOME LOCAL MEDIA WITH USP**PRINT MEDIA****1. *Dharitri*****Circulation – 4.13 lakh****Edition:** Bhubaneswar, Angul, Berhampur, Balasore**USP:** Concentration of circulation is in the thickly populated and politically sensitive coastal districts of Orissa. Bhubaneswar and Angul editions do exceptionally well and beat its competitors Sambad and Sambad because of urban and youth readership.**2. *Sambad*****Circulation: 4.10 lakh** (claims to be the largest circulated daily of Orissa)**Edition:** Bhubaneswar, Cuttack, Rourkela, Sambalpur, Berhampur, Balasore, Angul and Jaipur**USP:** Except Cuttack and Bhubaneswar the daily leads readership in all other editions. While in Bhubaneswar Dharitri is way ahead of Sambad in Cuttack its readership is in third position after Samaja and Dharitri. However in other publication centres Sambad is the largest circulated daily. It gives importance to local issues in its publication centres with devoting most of the places to local news and related issues.**3. *The Samaja*****Circulation 3.35 lakhs** (oldest daily of Odisha)**Edition:** Cuttack, Bhubaneswar, Sambalpur, Berhampur, Kolkata and Vizag**USP:** Founded by Utkalmani Pandit Gopanandhu Das almost a century ago, the paper still enjoys confidence of the readers.**4. *Samaya*** from Bhubaneswar; circulation 2.80 lakh**5. *Pragativadi*** from Bhubaneswar; Circulation 2.30 lakh**6. *Odisha Bhaskar*** from Bhubaneswar circulation 1.54 lakh**7. *Prajatantra*** from Cuttack; circulation 1.30 lakh**8. *Anupam Bharat*** from Berhampur; circulation 1.52 lakh**9. *Khabar*** from Bhubaneswar; yet to get ABC certification**10. *Aarambha*** from Bhubaneswar; have very less circulation at present but taken seriously in political circle.**11. *Suryaprava*** from Bhubaneswar; have less circulation at present but taken seriously in political circle.**ELECTRONIC MEDIA****Television****1. OTV (Orissa Television)**, a unit of Sky View is the largest viewed channel in urban Odisha. SKY View is the largest cable operator in most of the urban areas of the state. Sky View does not air its competitor ETV.**2. ETV Odia**, though initially the channel's TRP was the highest in rural as well as urban areas, with Sky View stopping airing of ETV, it's TRP has gone down in urban areas.**3. Kanak TV** of Eastern Media (Sambad) group is gradually picking up as a most viewed Infotainment channel.**4. Naxatra TV** with its tri-lingual news coverage, including news in Sambalpuri dialect has become popular among urban viewers.**5. Kamayab TV** though has few popular entertainment serials its news bulletins are yet to draw urban viewers' attention.

Radio

Frequency (medium waves and shortwaves in kHz; FM in MHz)

Name

Address

102.9 MHz	All India Radio Baripada (AIR Baripada / Akashvani Baripada)	BARIPADA 757001 Mayurbhanj District Orissa Tel: +91 6792 253376 E-mail: baripada@air.org.in
100.6 MHz	All India Radio Berhampur (AIR Berhampur / Akashvani Berhampur)	BERHAMPUR 760001 Ganjam District Orissa Tel: +91 680 2220518 E-mail: sdairbam@sancharnet.in
1206 kHz	All India Radio Bhawanipatna (AIR Bhawanipatna / Akashvani Bhawanipatna)	Nektiguda BHAWANIPATNA 766001 Kalahandi District Orissa Fax: +91 6670 230912 E-mail: airbpn21@sancharnet.in
92.7 MHz	Big 92.7 FM Bhubaneswar, Rourkela (Adlabs Films Ltd.)	B15, Arihant Plaza Behind Hotel Triumph Residency; Saheed Nagar BHUBANESWAR Orissa Tel: +91 674 3245927
104.0 MHz	Radio Chocolate 104 FM Bhubaneswar, Rourkela	462, 2nd Floor, Ravi Talkies Square; Bhubaneswar

[Within a short span, FM Radios in Odisha, especially in the busy urban centres have become a new medium to get closer to the target audience and get them hooked to the lively characters played by the RJ (Radio Jockey). These shows revolve around various aspects of human life and struggle, including their daily worries like water and sanitation. It has become a main source of entertainment for the commuters, shopkeepers and housewives busy in the household chores as one can listen while working and it does not require to be glued to it all through].

CONSTANT AWARENESS DRIVE

What is it?

Most of the focus related to improvements in civic services is on the service provider. However, it is now understood that the user of such services too plays a key role in determining the quality of service as well as effective and efficient usage of financial and human resources deployed by the service provider. Unfortunately, the users in Orissa, as in other parts of India, do not completely understand their roles and responsibilities. Therefore, if a service provider is looking at providing good services in a sustainable manner, then it has to bear the onus of educating and informing the users of such services.

A public communications campaign or a constant awareness drive is expected to meet this objective. Mostly employing mass media channels and tools, along with a healthy mix of interpersonal tools, it would focus on educating and informing the citizens while also attempting to bring about behaviour change in them. Targeting the individuals and households, it would focus on the following audiences:

Primary audience: citizens and households of urban local bodies (ULBs), employees of service providers

Secondary audience: Elected representatives, media, civil society organizations, eminent personalities or opinion makers

A key reason for inclusion of the employees of the service providers such as the Municipalities and the Public Health Engineering Organization (PHEO) is that each employee is also a user of such service. More importantly, each employee is expected to be fully informed and aware of the issues so that s/he may act an effective spokesperson for the service provider during any form of interaction with the citizens. Further, each employee would be expected to display exemplary behaviour at the personal and household level so as to act as the role model for other citizens. Such an awareness drive would lay a stress on conveying the link between individual/household behaviour and good services; roles and responsibilities of users of services; good practices that would improve public health; and how the users can help the service provider provide services more efficiently and effectively.

Why is it needed and its role in improved services?

An informed citizenry, along with a display of proper behaviour at the individual and the household level, could provide immense help in improvement of services as well as lowering the costs borne by the Municipalities and PHEO to provide these services. What if there were no water leakages at the household level or no water is wasted? Would it help if each household disposed of its solid waste in a proper and expected manner rather than on the streets? Would PHEO want that the citizens were more vigilant in preventing and reducing incidences of illegal water connections? What if rampant use of plastic bags stopped and drains were not blocked by these bags? Would overall costs of service provision reduce if bills were paid on time by the households? These are just some of the questions that may be considered when designing the constant awareness drive.

The key objectives of the constant awareness drive would be:

- To facilitate the development of a better understanding of “good water and sanitation services” among the users and employees of the Municipalities and PHEO
- To create a better understanding among the users of their roles and responsibilities in provision of good services
- To bring about behaviour change that would lead to better service provision
- To engage key influencers and opinion leaders such as the elected representatives, the media and famous personalities in reaching out to the general public
- To aim for higher realization of billed amount
- To attempt in reduction of illegal connections
- To lead to reduced incidences of littering and improper disposal of solid waste by households

What are its key elements? Non-negotiable principles?

A mass awareness and behaviour change campaign is a very tricky and complex process. While it seems very simple in terms of just preparing certain communication tools and using these tools through some communication channels, it requires a thorough understanding of the issues at hand, determination of the right target audience, the nature and preferences of the target audience, partnership with like-minded individuals and organizations, and an effective way of monitoring the results of such a campaign. Elaborating further, it requires an understanding of the levels of awareness among the stakeholders; their knowledge base, attitudes, perceptions, opinions and beliefs and behaviour vis-à-vis the issue of water and sanitation services; the current information sources and their credibility; and the potential impact of changed behaviour on like financial and institutional sustainability of good services, health, hygiene and civic responsibilities.

It also requires professionals with prior experience of mass awareness and behaviour change campaigns so as to keep the process highly effective and cost-efficient. It must be kept in mind that usage of paid mass media can be very expensive. Could ways be devised to use non-paid mass media (media coverage, media partnerships, joint campaigns, etc.) to the maximum extent possible? How to design specific communication tools for different audiences based on their key attributes? How can the existing human and other resources be utilized in the most optimal manner? Could such a campaign be dovetailed with other issues and campaign(s) of the government? Are the outcomes of such a campaign being monitored and evaluated regularly so as to fine-tune the campaign whenever and wherever required?

Some non-negotiable principles of such a campaign are:

- Usage of formative research to design the constant awareness drive and behaviour change campaign
- Use of material prepared in both the key principal languages, namely, Oriya and Telugu
- Seek partnerships on professional terms so as to reduce costs and increase the outreach
- Intent and ability to reach out to the poorest of the poor and the most marginalized groups
- Commitment of adequate human and financial resources to carry out such a campaign to its logical end
- Strong monitoring and evaluation mechanism

What is the implementation process?

- Selection and hiring of at least two full-time communication professionals
- Decision on which agency would lead the constant awareness drive
- Development of a Logo and Slogan for a clean Orissa or one which signifies good services or responsible citizens
- Analysis of communication material with Orissa State Water and Sanitation Mission and the State Resource Center, Orissa and study its relevance to the current awareness drive in urban areas; change and use material where possible
- Tie up with FM radio stations, TV channels and the two schools of Mass Communication
- Identification of communication channels¹ (focusing on how the communication tools would be employed and best used)
- Development of key communication tools²
- Identification and involvement of famous personalities
- Training on how to work with the media for relevant officers

¹ print media, mobile phones, FM Radio, TV channels, cinema halls, inter-personal communication, CBOs, NGOs, famous personalities, elected representatives

² Media outreach, SMSs, Radio programs and jingles, inserts in TV programs, films, inserts in local cable channels, slides at cinema halls, flyers, inter-personal communication, posters

- Training of PHEO officers, Municipal Health Officers and sanitation staff and workers for outreach and consultation
- Put information on water and property bills, municipal and utility properties such as buildings, tanks, offices,
- Train meter readers or bill distributors to convey key messages to the customers

Who would do it?

One option being considered by the Government of Orissa is to strengthen the existing Orissa State Water and Sanitation Mission and add the urban agenda to its mandate. Thus, the OSWSM would also be responsible for leading the communications campaign (or the constant awareness drive) on these issues in the cities and towns of Orissa. Another viable option may be to strengthen the Project Implementation Unit (PIU) within the Housing and Urban Development Department and give it this responsibility of leading and coordinating the constant awareness drive with strong support from PHEO and the ULBs. Of course, this may mean better coordination with other pillars of the Urban Water and Sanitation Communication Strategy such as the Dialogue with diverse stakeholders and Engaging the media as it is expected that the PIU would be coordinating them. However, it is still expected that no matter who the lead and coordinating agency is, it would use the creative and technical resources available with the non-state players such as the advertising and public relations agencies, and NGOs.

What human and financial resources are required?

Given the immense responsibility that a constant awareness drive would bring, it would require at least two or more full-time professionals to lead and coordinate this effort. These professionals would have to be adept in skills of public campaigns and behaviour change as well as well versed in Oriya and Telugu. They would also be using the services of creative agencies working in the areas of advertising and public relations, film-making and printing and publishing. Further, they would also rely upon the support provided by the media partners (newspapers, radio stations, TV channels) and the two schools of mass communication namely, the Sambad School of Communication and the Indian Institute of Mass Communication, Dhenkanal. Key human resources for implementation of this mass awareness drive may also be provided by the Municipalities and PHEO. Their field-level officers may be trained to carry out direct and structured interaction with the community members, especially those residing in slums. Not only would this approach be highly effective and cost-efficient, it would lead to better understanding of each other's issues by the service providers and the users.

At this stage, it is too early to arrive at the exact amount of financial resources required. In addition to other factors, it would also depend on the existing resources that are utilized from the OSWM and other agencies. However, money would be required upfront to hire the two recommended communications professionals. Some money may be required for conducting formative research that would help in developing effective communication tools. However, this professional input may also be sought from the two Mass Communication Schools and may come at little or no cost. The largest amount of resources would be required in creation of communication material such as films, radio programs and print material. Further resources may be required for hiring of NGOs to reach out to the poorest communities.

GRIEVANCE REDRESS MECHANISM***What is it?***

While every service provider may attempt, with the best of intentions, to provide the best service possible, there are always incidences of complaints by the service users. These could be related to poor quality of service, stoppage in service, discrepancy in the bills received, inconvenience due to some infrastructure work being done as part of the service, inappropriate behavior by an employee of the service provider, display of favoritism and/or prejudice in provision of service, or due to lack of information available with the concerned users. It is now commonly accepted that users affected by any deficiency, perceived or actual, in service should be provided with access to mechanisms that are legitimate, reliable, transparent, and cost-effective to enable them to present their grievances and find solutions that satisfy their needs and aspirations.

What is a Grievance: An issue, concern, problem, or claim (perceived or actual) that an individual or community group wants the service provider to address and resolve.

Broadly categorizing, there may be two types of grievances or complaints – firstly those directly related to service provision and secondly complaints and suggestions related to implementation of service-related planning and implementation of infrastructure projects. The former are more common on a daily basis some examples could be low water supply pressure, non-cleaning of neighborhood garbage bin, a blocked public drain, or an inflated bill. The latter are grievances that arise when a user or citizen feels that better planning or implementation would either improve the quality of service and/or reduce the level of inconvenience being caused to the public due to some infrastructure work being carried out by the service provider. Separate Grievance Redress Mechanisms (GRMs) may be required for these two different types of grievances. While the former may follow the traditional approach of a network of complaint Centres (physical and virtual), the latter may need that direct approach to a very senior official is provided to the citizens for making complaints (over phone, online, email, SMS, in person); an officer who has the authority to initiate remedial action.

Grievance redress mechanisms (GRMs) are institutions, instruments, methods, and processes by which a resolution to a grievance is sought by the user of a service and provided by the service provider. For a user of service, a typical GRM may first mean the contact point to register a grievance or complaint – over phone, email, online, SMS, in writing, or a walk-in facility. The complainant is given a Complaint or Log Number and the time limit before which the complaint would be addressed. At the GRM centre, the complaint is then categorized and forwarded to the concerned Unit for immediate action and resolution. Often if the complaint is based on some misinformation, the Complaint Centre may itself provide the correct information to the Complainant and resolve the issue to his/her full satisfaction. Upon resolution, the concerned Unit would update the status of the complaint in the system and a message is sent to the GRM centre. A call and/or SMS are then made to the Complainant informing him/her of the resolution. If the complaint is not resolved in the set time limit, it is automatically upgraded and message sent to a higher

authority for action. The Complainant is also informed of the new status. It is important to note that, for a successful and well-functioning GRM, not only should the GRM customer centre if working well and fully accessible 24 hours a day for all days of the year, but also the backend support system to resolve the grievances or complaints must be fully in place with adequate allocation of human, technical and financial resources.

What constitutes a good Grievance Redress Mechanism?

- Known to all the citizens
- Is accessible to every citizen irrespective of his/her economic status, caste, literacy level, age, disability, and geographical location
- Is accessible through multiple instruments such as phone, SMS, internet, email, walk-in, and written format
- Is accessible 24 hours a day for every day of the year
- Clearly establishes the scope of the GRM and this scope known to all citizens
- Provides for a systemic manner of recording and disposing of all grievances in a reasonable timeframe
- Displays complete transparency and accountability in service provision and resolving the grievances
- Complete clarity and knowledge among citizens about its procedures, processes and timeframes for resolving grievances
- Records data such as date, time, name and address of the complainant, nature of complaint, person responsible for resolving the complaint and date and time the resolution was provided
- Records the resolution as felt or experienced by the complainant
- Is backed by adequate resources, human and financial, to resolve all complaints effectively and efficiently in a time-bound manner
- Allows the complainant or GRM to raise an unresolved complaint to a higher level of authority

Why is it needed and its role in improved services?

A Grievance Redress Mechanism provides a way to improve service levels and reduce operation and maintenance costs for service providers, offers the citizens an effective avenue for expressing concerns and complaints and achieving remedies, and promotes a mutually constructive relationship between the service provider and the citizens.

Benefits of a Grievance Redress Mechanism	
Benefits to Service Provider	Benefits to Citizens
Increases the trust levels between the service provider and the citizens	Helps ensure good quality service on a continuous basis
May result in enhanced revenues as citizens tend to pay bills when satisfied with service	Enhances the service satisfaction levels Provides a cost-effective way to address

<p>Helps become a good service provider</p> <p>Facilitates productive and efficient communication between service provider and citizens, including serving as an effective feedback mechanism</p> <p>Helps in better implementation of work plans and avoid cost increases due to delay in work</p> <p>Helps address issues and complaints on a timely basis rather than allowing them to build up, which may harm the reputation of the service provider</p> <p>Allows to analyze patterns and incidences of complaints so as to take preventive action and/or plan better to reduce the incidences of complaints</p> <p>Helps in benchmarking its performance levels</p> <p>Enables more systematic identification of emerging issues and trends, facilitating corrective action and preemptive engagement</p> <p>Enables service provider to clarify misperceptions or resolve confusion among various stakeholders</p>	<p>complaints in an efficient manner</p> <p>Provides ready access to desired information</p> <p>Provides a mechanism to give feedback on project plans and implementation</p>
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What are its key elements? Non-negotiable principles?

A key component of a GRM is the Citizen’s Charter that is published and adequately publicized by the service provider. Among other information and commitments, it includes disclosure of time norms for providing various services to the citizens/clients and details of all levels of grievance redress machinery that may be approached. Some other key elements of the Citizen Charter may be the following:

- Vision and Mission Statements
- Details of business transacted by the service provider
- Details of service users
- Details of services provided to each user group
- Details of grievance redress mechanism and how to access it
- Expectations from the users or obligations of the service users

Some non-negotiable principles for the service provider are:

- Set standards of service to be provided for each category of user
- Be fully transparent and proactively provide information
- Consult and involve diverse stakeholders
- Immediately handle all complaints and grievances
- Use resources (financial, human and institutional) effectively and efficiently
- Use GRM to innovate and improve

What is the implementation process?

A service provider has to see and find value in setting up a GRM; this commitment must be all the way from the field-level employees to the head of the organization. In other words, a GRM should be seen as an activity that not only improves the service levels but also means more efficient and effective use of the human, technical and financial resources of the service provider. It should be seen not as a cost-head but rather as a profit making exercise as in its absence, the overall revenue stream may see a downward trend and O&M costs may spiral upwards. The setting up of GRM is a four-stage process.

Define the goals and determine scope: the overall goals and scope are well defined and understood and then it is ensured that the design of the GRM emerges from these goals and scope.

Design the mechanism: A plan is prepared that clearly outlines the goals, purpose, scope, redress approaches, structure, roles and responsibilities of the concerned officers, their internal reporting and accountability mechanism, location (physical and virtual) of the complaint Centres, languages skills required by the Centre employees, plans to integrate the complaint system with the O&M system, and other specifics of the GRM.

Implement and operate the mechanism: After establishment of a few complaint Centres and placement of concerned employees, the GRM may be tried and test on an experimental basis in a limited geographical area. Upon confirmation of the design, as well as after making the necessary changes, it may be offered in the entire service area.

Monitor, analyze and learn from the mechanism: Regular information in an intelligent manner is gathered on the nature of complaints, the ability to provide resolution within the specified timeframe, overall accessibility and effectiveness of the GRM, and the ability of the service provider to prevent grievances proactively. Such details would help in improving the GRM as well as the overall quality of service.

Post Implementation

- Focus attention on the analysis of public grievances to identify grievance-prone areas (both elements of service and geographically) and implement systemic changes to reduce grievances
- Citizens' level of satisfaction should be measured on a regular basis (e.g. citizen report cards)
- Analyze public grievances received to help in modification of policies and procedures that could be undertaken with a view to making the delivery of services easier and more expeditious
- Communicate effectively and extensively about the GRMs available to the citizens indicating the procedure and manner in which these can be availed
- Constitute a Social Audit Panel or such other machinery for examining areas of public interface with a view to recommending essential changes in procedure to make the GRM more people-friendly and need-based
- Pick up grievances appearing in media reports and take remedial action on them in a time bound manner
- Deal with every grievance in a fair, objective and just manner

Who would do it?

Since the GRM is closely interlinked to the overall functions of the service provider as well as is an integral component of its O&M activity, the GRM is best housed in and undertaken by the service provider. Of course, it is possible for different service providers of civic services such as Public Health Engineering Organization (PHEO), Orissa Water Supply and Sewerage Board, and the concerned Municipalities to have a common Complaint Centre to receive grievances and complaints. They would then be categorized and forwarded to the appropriate unit in the concerned service provider. Some complaints, for example those related to digging of roads to lay water pipes, may need to be addressed jointly by two or more service providers, which in this case may be PHEO and the concerned Municipality.

What human and financial resources are required?

Given the immense responsibility that a well-functioning GRM would bring, it would require to be headed by a very senior official in the organization. It would also require re-training and reorientation of field-based and O&M staff, orientation of staff as to how the GRM is in the interest of the organization, and appropriate training of staff at the Complaint Centres. Some technical support may also be required to develop appropriate system and software that ensures timely resolution of all grievances and complaints.

In addition, resources would also be required to publicize the GRM among all the users so that it may be availed of by all those having a complaint or grievance. Internal communication would also be required to orient all employees to become more customer-friendly and bring more focus of deliver of quality services to all the users. Tie-up may be made with select media houses to provide information proactively on scheduled interruptions and changes in service provision, such as those necessary for O&M. Synergy would be necessary with the overall communication strategy and component so as to not only publicize the availability and procedures of use of the GRM but to also communicate the concerned roles and responsibilities of the users so that good service may continue to be provided to them.

DIALOGUE AMONG VARIOUS DEPARTMENTS AND SERVICE PROVIDERS

Notably, research conducted in selected cities of Orissa shows that there is an immediate need to start a process of transparent dialogue between the Urban Local Bodies (ULBs) and the Public Health Engineering Organization (PHEO). This dialogue should be institutionalized and made on a regular basis where the technical aspects be clearly disseminated by the PHEO to the Municipal bodies and plans chalked out for solution to the problems. It should also include planning for improvement as well as the planning process for future projects.

What is it?

Several government agencies are responsible for providing civic services in a city or town in Orissa. Water services are provided by PHEO, solid waste management and storm water drainage are in the domain of the concerned municipality, sewage is supposed to be handled by PHEO but is practically non-existent in most cities and towns, and asset creation for provision of such services is often the responsibility of Orissa Water Supply and Sewerage Board. On top of this, a large amount of funds for development come from the State and Central Governments, often on the basis of citywide plans. Adding to the complex situation is the process of redevelopment of slums which would involve all these agencies working together to obtain funds and implement the plans.

Communication among various department and service providers often happens through movement of files rather than involving a plan towards integrated growth and development of the city or town. Is the dominant view that of maximizing the delivery of quality services to the citizens? Or is it to quickly implement a particular project at hand? Are other agencies seen as bottlenecks or partners in progress? Are linkages among various civic services understood and acted upon by the different agencies, especially as they would impact the quality of services to the citizens or in realizing maximum efficiency and effectiveness?

In an environment of dialogue among various departments and service providers, sharing and flow of information from one entity to the other would be almost instantaneous and smooth. Looking upon the citizens or customers as the common ground, a series of activities would evolve that result in improved services, trust among all stakeholders, and collaboration to reduce expenses and maximize the utilization of available resources. This dialogue would happen at several levels, from the ward/zone level to the state level. Its value has to be recognized by senior officers and the juniors should be encouraged to talk, share and collaborate. This may take several formal and informal forms: regular meetings, problem-solving sessions, proactively seeking information and feedback from other service providers, collaboration in planning and execution of projects and programs, sharing of databases or creating common databases, joint public outreach mechanisms, and joint training programs.

Why is this dialogue needed and its role in improved services?

There is a strong link between the quality of services and reputation of the government. While the different agencies may see themselves as separate and apart, they are just one entity (or just government) for the citizens. Thus, even if one of the agencies is performing badly, it may impact the reputation of others as the 'government' is seen as providing bad services. In short, while the different agencies have divided functions yet they have shared public responsibilities and reputation. Further, this shared responsibility also provides

opportunities for joint actions on issues that not only improve services but also the revenues of these agencies. Some common examples are:

- Collaboration during digging of roads and repairs so as to minimize costs and inconvenience to the citizens
- Sharing data of customers and work towards creating a common and comprehensive customer database, leading to better billing and collection, higher realization of property taxes, etc.
- Sharing of resources for communicating with customers as the customer base is common
- Development of a shared GIS map showing the infrastructure of all service providers (pipelines, tanks, plants, etc.) along with all customers

More importantly, functions of one service provider impact upon the responsibility of the other. Contaminated water supply may result in a outbreak of water-borne diseases; while PHEO may have to stop the source of contamination, providing treatment and relief to the sick often falls upon the municipality and the health department. Bad solid waste management is believed to be responsible for blocking of drains, leading to water-logging and waste overflows. This may mean a higher incidence of water-borne diseases, malaria and dengue. Water pipe leakages, while reducing supply, also lead to pools of stagnant water; these are often the breeding ground for mosquitoes and other disease carrying organisms. Digging of roads to lay pipes or wires may lead to damaging existing underground infrastructure. Each agency struggles to improve its database of customers and yet they do not collaborate to evolve a common customer database.

Under the new guidelines of the Thirteenth Finance Commission, a city may access a certain portion of its funds only if it develops and meets the Service Level Benchmarking parameters. This would mean all service providers working towards this goal if the city has to access these funds. Further, when the Ministry of Urban Development rates the cities or even the tourism or business professionals compare the quality of life in one city versus another, they are looking at all aspects of the city, including the water and sanitation services, solid waste management and overall governance systems. So while a city may have excellent water service, bad sanitation could put it behind in the ratings.

What are the key elements? Non-negotiable principles?

- Development of formal and informal mechanisms leading to dialogue and collaboration
- Complete transparency and sharing of all information, help build understanding on technical and social-political issues of other partners as and when required,
- Sharing of water service plans by PHEO with the concerned Municipality and seeking feedback on improvement and making them more relevant to the needs of the citizens
- PHEO seeks involvement of Municipality in planning for the future, including for the coming year
- Discussions on how solid waste management is impacting sewage and drainage services and developing solutions
- Discussions on how to avert and meet health crises such as outbreak of water-borne diseases, dengue and malaria
- Consultations on redevelopment of slums and providing better services to the poor communities
- Dialogue and collaboration in laying of underground infrastructure

It is important that a lot of dialogue is held among officers and workers who are equal to each other rather than the dialogue process always being supervised by a senior officer. This may result in a not so fair and frank dialogue. For example, at the ward level, such a dialogue may involve the local elected representative, Junior Engineer of PHEO, Zonal Health or Sanitation Officer from the Municipality, and citizen representatives. The dialogue is to be held on both functional issues and the planning processes.

What is the implementation process?

Notably, the Government of Orissa has already initiated the process by asking PHEO to share its annual plans for each city or town with the concerned municipality and seeks its feedback and approval. While some dialogue and collaboration may be mandated, a lot of it would have to evolve as part of the work culture of these service providers. Moreover, brainstorming among key officers at the state and district level on the possible areas of collaboration may also lead to productive and interesting outcomes. At the state level, these sessions may be facilitated by the Housing and Urban Development Department (HUDD). At the district level, it would be best if these meetings are conducted by the officers of PHEO, Municipalities and other service providers themselves.

Some key processes may be:

- Orientation of key staff members on communication mechanism among agencies
- Development of formal and informal communication among agencies
- Monthly meetings among nodal officers to raise and solve issues at different levels
- Sharing of plans and project details with other agencies
- Training in customer-centric service provision processes

Who would do it?

A group of the senior officers of HUDD (including those from the Municipal Administration) and PHEO, along with a few Municipal Commissioners and Mayors may be formed to initiate the process and agree upon certain processes and norms. This could be followed by notification of these processes and in the long run, lead to their institutionalization. Officers at all level may be oriented in these and other processes and norms, and encouraging them to share and collaborate.

What human and financial resources are required?

It is expected that the process of dialogue and collaboration among various departments and service providers would not result in increased costs (other than that of training) and substantial outlay of time. Rather, it is expected that in the long run, it would result in better designed plans and projects, more efficient utilization of human and financial resources, better service delivery, and more learning opportunities for concerned officers.

DIALOGUE WITH DIVERSE STAKEHOLDERS

In almost all the cities as well as at the state level in Orissa, participants urged for integrating public opinion and involvement in the water services system. In each city efforts should be made to form a Citizen's Committee and involves them in planning; monitoring and grievance redress work. Each city can have its own system of involving people but the objective of it should be to make the system transparent with active involvement of different sections of the people. For this the Urban Local Bodies (ULBs) should take the lead. This would help in solving many existing problems that have developed due to communication gaps; and in making people more proactively involved in the system which would lead to legalizing many illegal connections; increasing tariff collection; reducing conflicts, so on and so forth.

What is it?

Dialogue with stakeholders is a multi-step process with a purpose to involve and promote participation of diverse groups and individuals who may either impact or be impacted by the civic services being provided in city or town. It means the process of proactively seeking views and opinion of diverse stakeholders³, integrating them in the service provision process, and communicating with these stakeholders to provide feedback on how their views and opinion have shaped the service provision process. Notably, the dialogue is carried out at all stages of service provision – from design and planning stage to the implementation and evaluation phases. Another key aspect of this dialogue process is the opportunity for the service providers to share their concerns and to convey what support and role they seek from these diverse stakeholders.

Further, it is important to ensure that the dialogue takes place in an environment where the stakeholders are well-informed of the issues at hand so that the process may be meaningful, efficient and productive. A single platform or a particular type of mechanism may be neither adequate nor appropriate to have a dialogue with a diverse set of stakeholders. Not only may different groups of stakeholders have a different understanding of the issues at hand but they may also be seeking different outcomes from the process of dialogue.

Why this dialogue is needed and its role in improved services?

There is a growing recognition within the Government and other service providers that the success of water supply and sanitation (WSS) programs depend on the use of effective and strategic communications and consultation. Moreover, dialogue with diverse stakeholders plays a facilitative role, including providing the structures and mechanisms for critical aspects such as policy dialogue, advocacy, consensus building, capacity enhancement, stakeholder consultation, knowledge management and behavior change.

During the recent urban communication and consultation initiative (May 2009 to Feb 2010) implemented in four selected cities, namely, Balangir, Bhubaneswar, Kesinga, and Puri, along with the feedback received at the state-level workshop, participants urged for stronger public consultation and integration of public opinion in the provision of water and sanitation services. It was felt that each city could have its own system of involving people but the objective of this mechanism should be to make the system transparent with active involvement of diverse stakeholders. This would help in solving many existing problems⁴ that have developed due to communication gaps; and in making people more proactively

³ Elected representatives, media, PHEO and municipal employees, CBOs, NGOs, NCC, Scout & Guides, Rotary Club, Lions Club, SHGs, secondary/high schools, religious organisations/trusts, hospitals and other agencies.

⁴ For example, the issue of regular breakage of water supply pipeline by villagers adjoining the town of Balangir; the lack of progress on the 24X7 water supply project in Kesinga; the disposal of solid waste by households on the streets of Cuttack; or the lack of trust between service providers and the people.

involved in the system which would lead to legalizing many illegal connections; increasing tariff collection; reducing conflicts; better system of solid waste management; and more satisfied citizens.

A more crucial and critical outcome of dialogue with diverse stakeholders would be a superior and citizen-relevant planning process. If the different stakeholders, especially the users of civic services, are involved from the beginning in the design and planning process, not only would showcase a higher level of ownership of the projects and programs of the service providers but also be more willing to fulfill their role to ensure good services continue on a sustainable basis. In the event of stakeholder consultation, it is more probable that the support of opinion leaders, the media and civil society organizations, including community-based organizations, could be obtained for the reforms and service improvement process.

A service provider often faces criticism from different groups: elected representatives, the media, civil society organizations, the general public, and at times, its own employees. Sometimes, such criticism may be based either on incomplete information or because the service provider has failed to share its perspective with these groups. The process of dialogue also provides the service provider a platform and opportunity to share its concerns and perspective with these stakeholders so as to fend off inappropriate criticism and obtain larger support for its initiatives.

Key Stakeholders

	Stakeholder	Why involve?	Role
1.	Elected representatives	<ul style="list-style-type: none"> • Policymakers • Opinion leaders • Know the pulse of the public 	<ul style="list-style-type: none"> • Approve all plans and expenditure • Potential advocates for reforms and improvement process
2.	Employees	<ul style="list-style-type: none"> • Would implement any initiative • Their support and knowledge would directly impact the success of any initiative. 	<ul style="list-style-type: none"> • Key partners in any initiative • Act as spokespersons among the public for the service provider
3.	Citizen groups, citizens	<ul style="list-style-type: none"> • User of services • Most impacted by any initiative • Support crucial for the success of any initiative • Service provider exists only because they exist. 	<ul style="list-style-type: none"> • Their feedback can help improve services • Can help improve services by following good practices
4.	Media	<ul style="list-style-type: none"> • Help build public opinion • Reflect public opinion • Just criticism in media may derail even a good project. • Act as public watchdog. 	<ul style="list-style-type: none"> • Educate and inform other stakeholders • Act as an information bridge among all stakeholders
5.	Civil society organizations, opinion leaders	<ul style="list-style-type: none"> • Often represent the poorest and the most marginalized groups. • Highly vocal, especially in the media • Help shape public opinion 	<ul style="list-style-type: none"> • Can act as constructive partners in shaping public opinion.

What are key elements? Non-negotiable principles?

The first step would be to identify who the key stakeholders are for a service provider. Some obvious groups may be elected representatives, its own employees, the media, community-based organizations, and opinion leaders. The specific elements of dialogue with diverse stakeholder could be:

- i. Build a culture of communication and consultation among the Urban Local Bodies (ULBs), PHEO and other service providers of civic services
- ii. Build knowledge base and enhance capacity of elected representatives, citizen groups, media, opinion leaders, utility or municipal employees, and other civil society organizations so that meaningful dialogue may take place
- iii. Establishing public participation mechanisms that will provide the service providers and the Government a platform to engage diverse stakeholders as reform partners and advocates for good water and sanitation services
- iv. Help develop support and consensus for urban reforms program among the internal and external stakeholders;
- v. Help arrive at a common vision of improved services for each city/town involving all the stakeholders.

Certain non-negotiable principles of dialogue with the stakeholders are:

- Create space for integration of the views and opinion of diverse stakeholders at all stages of service provision process
- Attempt to build the information base of stakeholders so that they may participate in a more meaningful and productive manner
- Create stakeholder-friendly platforms and mechanisms for the dialogue process
- Lay special focus on involving the poorest of the poor and the most marginalized groups in the dialogue process
- Complete transparency is displayed in seeking and integrating views and opinion of the stakeholders

What is the implementation process?

Since at present there is little or no dialogue with diverse stakeholders by the service providers, attempt must be made to orient the key officers from these utilities and ULBs in the process of public consultation and dialogue. Initially, some handholding may be required as well as help in planning and designing the dialogue process. It could begin with organizing separate meetings each stakeholder group to inform them of the process of service provision. While the feedback obtained may be emotional and chaotic in the beginning, it is expected that the outcome would soon turn efficient and productive. A key aspect is the documentation of the views and opinion received so that it may be utilized intelligently and efficiently. Efforts should also be made to inform those involved as to how the feedback received was utilized and how it may contribute towards the improvement of services.

A group of 10-15 cities and towns may be selected as the first batch to begin dialogue with diverse stakeholders with support from the State Government and the Water and Sanitation Program – South Asia (WSP). This support would mostly be to help in designing the dialogue process, handholding during the initial phases, and training the key personnel. Soon, this initiative may be extended to more and more cities and towns as a cadre of trained and experienced personnel builds up. Preparation of presentations, production of some relevant information material, and preparation of formats to seek views and opinion may be required before organizing any workshops or meetings as part of the dialogue process.

What human and financial resources are required?

Both the State Government (including the HUDD and PHEO) would have to commit senior officers to provide support to the initial 10-15 cities and towns that begin the dialogue process. WSP too would have to commit to providing technical help in this initiative. The financial support would mostly be required for preparation of information material to be shared at the workshops and meetings, communication costs to inform the stakeholders of the dialogue sessions and their purpose, and minor hospitality costs.