

DRAFT FOR CIRCULATION

# IEC Guidelines for States and Districts

## Behaviour Change and Demand Generation Guidelines for State and Districts



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## 1. About the Guideline

To accelerate the efforts to achieve universal access to sanitation and to put focus on open defecation free society, the PM launched the Swachh Bharat Mission (SBM) on 2<sup>nd</sup> October 2014. It aims to achieve Swachh Bharat by 2019 as a fitting tribute to Mahatma Gandhi on his 150<sup>th</sup> birth anniversary. In rural areas such improved sanitation is being brought through making the villages Open Defecation Free (ODF).

Swachh Bharat Mission (Gramin) is not about constructing toilets but aims to people's movement to change behavior and adopt hygiene practices by families and communities and the creation of new social norm which makes open defecation unacceptable by the society. Therefore, IEC/SBCC strategies, their planning and effective implementation is the key to the success of Swachh Bharat.

Thus, IEC activities are not to be treated as '*stand-alone*' activity but as a 'component' of SBM-G. It is largely about effective behaviour change to nudge, motivate and empower communities into adopting safe and sustainable sanitation practices. Effective IEC not only means generating awareness but to reach the critical tipping point when the person is convinced and feel the urge to change behaviour for a more healthy and decent life through improved sanitary practice.

Objectives of IEC/SBCC interventions

1. To attain a positive social and behaviour change among the rural community with respect to knowledge and practice on
  - Constructing toilets at houses and all public places and using toilets by everyone and to avoid all possible contacts directly with human excreta or through soil and water contaminated with human excreta for reducing exposure to diseases
  - Safe disposal of Child Excreta
  - Hand washing with soap after defecation, before food and after handling child feces and other personal hygiene practices.
  - Safe storage and handling of drinking water
2. Mobilise communities to create a social monitoring structure at every village to sustain ODF status and personal hygiene practices

## 2 Role of States and Districts for IEC

### 2.1 Role of States

The States are expected to lead the IEC/SBCC Plans and be responsible for the execution of the plan across the state. As follows:

- Develop State BCC/IEC Strategy and Plan with monitoring indicators.

- Each State to ensure all District Swachhta Plans have specific component of District Communication plan and entered in the IMIS
- Each State to review and maintain record of these duly filled District Swachhta Plans for record and reference
- States to ensure that the communication Plan is budgeted for IEC/BCC activities has been done for all districts
- To ensure that the District Communication Plan clearly delineates the activities to be performed at the block and GP level along with the timeframe and those are shared with all blocks and the GPs
- Operationalise State Level Activities
  - Mass Media: Amplification of State and National IEC advertisements on TV/Radio/Community Radio, and/or
  - New creatives to be developed as required by State for state -specific messaging
  - Use of social media: maintaining active Facebook and Twitter pages around Swachh Bharat
  - Support in planning state wide, time bound IPC and HH contact drive campaigns with key behavioural messages. This should be an intrinsic part of the state communication strategy with clearly spelt activities and related budget to be taken up at the village level as well as the accountability mechanism for taking up those activities and arrangement for maintaining quality of the communication.
  - The strategy will also identify the specific roles the GP and the Panchayat Samiti will be required to play. The village level activities to be as much participatory as possible for ownership of the efforts to change community behaviour
  - Regular felicitation of local champions at the State level
  - Using local celebrities to spread the message of SBM
  - Explore further use of innovative tools like Community Radio for connecting directly with local communities
- Ensuring all IEC positions in the HR Structure are filled appropriately at both the State and the District Levels and they are trained on SBCC
- Engaging relevant agencies and forming partnerships to effectively implement the IEC/BCC Plans in the State. Liaison with Development Partners for synergy in actions related to IEC/BCC
- Regular Monitoring of Progress and timely reporting in the IMIS of IEC/SBCC activities
- Contributing to 'Swachh Sangraha', Knowledge Management Portal of SBM -G
- Facilitate organization of workshop, conferences, and consultations from time to time for advocacy, capacity building and knowledge sharing among the officials working on Sanitation at the grassroots, the media, sector experts, sanitation policy researchers, etc.

The SBCC planning and budgeting and implementing process should be carried out in the post-ODF phase as well. This is to continue focus on issues such as cleaning and maintenance of toilets, emptying of toilet pits by the household, continuation of usage, promotion of other

hygiene practices like handwashing with soap and safe disposal of child feces; developing gram panchayat mechanisms to ensure sustainability, ensuring water for sanitation, operation and maintenance of community and institutional toilets, and SLWM activities etc.

## **2.1 Role of Districts**

Districts are required to:

- Develop detailed Plans for the district (fill relevant sections of the District Swachhta Plan - Form B09 of the IMIS) including a monitoring plan for SBCC
- Develop an annual calendar of activities including social events adding the layer of WASH messages like Handwashing with soap with special focus on community mobilization, inter personal communication and ODF sustainability
- Ensure enrolment of one or more IEC Consultants at district level
- Enlist the services of the Zila Swachh Bharat Prerak in scaling up IEC activities in the district
- District level social media engagement: Active use of platforms like Facebook, Twitter and WhatsApp for spreading the message
- Monitor Implementation in all GPs with active involvement of the GPs in mobilizing the people, particularly the community based workers, SHG members, members of youth clubs etc. in strengthening IPC at the local level
- Orientation of all the people at the community level and to equip them with handouts/other IEC materials for ensuring that the message is delivered without any dilution
- Emphasise taking no cost or low cost local actions with innovativeness with financial support from the GP and the community, where necessary
- Ensure that there is at least 1 Swachhagrahi ( Swachata Doot) in each village. Out of these, 2 motivators in each GP are to be hired by September 2017, and reflected in the IMIS.
- ODF districts should also have district communication plan focusing on sustainability of ODF communities and ODF + activities like WASH in School and Angawadi, SLWM, MHM activities. Considering that behaviour change takes longer it is important to plan for ODF sustainability. The IEC funds should be continue to be available.

## **3 IEC Activities in States**

In general, it has been observed that despite the centrality of IEC in Swachh Bharat Mission, states have not given adequate attention to the behaviour change through IEC:

- SBM (G) guidelines issued by the Ministry of Drinking Water and Sanitation require that 8% of the total SBM (G) national allocation would be spent on IEC, of which 5% is to be used by the States, plus matching allocation from State governments is to be made. Details of mode of expenditure are provided in the referred guidelines. So far, the States have performed rather poorly in spending their IEC funds.

As we stand at the halfway mark of the Swachh Bharat target date, the Ministry of Drinking Water and Sanitation (MDWS) emphasises on more focus on IEC and effective, efficient and complete utilisation of the IEC allocation. Therefore state should support district in the following activities

- Supporting every district to prepare and update district communication and behaviour change plan aligning with district swachhata plan
- Support district to develop short term IPC and HH contact drive campaign with certain key behavioural messages
- Support in training and documentation of good practices
- Ensure 60% of the IEC fund is spent only for IPC with clear deliverables
- Leverage corporates and CSR to engage in behaviour change.
- Time to time organise mass media campaign
- Convergence with other departments like Education, DWCD and RDD to ensure sustained IEC activities at School, Ashramshala, anganwadi and village level and convergence with GPDP
- Use the school children to change behaviour and to communicate the message to their parents and to involve the teachers after due orientation to volunteer for the drive
- Use the faith based organizations to advocate change of behaviour among their followers and making plan for their involvement
- Developing small video clip communicating sanitation message which can be seen/shown on smart phones

## 4 What is a good IEC Strategy?

It is pragmatic to understand that IEC activities ought to be designed as per local needs by the state and district authorities. However, a guideline is necessary to design local IEC activities. It is essential that IEC activities are well thought of, planned in advance, and executed with a holistic SBM approach.

Following elements constitute the gamut of IEC activities.

1. Create a baseline of Knowledge, Attitude and Practice at state level
2. Identify and prioritise key barriers and bottlenecks
3. Develop key messages based on the information
4. IEC/SBCC Planning
5. Social Mobilisation: Map key influencers and natural leaders and orient them to promote hygiene behaviours .
6. Interpersonal Communication: Face to Face Contact - individuals and communities.
7. Development. Usage of already developed of IEC/IPC tools
8. Mass media: Broadcasting to a larger audience.
9. Capacity Building and Knowledge Management
10. Monitoring and Evaluation and impact assessment
11. Creating end-line

These will be covered in the following sections of the guidelines.

## 5 District IEC Planning

Following may be the village to state level responsibility attribution:

LEVEL	KEY IEC RESPONSIBILITY	SUPPORTED BY
STATE	Additional Chief Secretary WSSD / Mission Director	State IEC and HRD Consultant, KRC, UNICEF
DISTRICT	CEO(ZP) / DDO / CDO / DRDA / equivalent senior most officer in the district in-charge of implementing SBM	IEC Consultant Zila Swachh Bharat Prerak, KRC
BLOCK	Block Development Officer, EO	BRCs, CRCs, Local NGOs
VILLAGE	Sarnach, Gram Sevak, VWSC, SHGs (VO/Federation)	Swachhagrahis, Local NGOs, Jalsurakshak

The IEC activities need to also be planned well for the forthcoming month / year and not on *ad hoc* basis. This planning has to be in sync, in terms of messaging and initiatives, with the overall strategy of the District / State towards ODF achievement and targeted accordingly.

## 6 Suggestion for IEC Activities

Following is the list of activities and illustrations that can be taken up by States and districts. The list is informative not exhaustive. States and Districts can also devise their own activities best suiting to their requirements.

- 1. ODEP/CAS Training of Swachhagrahis:** The most important IEC activity that all districts must undertake on priority is the training of grassroots motivators in Community Approaches to Sanitation (CAS). This training is delivered by many organizations, using different brand names, such as CLTS, CATS, ODEP etc. The State and Ministry of Drinking Water and Sanitation has also recently empanelled a number of Key Resource Centres (KRCs) for Sanitation.

2. **Triggering and Nigrani:** Once the Swachhagrahis are trained in CAS, the districts should ensure their visit to and stay in the villages to undertake 'triggering' followed by 'nigrani' activities the next day. A 'triggering' exercise typically includes a Participatory Rural Appraisal followed by a guided conversation with the members of the community. 'Nigrani' includes an early morning visit to common OD spots in the village, to follow up after the triggering with a reinforcement of the message. Triggering and Nigrani can be conducted by Swachhagrahis trained in CAS.

State/District may consider adding a point on the engagement of motivators and output based incentivization linked with ODF and sustainability. The districts can exercise the flexibility in designing the Swachhagrahi's honorarium based on the local context. Evidence from states show incentives sustain the motivation of the motivators.

*Since sanitation is a collective endeavour, one may be wary of using any IEC / BCC tools that divides / shames people on the basis of toilets (e.g. pasting of red/green stickers on houses). Positive reinforcement may be the preferred method. Those who have done exemplary work in sanitation should be publicly felicitated and treated like celebrities. They should be engaged appropriately to spread the message to other villages.*

*Similarly coercive tools have to be avoided lest it should further alienate the community. At the most, the community may devise do's and don'ts for themselves and enforce internally. As long as such social pressure is exerted in a legal manner, the administration should not interfere with the initiatives taken by the community itself, nor be seen publicly advocating them.*

3. **Interpersonal communication:** Human Resource for conducting IPC has to be ensured in the form of a cadre of Swachhagrahis. Dedicated insiders can often facilitate interpersonal discussions better. However, they have to be carefully selected and well-trained in CAS and other modes of behaviour change communication. Gender balance to be maintained. As a thumb-rule, a district must have an average of at least one Swachhagrahi per village. This number may be higher, if the volume of work is more. Further, this number may be multiplied through in-house trainings, and more experienced / better performing Swachhagrahis may be assigned higher responsibilities at the cluster / block / district level. A mechanism to pay honorarium to the Swachhagrahis may be laid down as per the SBMG Guidelines, using IEC funds. Swachhagrahis may also be engaged voluntarily and without any pay, if they show willingness for the same. IPC material such as flipbooks, pamphlets, posters, inter active games etc. may be provided by the district to these Swachhagrahis to equip them to communicate better.
  - a) There should be one *Swachhagrahi* per village with clear roles and responsibilities.
  - b) Swachhagrahis should be duly incentivized as provided for in the guidelines, and applying flexibility as per local conditions.
  - c) They should be aided with relevant and impactful communication material.
  - d) CAS-trained motivators must undertake 'triggering' followed by 'nigrani' activities
  - e) Their details should be maintained by districts/States and uploaded on the national IMIS as well.

- f) For more details on Swachhagrahis please refer to 5.2.3 of the Swachh Bharat Mission (SBM) Guidelines.

Besides motivators, each district needs to have an IEC/BCC Consultant to coordinate these activities. The Zila Swachh Bharat Preraks deputed in almost all districts of the country may be engaged in this task as well.

**“How To” Toolkit:** To equip the motivators, already existing IEC tool kit with state and district should be replicated further with all the relevant required material to communicate with the community. This already includes easy to use material like Flip Charts, Leave Behind Pamphlets and Audio Visual material. The content should cover ill effects of lack of sanitation, Swachh Bharat Mission Program Facts,, State and District Fact Sheets, Toilet Technologies, Process of Implementation, Success Stories. Short video

The IPC shall be further strengthened by way of reaching out the communities through various community level platforms such as Schools, Anganwadis, Health Centres, SHGs and youth groups. Divert funds to Education Department, ICDS, and Health State units for engagement of the Front Line Workers from these departments as they do not have funds for IEC/SBCC activities under SSA, NHM or for Anganwadi Centres.

4. **Song & drama activities:** Local artists, singers, *naatak mandlis ( Kirtankars, Religious Leaders), performers from the third gender, etc.* may be engaged by the district for song, dance and drama performances to encourage people to build and use toilets.
5. **Wall Writing/Painting:** Once the community has been triggered through Community Approaches to Sanitation, wall writing and paintings can be effective tools of reinforcing the message of ODF constantly. The messaging may be such that it ‘sticks’ and has an impact on the viewer / listener. Elements of surprise, humour, pride, dignity, emotive appeals, and positive reinforcements through celebrating Swachhta champions within the community and narrative formats increase the likelihood of retention of message.

*BCC activities may be required to reach out to vulnerable and distantly located population, tribal, elderly, schedule caste habitations, nomads, forest dwellers, etc.*

6. **Melas / Group Meetings:** The district must celebrate small victories, such as ODF declaration of villages, gram panchayats, blocks, etc. publicly through *gaurav yatras* (processions of pride), raatri chaupals, melas, special gram sabhas, etc. to honour local champions and create a healthy competition between villages, GPs, etc. to achieve ODF status. IEC audio-visual material prepared by professional creative agencies at the national and State level may be used as edutainment during these events. (Annexure 3.6)

*Local Celebrities can be identified to promote the program by virtue of enjoying traction among the local masses. They can be engaged to talk about sanitation issues at*

*appropriate forums through various formats. This could include personalities from cinema, TV, sports, comedy, etc. They could communicate messages through local cable shows, road shows gram sabha meetings, cultural programs, endorsements in printed IEC materials, etc. Involving local community leaders, like sarpanches, school teachers, PHC/sub-centre doctors, leaders across faiths, local sports and entertainment celebrities etc. in spreading the message of Swachhta is a very powerful strategy, particularly to combat age-old closely held superstitions, beliefs and stigmas. e.g. in emptying of toilet pits to demonstrate that the twin pit toilet converts human waste to safe-to-handle compost which is rich in nutrients for agriculture. FSM of septic tank toilets are also very crucial*

7. **Hoardings and banners:** Outdoor publicity creates a buzz around Swachh Bharat Mission implementation underway in the district, can be used to celebrate milestones, and to keep the spirit of *Swachhta* alive in the populace as well as officials. (Annexure 3.7)

*IEC messages must be more impactful and appeal to human emotions, such as love for one's family, feelings of protectiveness and caring for one's children, social status and esteem, etc. instead of dry messaging highlighting only facts and figures. Elements of surprise and humour make a message stick much better in the minds of the community.*

8. **Exhibitions:** Exhibitions help spread best practices from one part of the country to another, share success stories, and create benchmarks for *Swachhta* for the community to aspire to. (Annexure 3.8)
9. **Mass Media:** Mass media messages are shared at the National and State level (All National IEC material, including TV/Radio spots may be freely downloaded from the link [tinyurl.com/sbmiec](http://tinyurl.com/sbmiec) and [tinyurl.com/sbmiec2](http://tinyurl.com/sbmiec2)). Role of districts:
- a) **TV/Radio:** The districts may amplify the reach of these messages by airing them on local cable TV channels, and local radio stations
  - b) **Community radio:** Community radio is a very powerful means of reaching a large number of people with messages contextualized to their local culture and needs. Mass media messages from the national and State level must also be included on community radio channels.
  - c) **Outdoor media:** According to the context, the stakeholders and the resources available, communication medium can include **hoardings and wall paintings** to be used for reinforcement to IPC and community mobilization activities.
  - d) **Digital media:** Mobiles are increasingly finding traction in rural India. Mobisodes (short AV clips can be developed to be shared over mobile phones. Social Media Campaign may also be explored at the State Level.
  - e) **Design new material:** Alternatively/Additionally, the States and Districts may also choose to hire a creative agency or engage a Development Partner / NGO to design new creative advertisements to be aired through the above channels. (Annexure 3.9)

*It is strongly advised that States/districts leverage regional units of Government of India's media units, such as Doordarshan, DD News, All India Radio, Directorate of Field Publicity, Song and Drama Division, etc. to reach out to a large number of people through reliable and low-cost channels.*

**10. Awareness and Training workshops:** Training workshops for sensitization, awareness generation and technical training of district officials, masons, Swachhagrahis, etc. are very useful to build the human resource needed to lead and sustain Swachh Bharat Mission activities in the district. (Annexure 3.10)

**11. Convergence:** Various departments and ministries can be engaged in delivering the mandate of Swachh Bharat Mission. Some examples are illustrated here.

- a) **Swachhta and MHM in Schools:** Teachers at local schools can act as advocates for the mission, both in the school and in the community. The students can act as influencers by persuading their parents to build and use toilets in their homes. Rallies, nukkad naataks, letter writing campaigns wherein school children write letters to their parents, urging them to build a toilet in their home have proven to be extremely effective as well.
- b) **Swachhagrahis:** Local ASHA workers, Jalsurakshak, ANMs, Anganwadi workers, health-centre doctors and staff, postal service employees, etc. may be engaged as Swachhagrahis to expand the network of Swachhta motivators on the ground.
- c) **GPDP:** GPDP aims at socio-economic development of the gram panchayat by identifying the activities for planned interventions through participation of the people and with funds available from own revenue, grants from 14<sup>th</sup> FC etc. Sanitation and hygiene being the core responsibility of the GP, there should be adequate focus of the GPDP on development and maintenance of sanitation facilities in both private and public domain as well as to spread awareness and regulate behaviour of the people for maintaining cleanliness.
- d) **MSRLM/Mavim:** To support in implementing the concept of Nirmal SGH, Nirmal VO and Nirmal Federation and generate alternative financing.

**12. Swachhta Rath:** These are mobile exhibition vans which can be developed per district and can act like a travelling exhibition. They would contain all information about sanitation practices, toilet technology, printed, digital and audio visual communication material to impress upon the urgent need for behavior change w.r.t sanitation and hygiene. (Annexure 3.12)

**Delivering Creative IEC Material to grass roots:** Educational messages can be communicated effectively by adopting an entertainment format, which is popular in the community. The messages must build on and coordinating with other BCC interventions. All National IEC material, including TV/Radio spots may be freely downloaded from the link [tinyurl.com/sbmiec](http://tinyurl.com/sbmiec) and [tinyurl.com/sbmiec2](http://tinyurl.com/sbmiec2). States are also free to hire creative agencies to design their own IEC material as well.

Districts may purchase **audio-visual kits (low-cost speakers and projectors)** at every Gram Panchayat using IEC funds to play these audio-visual creative messages during various SBM IEC activities. **Pen drives** carrying this material should be circulated widely and used during the above suggested interventions.

## 7 Capacity Building

Behaviour Change can be affected through proper knowledge of all stakeholders across, State, District, Block & Village/GP level. Training workshops to this effect may be undertaken. It is also important to do a training needs assessment for different stakeholders. This will also support in understanding when refresher training is required. The communication capacity building plan should be one of the components of the State and District Communication Action Plan.

### State Level

- Refresher Training of District IEC Consultants, ZSBP's on a quarterly basis on SBCC planning, implementation and monitoring
- To prepare State and District IEC/BCC Plans
- Training master trainers for CAS
- Training on procurement and implementation of communication plan and monitoring

Orientation for social mobilisation of key stakeholders like religious leaders, elected representatives, young people, NCC/NSS cadres, etc.

### District Level

- Training on community led village saturation approaches
- Training of PRIs to familiarize them with the program
- Training on Communication Monitoring and Evaluation

### Block Level

- Training of BRCs/CRCs/village motivators on community led total sanitation approaches
- Training of PRIs to familiarize them with the program
- Training of Teachers/FLWs/ other key stakeholders on WASH communication issues

## 8 Reporting

The activities implemented under IEC/SBCC plan should be reported regularly at least every month and uploaded in the MIS. The same shall be monitored regularly at all levels.

## 9 Monitoring and Evaluation

It is the State/district's responsibility to ensure that all the funds spent on IEC activities are spent judiciously on high impact activities undertaken with integrity and on scale. Due mechanisms must be put in place to monitor the implementation of these activities. Technology can be used extensively for this purpose. E.g. GPS tracking of Swachhta Raths to ensure that they actually travel to the villages as per the itinerary agreed upon, photographs of hoardings and wall paintings with time-stamps (date) and lat-long coordinates (location), etc.

At the same time, the quality of the messaging has to be impactful. National IEC material is freely available to States and districts for this purpose ([tinyurl.com/sbmiec](http://tinyurl.com/sbmiec) and [tinyurl.com/sbmiec2](http://tinyurl.com/sbmiec2)). States and districts may also develop their own creative content for maximum impact, given the local conditions and cultural context.