

IEC Guidelines for States and Districts

Government of India
Ministry of Drinking Water and Sanitation

IEC Guidelines for States and Districts

The Swachh Bharat Mission (Gramin) is not about constructing toilets but aims at behavior change of the masses to adopt better sanitation practices. Therefore, information, education and communication (IEC) strategies, planning and their effective implementation is the key to the success of Swachh Bharat. Thus, IEC activities are not to be treated as 'stand-alone' activity as a 'component' of SBM-G, but the SBM-G is largely about effective IEC to nudge communities into adopting safe and sustainable sanitation practices.

1. IEC Activities so far

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. States should spend at least 60 per cent of their IEC allocation (both Central and State share) on inter-personal communication.
- However, so far, the States have performed rather poorly in spending their IEC funds. Annexure 1 shows the percentage utilisation of funds by states in 2016-17. The low utilization of IEC funds has had a detrimental impact on the quality and quantity of the programme.
- Less than 30% States have so far uploaded their IEC plans in comparison to 45% uploading of district swachhta plans.
- Only 5 states have appointed district IEC consultants.
- In some cases, very wrongly, States have been seen not to have provided matching grants from their side under the IEC head. This has to be strictly abided by in the mandated 60:40 Centre:State ratio.
- The reporting of activities and expenditure in IMIS under IEC is negligible and fragmented.

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:

States are hereafter required to spend at least 50 per cent of their IEC allocation (both Central and State share) to be eligible for the release of further GoI funds for the State, starting September 2017.

Further, States are also required to spend 100 per cent of their IEC allocation (both Central and State share) by the end of each financial year to be eligible for the release of further GoI funds for the State for the next financial year, starting April 2018.

To help the States to achieve this goal, the Ministry is issuing these guidelines.

2. Role of States and Districts for IEC

2.1 Role of States

The States are expected to lead the IEC/BCC Plans and be responsible for percolation of BCC Interventions across the state. As follows:

- Develop State BCC/IEC Strategy and Plans.
 - Each State to ensure all District Swachhta Plans are developed 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 Planning and Budgeting exercise for IEC/BCC activities has been done for all districts
- Operationalise State Level Activities
 - Mass Media: Amplification of National IEC advertisements on TV/Radio/Community Radio, and/or creative design of State-specific creative material for mass media dissemination
 - Use of social media: maintaining active Facebook and Twitter pages around Swachh Bharat
 - 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
- Engaging relevant agencies and forming partnerships to effectively implement the IEC/BCC Plans in the State. Liasoning with Development Partners
- Regular Monitoring of Progress and timely reporting in the IMIS
- 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.
- IEC/BCC activities should be carried out in the post-ODF phase as well to continue focus on issues such as cleaning and maintenance of toilets, emptying of toilet pits by the household, continuation of usage, developing gram panchayat mechanisms to ensure sustainability, ensuring water for sanitation, SLWM activities etc.

2.2 Role of Districts

Districts are required to:

- Develop detailed IEC Plans for the district (fill relevant sections of the District Swachhta Plan - Form B09 of the IMIS)
- Develop an annual calendar of activities
- Ensure enrollment 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
- Ensure that there is at least 1 Swachhagrahi in each village. Out of these, 2 motivators in each GP are to be hired by September 2017, and reflected in the IMIS.

Concrete suggestions for IEC activities are included in Annexure 3 of these guidelines to help States and districts conduct the above activities better.

4. District IEC Planning

Following may be the village to state level responsibility attribution:

LEVEL	KEY IEC RESPONSIBILITY	SUPPORTED BY
STATE	Principal Secretary in-charge of Sanitation / Mission Director	State IEC Consultant
DISTRICT	District Collector / CEO(ZP) / DDO / CDO / DRDA / equivalent senior most officer in the district in-charge of implementing SBM	IEC Consultant Zila Swachh Bharat Prerak
BLOCK	Block Development Officer	Local NGOs
VILLAGE	Development Officer	Swachhagrahis Local NGOs

The district must fill in the details of their IEC plan on the District Swachhta Plan (Form no B-09 on the SBMG MIS) for the year ahead. (Annexure 2) An Annual Communication Plan should also be included in the AIP of all States. State consultants, with assistance from other expert agencies, have to prepare this plan.

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.

5. 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.

State Level

- Training of State IEC Consultants and District IEC Consultants on a quarterly basis
- To prepare State and District IEC/BCC Plans
- Training on procurement and implementation of communication plan and monitoring

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

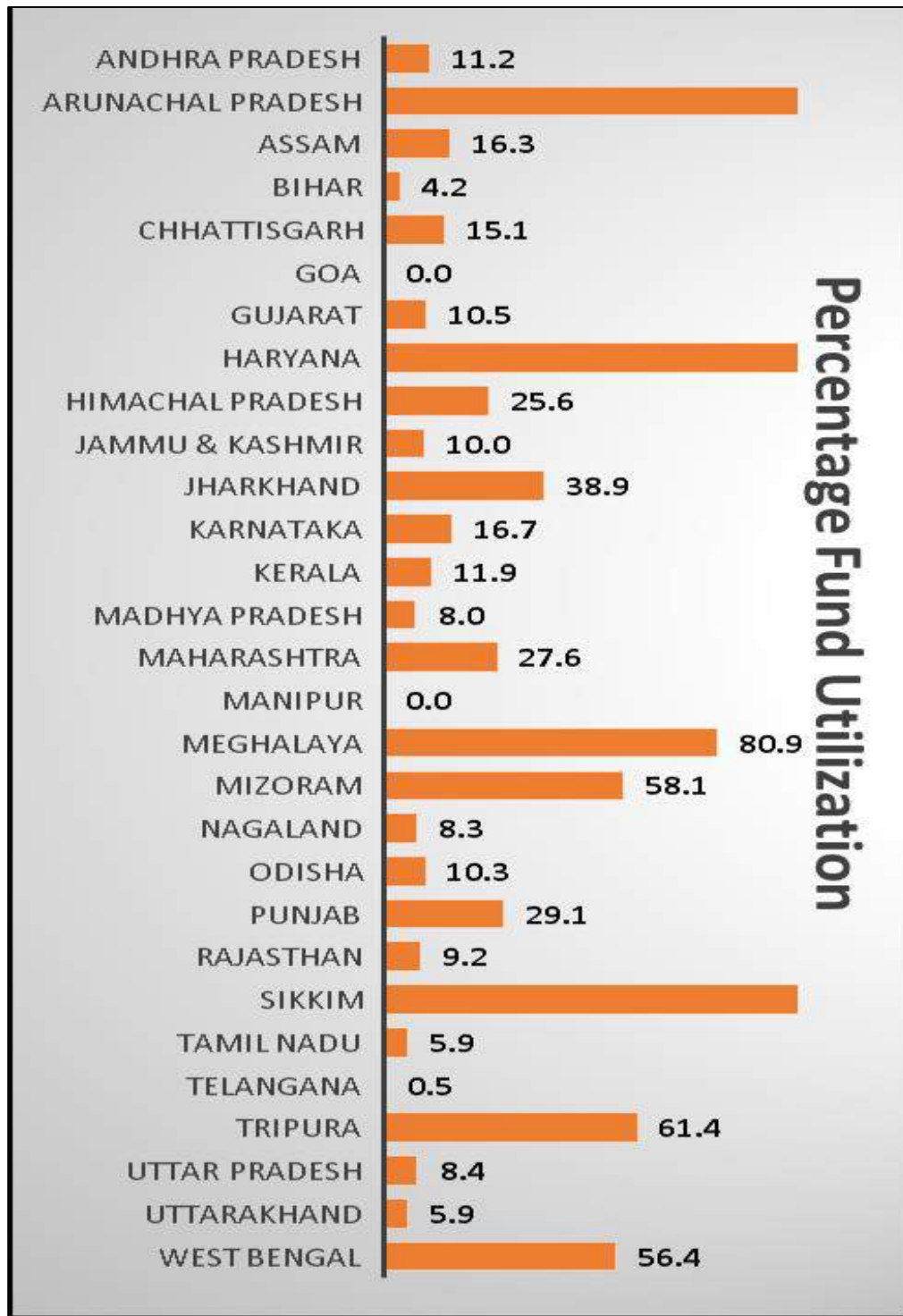
- Training of village motivators on community led total sanitation approaches
- Training of PRIs to familiarize them with the program
- Training of Teachers on WASH issues

6. 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 and tinyurl.com/sbmiec2). States and districts may also develop their own creative content for maximum impact, given the local conditions and cultural context.

Annexure 1



Percentage IEC fund Utilization by States in 2016-17

Annexure 2

2.3 IEC/IPC/BCC Activities Plan

Please indicate the present % share of spending IEC funds among the mentioned activities. Also, indicate the number of villages in which the mentioned IEC activities are being performed

Type of IEC/IPC Activities	% share in total IEC spends	No. of villages covered as on date	Expected no. of Villages to be covered by 31.03.2017	Expected no. of Villages to be covered by 30.09.2017	Expected no. of Villages to be covered by 31.03.2018	Expected no. of Villages to be covered by 31.12.2018
Village level Inter-personal Communication ¹	40.00	30	84	150	326	326
Incentive to motivators ²	0.00	0	0	0	0	0
Large Campaigns ³	20.00	30	84	150	326	326
Documentation, cross learning and evaluations ⁴	20.00	30	84	150	326	326
Capacity building and training ⁵	10.00	30	84	150	326	326
Mass media ⁶	10.00	30	84	150	326	326

1. Village level activities like group and door-to-door, wall and theatre etc.

IEC/IPC/BCC Action Plan under the Zila Swachhta Action Plan;

Form B09, SBM (G) IMIS

Annexure 3: Suggestions 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. 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, etc. The Ministry of Drinking Water and Sanitation has also recently empaneled a number of Key Resource Centres (KRCs) for Sanitation. The empaneled KRCs are equipped to conduct CAS trainings, and may be hired by the districts at pre-approved rates, mentioned in the Sanitation KRC Guidelines uploaded on the Ministry website (<http://mdws.gov.in/key-resource-center-training>)



CAS Training of Swachhagrahis

- 2. Triggering and Nigrani:** Once the Swachhagrahis are trained in CAS, they should be sent to visit 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.

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.



Triggering or Participatory Rural Appraisal

3. **Interpersonal communication:** Manpower for conducting IPC has to be ensured in the form of a cadre of Swachhagrahis. Dedicated insiders can often facilitate inter-personal discussions better. However, they have to be carefully selected and well-trained in CAS and other modes of behaviour change communication. 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 etc. may be provided by the district to these Swachhagrahis to equip them to communicate better.
- There should be one *swachhagrahi* per village.
 - Swachhagrahis should be duly incentivized as provided for in the guidelines, and applying flexibility as per local conditions.
 - They should be aided with relevant and impactful communication material.
 - 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.



Inter-personal Communication

“How To” Toolkit: To equip the motivators, a tool kit should be prepared with all the relevant required material to communicate with the community. This should include 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, National, State and District Fact Sheets, Toilet Technologies, Process of Implementation, Success Stories.

- 4. **Song & drama activities:** Local artists, singers, *naatakmandlis*, 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.



Awareness melas, song and dance as a means of generating awareness about sanitation

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, emotive appeals, positive reinforcements through celebrating Swachhta champions within the community and narrative formats increase the likelihood of retention of message.



Wall writings / Painting

Focused 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 *gauravyatras* (processions of pride), *raatrichaupals*, *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.



Melas and Group Meetings

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.

- 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.

To be more impactful, IEC messages must 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.



Hoardings and Banners being used in a Swachhta Rally

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.



Exhibitions

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 and tinyurl.com/sbmiec2). Role of districts with respect to mass media:

- 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.



Mass Media Campaigns on TV/Radio

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.



Awareness and Training Workshops

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 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, nukkadnaataks, 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.



Swachhta and Schools –School children conducting IPC

- b) **Swachhagrahis:** Local ASHA workers, 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.

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.



Swachhta Rath – Exhibition Van

Delivering Creative IEC Material to grassroots: 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 and 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.