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Nirmal Gram Puraskar and Sanitation Service Levels: Curse of Slippage

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ABSTRACT

This paper aims at presenting solid evidence on the slippage issues pertaining to sanitation interventions with findings from Andhra Pradesh, India, under WASHCost project which is implemented by International Water and Sanitation Centre (IRC) and Centre for Economic and Social Studies (CESS). The results of this study are based on the data collected from 35000 households selected from 107 villages across the nine Agro climatic zones of Andhra Pradesh, of which 7800 households were from 21 NGP villages. The analysis shows that despite the best efforts towards achieving open defecation free villages, sustaining such status has become a major challenge. The findings show that 21 villages that have received the clean village award (Nirmal Gram Puraskar) between 2007 and 2010 are reverting back to open defecation. Many households still lack toilets and those have are not using the toilets even in NGP villages. The analysis also explores the conditions and factors responsible for qualifying for Nirmal Gram Puraskar (clean village award) and the reasons for slipping back. The lessons learnt from five award winning villages for better sanitation are highlighted to use in information, Education and communication activities apart from the suggestions of stepped up reward system for declaring NGP status and long term behavior change strategies. Convergence and sequence of hardware and soft ware components is mandatory with demand generation activities followed by fund disbursal. Paper suggests that mapping of sanitation service levels should be an integral part of WASH design for prioritizing the service provision to the un-served groups.

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I. Introduction

It is estimated that only by building 1,12,300 toilets every day, India can ensure access to toilets for every household says the drinking water ministry's website. India needs to build 78 toilets a minute to meet the MDGs (Ghosh, 2011). To meet this demand, Government of India has allocated more than US $250 million to implement the programme, and with the involvement of more than 5,000 villages, community contributions have exceed US $215 million (Water Aid, 2011) but majority of these investments are resulting as dead investment as the intended levels of sanitation services have not been achieved by these villages. Government of India has introduced an incentive (cash prize) based programme 'Nirmal Gram Puraskar' as part of the Total Sanitation Campaign (TSC) in October 2003. A "Nirmal Gram" is an "Open Defecation Free" village, where all houses, Schools and Anganwadis have sanitary toilets and have raised awareness amongst community on the importance of maintaining personal and community hygiene and clean environment. This was started with the spirit that an incentive based strategy can motivate the Panchayati Raj Institutions in taking up sanitation promotional activities on priority. They are being judged upon four criteria's i.e. (1) all households having access to toilets with full use and no open defecation, (b) all schools have sanitation facilities, which are also put to use and all co-educational schools with separate toilets for boys and girls, (c) all Anganwadis have access to sanitation facilities, and (d) General cleanliness in the settlement.

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The clean village award has proved to be an important motivating force in many states, as evidenced by the dramatic increase in the number of awards each year since its inception in 2003. In 2004-2005, 40 awards were given across 6 states. In 2005-2006, 769 awards were made across 14 states, and in 2006-2007, 4,959 villages across 22 states received the award. The number of applications in 2007-2008 exceeded all expectations, reaching nearly 40,000 (UNICEF Policy and Programming in Practice, 2009). Though there is a momentum in number of villages aspiring for this award, the actual villages getting qualified are very low and most of these villages are applying for financial incentive and do not qualify for this award. According to the estimates by the Water and Sanitation Program, by 2010, approximately 55,785 local government institutions had applied and sought verification of their ODF status but only 22,745 (41per cent) of these have received the NGP award (Yamini Ayer, 2011). Besides, many NGP villages are found to have high levels of non-use of toilets (34 per cent), and that only 34 per cent of schools had separate toilets for girls and boys. In most villages, it is observed that severe drop in efforts towards social mobilization and monitoring of ODF status after the NGP award has been received (UNICEF, 2008). Slippage, often synonymous with water supply is now widely observed in sanitation bringing the issue of sustainability as a priority issue to be addressed even in the case of sanitation.

Though Software is flagged as a paradigm shift in TSC, the field implementation of the Information Education and Communications (IEC) activities are not effective towards behaviour change process. In a study conducted by Water Aid, it was reported that, even after the initial five years of spending on IEC, sanitation coverage remains at meagre 7.14 per cent. In most cases, IEC activities have been limited to street plays, jingles and songs, posters and pamphlets, wall paintings and slogans. As is evident from the communities' response, the recall factor for IEC is low, with only a few people recalling the nature, content and message of the IEC campaign (Water Aid, 2011). The expenditure on sanitation continue to be hardware focused with more money being spent on infrastructure provision, neglecting the software activities (Snehalatha *at al* 2011).

Mainstreaming sanitation is the utmost priority activity, if India has to achieve the MDGs. Towards achieving this goal two major issues that stand out : (i) low allocations or under funding of sanitation (ii) even allocated funds are not utilized or spent effectively as reflected in the low usage of toilets and slippage in the NGP villages. Addressing the second issue with proper scaling up is critical for increasing the allocations and their effectiveness. TSC and NGP are being promoted through well defined policies and program but the actual budget allocations for sanitation are quite low. The share of sanitation in the WASH sector has declined from 8 percent in 2004-05 to 4 percent in

2008-09 (Reddy et.al, 2010). As pointed out by the Minister for Drinking water and Sanitation Shri. Jairam Ramesh. "Sanitation is a single most important need in India today. If you look at the filth and the hygiene in our country, you can only say that sanitation programme is the most important programme and it is severely under-funded" (2012). Keeping this background in view WASHCost project assessed TSC and NGP implementation on the ground and the present paper analyses the access and use of toilets in NGP villages, reasons for toilets not being used and the solid and liquid waste disposal systems. The analysis highlights the reasons for slippage in the NGP status and what needs to be done to sustain the ODF status. Specific objectives include:

1. To measure the status of sanitation in NGP villages using the sanitation service ladder
2. To compare the status of sanitation among NGP and Non NGP villages
3. To explore the factors contributing to better sanitation from the best performing NGP villages

II Approach and Methodology

The analysis is based on the household data collected from 35,000 sample households from 107 villages spread over nine agro-climatic zones of Andhra Pradesh, India. Among these 7,800 households were covered from 21 villages, that have received NGP award during the years 2007, 2008 and 2009 (details are given in Annex 1). In all the 107 villages the households are listed for assessing the household water and sanitation related assets (tap and toilet) apart from socio- economic parameters, while 50 households from each village have been selected for detailed analysis on service levels. To measure the sanitation services at the household level pre-tested questionnaires were administered using personal interviews. Further Qualitative Participatory Assessments (QPA), Focus Group Discussions (FGD) and personal observations were used to measure the service delivery parameters at the community level. Information about the investments / costs made by the Government on sanitation was collected from the Department of Rural Water Supply and Sanitation at various levels, specifically, Panchayath (Village level Governance body), sub district, district and state levels.

For analyzing the service delivery parameters such as access, use, reliability and environmental protection, the service delivery ladder developed by WASHCost (Potter et al, 2011) is used. The sanitation service ladder has been adopted to suit to Indian policy context reflecting the various service levels varying from 'no service' to 'improved' service with Total Sanitation Compaign (TSC) norms as the 'basic' service. As part of

QPA method, the perceptions of the community are measured using the scoring options ranging from 0 - 100. Further these scoring options are matched with the sanitation service ladder levels of 'no service' to 'improved' service. Details of service ladder are shown in the table 1.

Table 1: Overall Sanitation Service Delivery - India

Service level	ISL Access	ISL Use	Reliability*	Environmental protection
Improved	sufficient number of toilets proportionate to family members (or more than one toilet)	All Family members use and infant faeces is also disposed into the toilet	Rs 1000+ spent on O&M	Wastewater reused. Solid waste is composted and reused
Basic	One ISL	All the members of family using the toilet	Rs 500+ spend on O&M	Drains are well maintained. Dumps used for solid disposal
Limited/Sub Standard	Shared	Some family members using the toilet	1-500 spent on O&M	Drains are there but poorly designed and maintained. Dumping area for solid waste exists but not used
No service	No ISL	All Open Defecation	Households did not spend any amount	No Solid or liquid waste management

*Reliability: Expenditure increased on maintanance istaken as proxy as compared to original ladder.

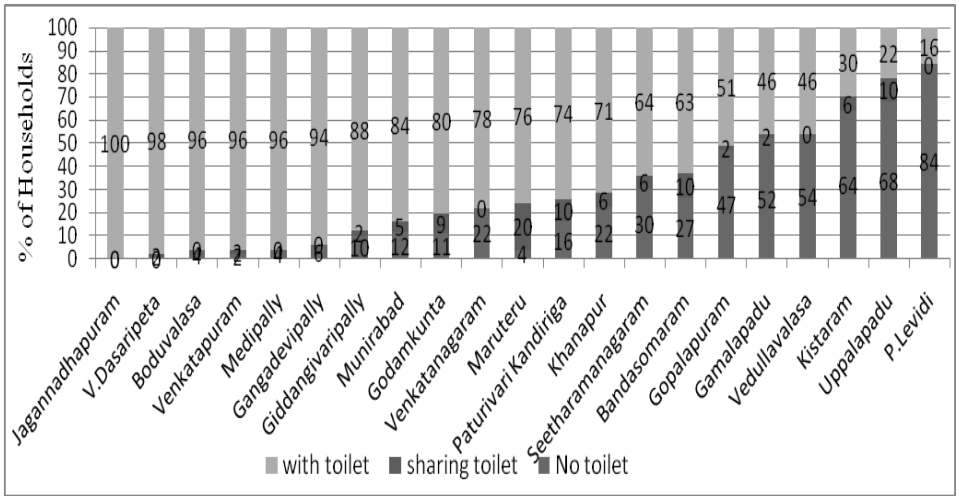
III Status of access to and use of sanitation in NGP villages

Using the service ladder approach various indicators such as access, use, reliability, solid and liquid waste disposal systems have been analyzed. Analysis of the data from the selected NGP villages reveals that in most of the villages the households do not have access to a toilet. In 5 out of 21 villages, more than 50 percent of the households do not have access to a toilet (Fig. 1). In many of the NGP villages the toilets were either not constructed at all or partially constructed (e.g no super structure/ door/ pit not dug, etc) making them unfit to use. Discussions with the households reveal that no / low subsidy, untimely supply of the raw material, low quality materials supplied, lack of space to construct the toilet, lack of awareness, affordability, no / low priority given for sanitation by the households, culture of defecating openly are the reasons for non

construction of toilets. In only 6 villages (28 per cent), namely Jagannadhapuram, V. Dasaripeta, Boduvalasa, Venkatapuram, Medipally and Gangadevipally there is above 90 percent access to toilet indicating that only these villages are close to qualifying as NGP villages, as they satisfy the criteria of all the households having access to a toilet. In these villages the households are having their own toilets or sharing the toilets of their relatives or friends. During the interactions with households it was found that, high awareness levels, peri urban location of the villages, no land for open defecation, pressure by Panchayats through social watching, good leadership, effective trainings and awareness generation programs are the reasons for construction of toilets.

These findings clearly raise the question on the process of qualifying and declaring the NGP awards. Focus Group Discussions with the communities revealed that political and social factors do influence in getting the award. Further, the evaluation process was not stringent and the processes were not measured / observed for longer period before qualifying for the award. In some NGP villages, the villagers do not even know that their village had received the award, leaving about the details of where and how the award money was spent. In one of the village, the toilets have been constructed by a local NGO without looking into water availability and presently all these toilets are non functional leaving a huge dead investment on unused toilets.

Figure1: Access to a toilet in NGP Habitations



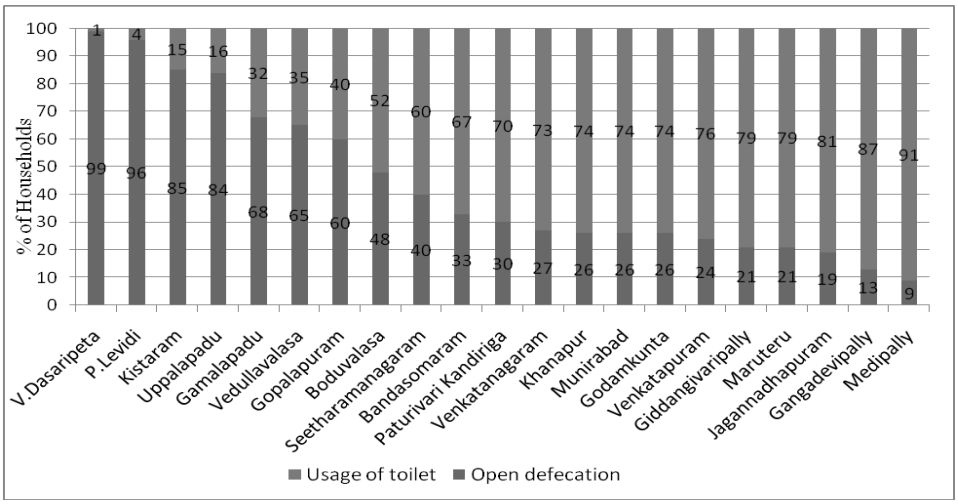
Source: Data collected by WASHCost Study (2011)

Usage of toilets in NGP Villages

Having an access to a toilet is not a reliable indicator for ODF status. Usage of toilet is an indicator that reflects effective sanitation service as "access to a toilet does not always mean usage". As per the NGP qualifying criteria all the households in the sample villages

should have had access to and are using the toilet and there is zero open defecation in these villages when the awards declared. If we keep this zero open defecation as baseline and compare the present data collected from the field (Figure 2) on usage of toilets, almost all the NGP villages show open defecation indicating the slippage. In 7 out of 21 villages more than 60 percent of the households are practicing open defecation indicating that they have either never used the toilets or reverted back to open defecation. It can be understood, if open defecation is happening in villages where there is no access to a toilet but the villages with more than 50 percent of the households having access to toilet also show "no usage" which brings out clearly the issue of slippage in sanitation. Discussions with households reveal that no monitoring or stopping of watch and ward on open defecation by Panchayat / Village Water and Sanitation Committee (VWSC) after receiving the award, lack of continued awareness and IEC activities to sustain behavior change, faulty technical design of toilets, complaints of bad smell and suffocation in using a closed cabinet and lack of water are the reasons for non use of toilets. Further safe sanitation still remains as an unfelt need for the households who have an access to toilet but are not using due to notions such as 'pit might fill' and habituation / culture of open defecation continue to persist even after winning the awards and exposed to safe sanitation practices.

Figure 2: Usage of toilet in NGP Habitations



Source: Data collected by WASHCost project (2011)

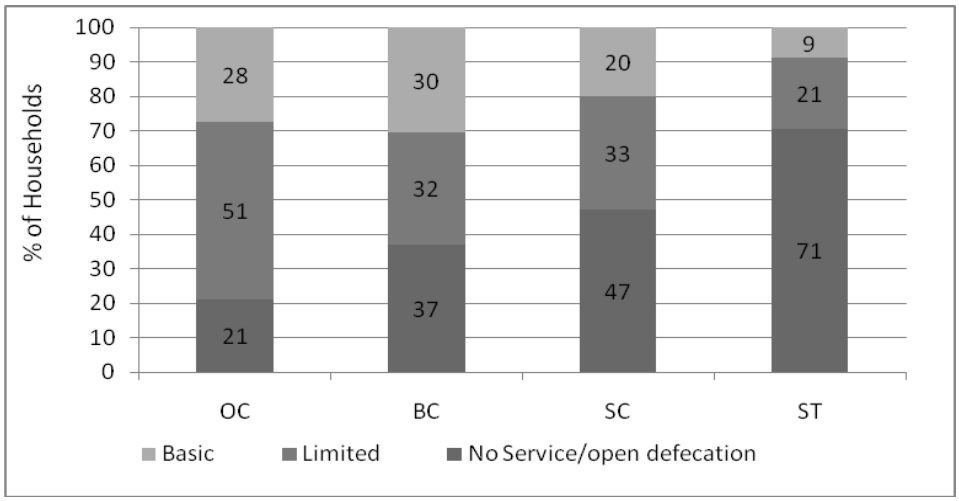
In some of the NGP villages coercive tactics were used to promote sanitation behaviour. The need for such tactics suggests that sanitation and hygiene awareness campaigns failed to reach and / or impact significantly on all social groups. Clearly social pressure applied by GP members, who tend to be elites, on poorer social groups is difficult to

justify, even though it can be very effective to lead up to a NGP award. The big problem with coercion based on humiliation and fear is that it does not lead to behaviour change and result in slipping back to old practices (Batchelor et, al, 2012).

Usage of toilet by different categories of Households

To know more about the usage pattern of toilets, detailed analysis was done on who are using the toilets by social and gender categories. Toilet usage by different caste categories indicate that high percentage of households belonging to other caste (OC) category are using the toilets and only 20 percent of these households are openly defecating (no service) (Fig. 3). While in the case of ST households the open defecation is as high as 71 per cent followed by SCs with 45 per cent of households practicing open defecation. The high usage among the OCs can be attributed to the high awareness on safe sanitation, better exposure to urban life, affordability to own and maintain the toilet and high education levels. Similar pattern is observed in case of landholding size (Fig. 4). The situation of the landless / poorest of the poor still remains the same despite the subsidies and incentives and this group continue to deprive for obtaining better services. And the reasons mentioned above hold good for the differences across land holding sizes families.

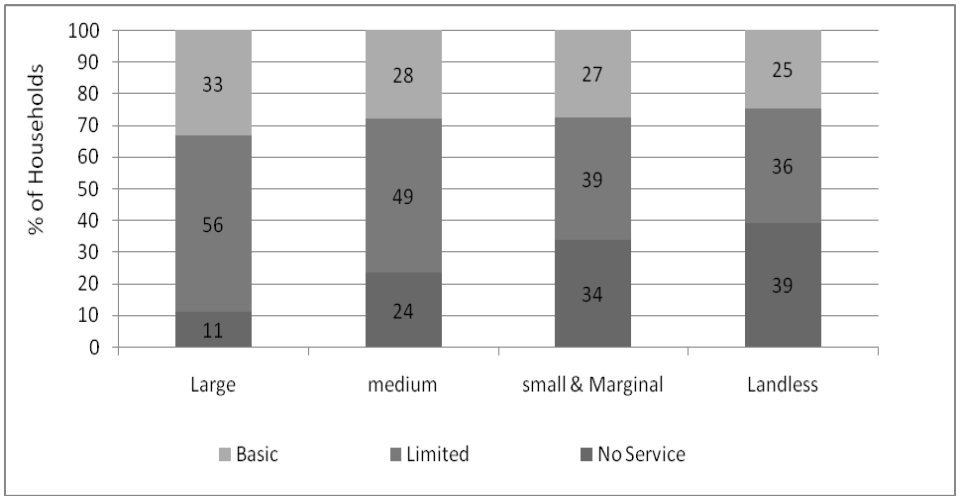
Figure 3: Usage of toilets by caste



Source: Data collected by WASHCost project (2011)

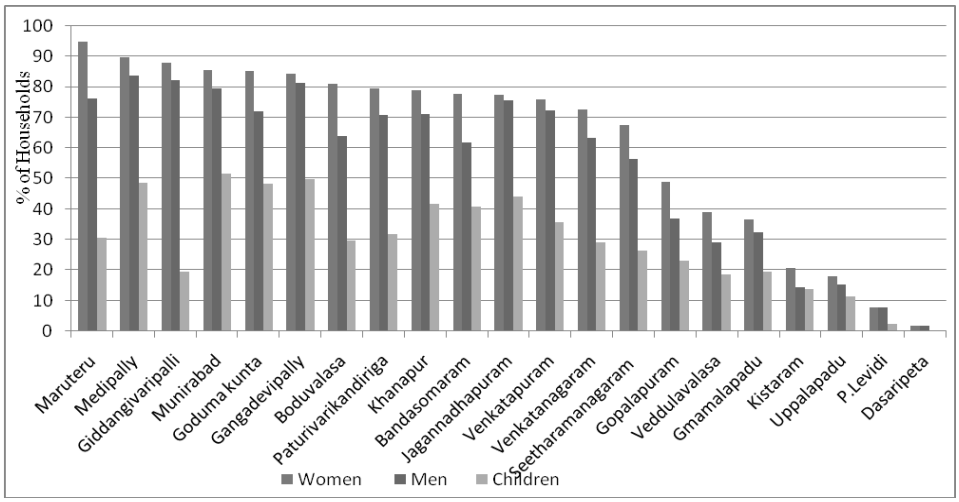
The gender wise usage pattern clearly shows that women and adolescent girls are the ones who use the toilets most, and most of the men and children practice open defecation (figure 5). In some of the NGP villages, only 10 percent of men are using the toilets and the rest are defecating openly while in almost all the NGP villages, the percentage of children using the toilet is below 50 percent. This usage pattern shows the skewed targeting of IEC activities and lack of focus to monitor and sustain the behavior change on long term basis.

Figure 4: Usage of toilets by land category



Source: Data collected by WASHCost project (2011)

Figure 5: Usage of toilets by different gender groups



Source: Data collected by WASHCost project (2011)

Generally, women are the defaulted target group for trainings and awareness, where personal factors such as pride, dignity, shame and fame are used for motivating towards behavior change. Though women are early adopters and therefore it is good to target them, but it is the men who need to be targeted as they take the decision of constructing and using the toilet given the dominant patriarchal society that India has. During the discussions in the villages, adolescent girls revealed that they failed to convince their fathers to construct the toilet while some women expressed that their husbands did not

bother to listen to, when they requested for toilet but they immediately responded to their adolescent daughters and constructed toilets. In another case the head of the family constructed the toilet because his old age parents could not walk for defecation. This clearly reveals that there are different triggering points for motivation and behavioral change, hence the strategies need to be woven around these points for effective behavior change process. The IEC activities need to be specifically targeted at men and children with special emphasis on the risk of environmental pollution before the un safe sanitation leads to ill -health and economic loss. The gender bias in targeting the IEC activities need to be removed by coordinating and converging with all the departments responsible for sanitation and hygiene promotion. Achieving sustainable sanitation is a distant dream unless there are intensive and integrated efforts from both Government and household / community levels taking their responsibility at each level.

Maintenance and pit emptying of toilets in NGP villages

Household surveys indicated that the toilets constructed are either new or not being used, hence the issues related to operation and maintenance or reliability were not the main concerns. However some of the perceptions expressed by the households for not using the toilets are related to the reliability of the infrastructure such as fear of filling up of the toilet pit, no or low awareness on shifting to the second pit constructed, no reliable organization or agency responsible for emptying the toilets (even if they exist, no one knows about them) and disposal of the emptied faecal matter without causing environmental pollution. Very few respondents revealed that for emptying the toilet they have approached a private service provider at a cost of around Rs 4000 (US $80). The second generation issues related to sanitation such as groundwater pollution; health impacts, etc., require immediate attention and the solutions are to be drawn in advance in order to avoid economic loses.

Solid and liquid waste disposal Systems in NGP villages

One of the critical parameter to qualify for NGP award is the safe solid and liquid waste management system. Data reveals that majority of the NGP villages showed poor levels of solid and liquid waste disposal systems. Households are dumping the solid waste on the streets and the liquid waste water gets onto the streets in many NGP villages. For measuring the solid and liquid waste management and its impact on the environment, four levels of environmental protection were used (Box 1). These are measured using the QPA options that are designed to match the service ladder levels with the score range of 0-100.

Box: 1 - Environmental Protection

No service : No Solid and waste water management in the village- stagnant pools of water and garbage or running water through streets

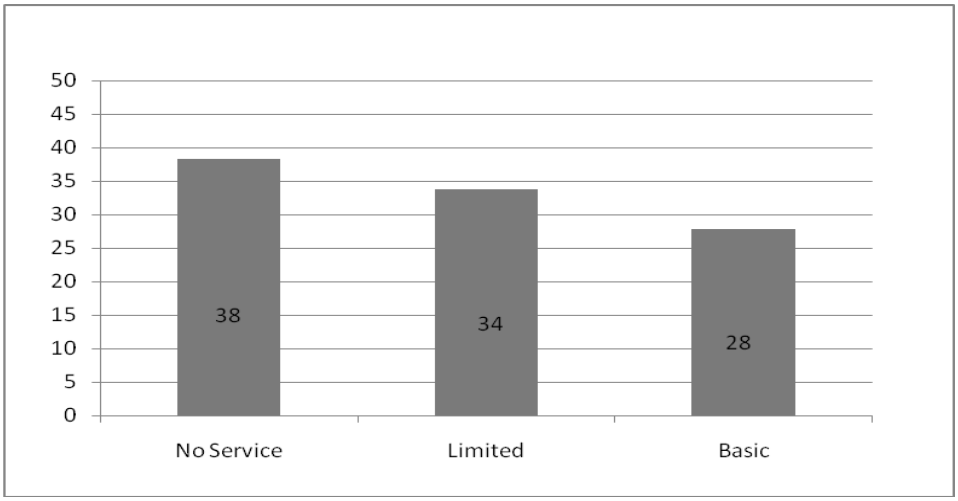
Limited : Garbage is thrown mostly in the common dumping area in the village; but some households do not bother taking their rubbish to the dump site- Drains are there, but badly designed, broken or blocked, hence stagnant pools of water or running water through streets.

Basic: All households take their rubbish into the common dump site OR some individuals or group in the village collects rubbish from all households and puts it in the common dump site: Drains are there, well-designed, cleaned regularly and working properly; no stagnant water in the village; but not re-used for vegetation (e.g., kitchen gardens)

Intermediate: The households segregate their wastes, give their organic waste for composting; all recyclable non-organic waste (e.g., glass, plastic, paper, metal) is sold or given to collectors or buried periodically in a landfill site outside the village. All the waste water is discharged into leach pits or re-used for vegetation; no waste water discharged directly into fresh water bodies (e.g., lakes, ponds, streams) and waste water is filtered for re-use

A clear risk of environmental pollution is observed in the NGP villages as majority (72 per cent) of them have "no" or "limited" service in terms of solid and liquid disposal arrangements (Fig. 6). In only 28 percent of the NGP villages, there is some system of solid waste management where household waste is brought to a common dumping site either by households themselves or collected through the Panchayat (hired Rickshaw). But the drains were poorly managed resulting in stagnation of waste water. Further it was observed in many of the villages, the waste water drainage lines were half laid without following any slope / contour and often these drains are not linked to a common drainage out let resulting in blockage of the drains. This often results in breeding of mosquitoes and increasing the risk of disease spread. Interactions with the Department officials and Panchayats reveal that the funds allocated for drainage and solid disposal are very low and the fund flow is irregular, hence an adhoc approach is adopted to construct and maintain the waste disposal systems. The safe sanitation including the drainage systems cost double the costs. It is estimated that Rs 14,000 (US$ 306) per capita was spent on sanitation including the underground drainage systems in one of the WASHCost survey villages WASHCost (India), (Reddy et al., 2010). This finding is also supported by a study conducted by Water Aid in Five states (Water Aid, 2010).

Figure 6: Environmental Protection Service levels in NGP villages



Source: Data collected by WASHCost project (2011)

IV Comparison of sanitation access and use in NGP and Non NGP villages

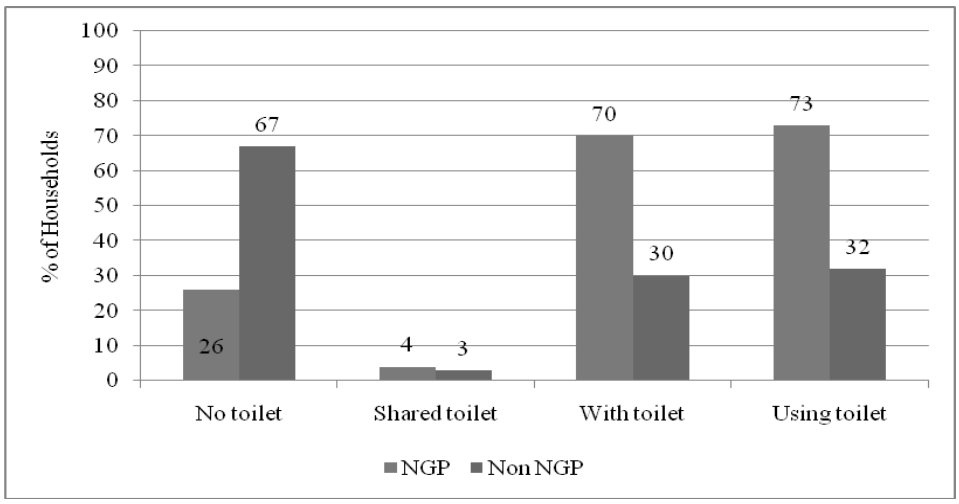
Sanitation status in Non NGP villages is much worse than in NGP villages. Findings reveal that 67 percent families do not have access to toilet and 4 percent of the households are sharing toilets (Fig. 7). These findings are in line with the latest census data (2011) where the toilets coverage at All India level is about 47 percent. Andhra Pradesh, for instance, has claimed sanitation coverage in the TSC to the extent of 77 per cent, but it had only 35 percent coverage as per the Census 2011. This is similar to WashCost Project finding where only 30 percent of Non NGP households have the access to toilet.

Similarly the usage of toilet is better in NGP villages than in Non NGP villages, as 68 percent of non NGP households are defecting openly while it is only 27 percent in NGP (although in NGP villages this percentage should be close to zero). The better performance of some of the best NGP villages is due to continuous and strict monitoring with watch and ward on open defecation, prestige among other Panchayats to win the prize and continuous persuasion from the local leaders and support of a local NGO with continuous awareness and training programs.

Overall sanitation service levels of NGP and Non NGP Villages

Sanitation service levels in NGP villages are better with 70 percent of households having a "basic" service level on access compared to the 30 Percent of households having "basic" service in Non NGP villages (Fig. 8). Further the use parameter shows that 72 percent of households are in the category of "no service" i.e., defecating openly in Non NGP

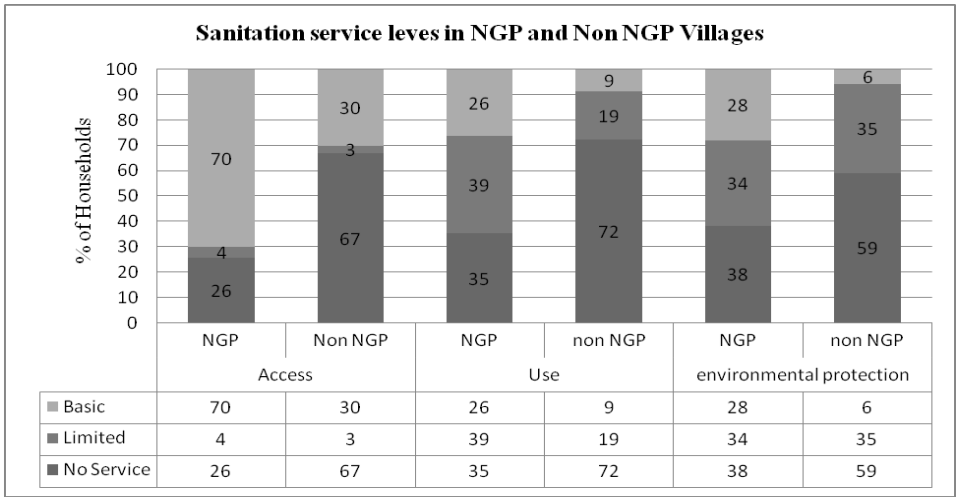
Figure 7: Comparison of Household Access and usage of toilets in NGP and Non NGP villages



Source: Data collected by WASHCost project (2011)

villages compared to 26 percent in NGP villages. More than 50 percent of Non NGP villages are in "no service" level on Environmental protection indicating that there are no systems for solid and liquid disposal. Better performance in some of NGP villages does indicate that there were different approaches and systems in place for increased coverage and use, which can be spread to Non NGP villages. These lessons from best NGP villages can be used in promotional strategies with intensive IEC programs.

Figure 8: Sanitation Service Levels in NGP and Non NGP villages



Source: Data collected by WASHCost project (2011)

V Factors contributing for better situation in selected NGP villages

When we look at the factors that contribute to the success/ failure of the NGP villages, the study clearly brings out that local leadership, governance, transparency with proper accounts and records and involvement of all the community groups play an important role in triggering the process of demand generation and continued monitoring and support from external NGO / CBO's seems very crucial for sustained behavior change. Some of the important factors are discussed below.

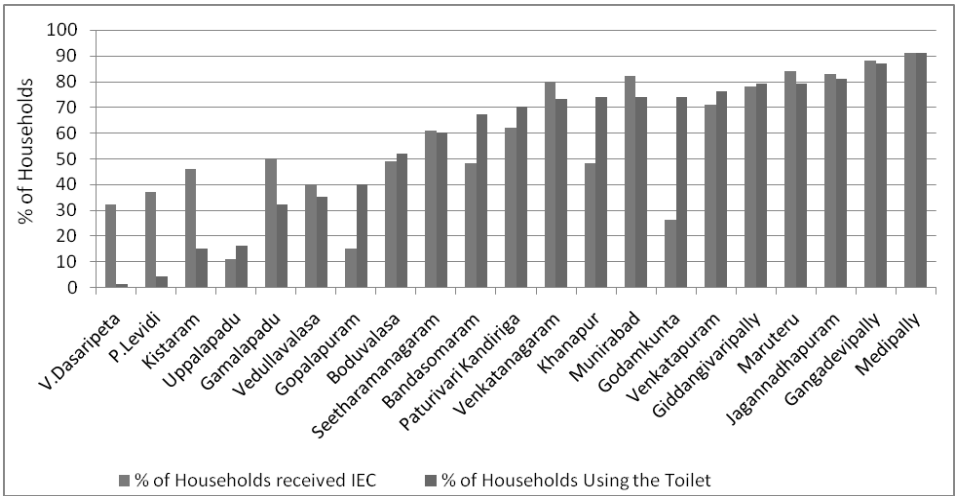
(a) ***Leadership:*** In four of the NGP villages (i.e Gangadevipally, Jagannadhapuram, Giddangivaripally and Medipally), where the access and usage of toilets are above 90 percent there are committed leaders to lead and campaign for safe sanitation. The continued persuasion and monitoring, dividing the responsibilities to the village level sub committees for piped water supply distribution, watch and ward on open defecation, tariff collection and solid and liquid disposal are crucial to achieve the NGP award. The strong leadership resulted in bringing positive energy for effective functioning of the systems to ensure equitable service delivery across all the community groups. Irrespective of the political benefits, these leaders stood for the cause and helped their villages reach the goal. Many of the non performing NGP villages did not have these charismatic leaders. If we have to scale up the success principles to replicate NGP villages we need to identify villages with such leadership on priority, as it would not be easy to groom good leaders.

(b) ***Awareness and Trainings:*** In NGP villages expenditure on trainings are comparatively higher and if we convert the time invested by the leaders, and members into money then the unit costs of the NGP villages are higher than what is presently allocated / incurred. Further the sequence of software and hardware activities backed up by monitoring and support from time to time helped in achieving this status. In many poor performing NGP villages, it was reported that the toilet hardware / material was provided or toilet provision was mandatory under the Government housing scheme (Indiramma Housing Scheme), hence the toilet was constructed but many of them do not know why and how to use the toilets. Further regular face to face interactions and household visits made by the resource persons / NGO staff to persuade on toilet access and use were effective, which were not reported in non performing NGP villages.

The data from the field shows that the households who received the training, are using the toilets and the sanitation behavior is sustained among those households. Only 6 out of the 21 villages have received good IEC activities (Fig. 9). In these 6 villages namely Gangadevipally, Giddangivaripally, Jagannadhapuram, Maruteru,

Medipally and Venkatanagaram more than 80 percent of the households have received the trainings and the usage of toilet is also more than 85 percent. This clearly brings out the direct relationship between the effective IEC and sanitation behavior change. In the remaining 15 villages proportion of households that received IEC activities ranged between 10-30 percent and the usage is also low. Except in some urban fringe villages (Godumakunta, Khanapur) where households are using the toilets under compulsion, the usage levels are generally low.

Figure 9: Percentage of Households received training and households using the toilet



Source: Data collected by WASHCost project (2011)

Though there is a perceived positive impact of the IEC activities, they are planned in an adhoc manner and there is no coordination among the different departments promoting such activities. NGOs who could play a crucial role in building the capacities were not mainstreamed in this process. Intensive IEC activities with a focus on proper operation & long-term-maintenance of toilets would reduce the lack of awareness about things that need to be done, if latrine pits get filled or if they have to change the broken pan, etc. In the opinion of various stakeholders, awareness regarding water and sanitation related practices done in general and on specific times such as just before the onset of rainy season, would benefit to promote long term sustainability

(c) ***Presence of an active VWSC / Panchayat:*** The NGP villages which were performing better had an active VWSC / Panchayat with effective governance systems. Regular meetings were conducted on WASH issues and the response to the problems was

quick. Further most successful NGP villages have distributed the responsibilities (activities) between sub-committees (eg: water, solid waste, accounts, etc) for decentralized responsibilities with effective monitoring. Since most of the households are members of some or the other committee, it helped them realize the importance of safe sanitation. The trainings also helped in convincing other villagers.

*(d) **Accounts and Records maintenance:*** Another key factor for success, is maintaining the accounts and records in a transparent way. The Panchayat / VWSCs were successful in gaining the confidence of the households as each rupee paid by them or received by the Government was accounted and displayed. Further this practice helped the VWSCs for raising the household contributions during emergencies as every household witness how the money is spent for the purpose it is raised, towards improving the service delivery. Most of the non performing NGP villages did not have any accounts, even Panchayat secretaries could not provide the details of the money received under Twelfth Finance Commission leave alone the details of how it is being spent (see Table in the Annex-2).

*(e) **Participation of Women and poor in decision making:*** In most of the successful NGP villages women were involved as volunteers for door to door / face to face interactions with the households for sanitation service delivery. In Jagannadhapuram women played a very important role in providing better services to the SC / ST households on a priority basis addressing the issue of inequity and discrimination. Similarly, in Gangadevipally, more time and resources were provided to the poor for reaching the targets and the subsidies were also provided to achieve safe sanitation in their village.

*(f) **Support from NGO / CBO:*** In all the successful NGP villages, the role played by the support organization or NGO is phenomenal. The NGOs handheld the communities by building their capacities and helped them to organize themselves to take up the responsibilities of WASH. Further most of these villages had problems of fluoride and scarcity of water that made them to come together to get safe drinking water and sanitation. Further, NGOs facilitation to VWSCs to receive funds from Government and other agencies in time also played an important role apart from effective monitoring of the process to ensure the service delivery from time to time.

VI Conclusions and Recommendations:

While the status of sanitation is in poor state in general, the preceding analysis reveals that even in award winning NGP villages the usage is alarmingly low. Solid and liquid waste disposal systems are just not in place despite being the key parameter for qualifying for the NGP award. Though the NGP awards are helping in triggering better sanitation

but the short sighted rush for winning a cash award is not sustaining the behavior change among the households leading to slippage. The evaluation criteria for judging the ODF status needs to be stringent and the phased approach for rewards is mandated. While NGP's evaluation methods are far from perfect, in recent years it has tried to introduce innovations such as panchayat peer review. Partly as a result of improved evaluation, the number of NGP awardees actually fell from 12,227 in 2008 to 4,558 in 2009-10. (Aiyar, 2011). Such innovative approaches along with phased incentives for each of the component of NGP criteria help in avoiding slippage.

Lessons learnt from the best NGP villages indicate that community mobilization and participation are the success principles to take forward sanitation. For achieving sustainable sanitation, efforts are needed to build and strengthen the local institutions or VWSCs through decentralized management responsibilities to various sub committees for effective results. Further Long term behavioural change programs need to be designed to ensure that each of the specific age and gender group (i.e Adolescent Girls, Women, School children, Elderly, Men and Adolescent boys) to be targeted with specific messages on safe sanitation for effective change process. Further, a continuous monitoring and support is needed to sustain the behaviour change on a long term basis. Convergence and sequence of hardware and soft ware components is mandatory with demand generation activities followed by fund disbursal. Regular monitoring for ensuring effective results in sanitation behaviour adoption at household level, school and community level is equally important.

Leadership and community management play an important role to address the issues of equity and inclusion. The disadvantaged groups require not only monetary support but the space for constructing the toilets. Hence it is essential to take the community requirements in to account for better ownership and management. Capacities of the community need to be built towards achieving good governance, operation and minor repair management, systems for cost recovery, etc. The community should take active responsibility in solid and liquid waste disposal systems with involvement in planning and designing. Further household level mapping of sanitation service levels should be an integral part of WASH design with social auditing process, as it helps highlight the skewed and inequitable access to toilet facilities and prioritizing the service provision to these unserved groups.

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Annex Table - A1: NGP VILLAGES - WASHCOST (INDIA) - STUDY

Name of the Agroclimatic Zone	Name of District	Habitation	Status
Southern Telangana Zone	Ranga Reddy	Godamkunta (NGP)	Awarded in 2008
		Munirabad (NGP)	Awarded in 2007
		Khanapur (NGP)	Awarded in 2009
	Nalgonda	Bandasomaram (NGP)	Awarded in 2008
		Gopalapuram (NGP)	Awarded in 2008
	Mahabubnagar	Kistaram (NGP)	Awarded in 2008
Central Telangana Zone	Warangal	GangadeviPally (NGP)	Awarded in 2007
	Khammam	Medipally (NGP)	Awarded in 2008
		Jagannadhapuram (NGP)	Awarded in 2008
		Venkatapuram (NGP)	Awarded in 2008
Scarce Rainfall Zone	Ananthapur	Uppalapadu (NGP)	Awarded in 2009
Krishna Zone	Guntur	Gamalapadu (NGP)	Awarded in 2008
	Prakasham	Seetharamanagaram (NGP)	Awarded in 2008
Southern Zone	Nellore	Paturivari kandriga (NGP)	Awarded in 2007
	Kadapa	Giddangivaripally (NGP)	Awarded in 2008
Godavari Zone	East Godavari	Venkatanagaram (NGP)	Awarded in 2008
	West Godavari	Maruteru (NGP)	Awarded in 2008
North Coastal Zone	Visakhapatnam	Boduvalasa (NGP)	Awarded in 2009
	Vizianagaram	V. Dasaripeta (NGP)	Awarded in 2009
	Srikakulam	Vedullavalasa (NGP)	Awarded in 2008
High Altitude Tribal Zone	Vizianagaram	P. Levidi (NGP)	Awarded in 2009

Annex - Table - 2 - The detailed scores on some of the parameters that contribute to the success/ failure of NGP.

NGP Village	Partici-pation	Tariff	Record maint-	Women in DM enance	VWSC functi-oning	T and A	Training	IEC
Bandasomaram	73	75	58	55	0	62	6	48
Boduvalasa	68	37	27	64	12	36	0	49
Gamalapadu	46	16	42	42	21	26	20	50
Gangadevapally	93	86	78	87	60	73	62	88
Giddangivaripally	69	8	37	63	1	24	18	78
Godumakunta	45	66	63	38	8	18	40	26
Gopalapuram	0	26	13	37	0	1	0	15
Jagannadhapuram	70	50	50	60	4	38	52	83
Khanapur	49	0	47	60	0	30	17	48
Kistaram	27	28	26	29	0	16	18	46
Maruteru	61	0	56	79	0	73	58	84
Medipally	89	89	67	83	34	79	46	91
Munirabad	23	55	43	49	0	19	21	82
P.Levidi	15	0	31	32	0	20	0	37
Paturivari kandriga	34	0	40	43	0	13	0	62
Seetharamanagaram	11	3	2	18	0	5	1	61
Uppalapadu	22	0	3	54	0	3	12	11
V.Dasaripeta	34	0	26	0	0	0	5	32
Vedullavalasa	29	0	33	10	0	3	0	40
Venkatanagaram	43	55	85	70	0	50	0	80
Venkatapuram	52	35	50	67	0	17	56	71
Grand Total	**48**	**30**	**42**	**50**	7	**29**	**21**	57