



# Moving Towards an Open Defecation Free City:

## The Journey of Satara Municipal Council

January 2014

# Acknowledgments

This document has been prepared as a part of the Performance Assessment System (PAS) Project, funded by the Bill and Melinda Gates Foundation, at the CEPT University in Ahmedabad. The authors would like to thank the Chief Officer and the Health Department officials of Satara Municipal Council for generously sharing information and their time. The authors are grateful to Dr Dinesh Mehta and Dr Meera Mehta of CEPT, and Dr Sneha Palnitkar of the All India Institute of Local Self-Government (AIILSG), for their valuable guidance and feedback in preparing this document. They would also like to acknowledge the assistance provided by Raunak Nagpure during the field work and analysis.

This is the second document that records the journey of small cities in improving sanitation in their city and striving to achieve an open defecation free status. The story of these cities, their visions and the varied strategies used by them can prove to be an inspiration for other cities and provide guidance and direction in undertaking a similar journey.

PADMA DESAI  
UTKARSHA KAVADI

January 2013

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# Foreword

The Satara Municipal Council (SMC) has visualised Satara to become clean and open defecation free (ODF) since early 1990s. Winning awards in Sant Gadge Baba Swachata Abhiyan for three consecutive years was the first step towards it, which made us even more keen and positive about achieving total sanitation in Satara.

Over the years, relevant schemes and government regulations by the Central and State Government have helped to boost our efforts by providing financial support in building infrastructure and providing improved facilities. SMC has always prioritised sanitation services by providing public sanitation facilities wherever required.

As part of the work on the Performance Assessment System (PAS) Project in Maharashtra, by the All India Institute of Local Self-Government, Mumbai and CEPT University, Ahmedabad, Satara was identified as one of the towns with higher coverage of toilets and very low level of open defecation. In this backdrop, the PAS team visited Satara to document the efforts made by SMC in moving towards making Satara ODF.

All the achievements that are documented in this report are the outcome of combined efforts made by the elected representatives and municipal officials of SMC, citizens of Satara and other stakeholders and service providers.

SMC aims to continue its journey towards improved sanitation under the guidance of Mr. Udayan Raje Bhosale (M.P. Satara) and Mr. Shivendrasinh Raje Bhosale (M.L.A. Satara), Dr. Ramaswami N., Hon. Collector Satara, respected President, SMC, Vice President, SMC and all councillors including leaders of opposition of our municipal council.



Chief Officer  
Satara Municipal Council,  
Satara

January 2014

# Introduction

The 'Performance Assessment System' (PAS) is an action research project initiated by the Centre for Environmental Planning and Technology (CEPT) University, Ahmedabad, with funding from the Bill and Melinda Gates Foundation. It supports the development of appropriate tools and methods to measure, monitor and improve delivery of urban water and sanitation services in the states of Gujarat and Maharashtra. The PAS Project comprises three components: performance measurement, monitoring and improvement.

As a part of the PAS Project, the data submitted by urban local bodies (ULBs) is validated through field visits. During these visits, the PAS team also documents good practices. One such case that emerged during validation is of Satara Municipal Council (SMC) in the state of Maharashtra. At 98 per cent, Satara demonstrates a very high level of toilet coverage with potentially only 2 per cent open defecation. Concentrated efforts towards higher sanitation levels began in the early 2000s with Satara's participation in the 'Sant Gadge Baba Swachata Abhiyan' (SGBSA). The SMC went on to win awards for three consecutive years. The strong foundation laid during this time was strengthened in subsequent years with a combination of central/state government schemes, creation of a community toilet infrastructure and sub-contracting maintenance for it. An active political leadership also contributed to sustaining the momentum. The present document traces this journey of Satara towards becoming an almost open defecation free city.

# Satara – A Background

The district of Satara, located in the western part of Maharashtra state in the Pune Division, enjoys a unique natural setting and an important political position. It is situated in the basins of rivers Bhima and Krishna and nestled in the plateau of Sahyadri and Mahadeo hills. Several Maratha warriors and saints

Kanheri, Urmodi and Tarali). This created fertile land, making it the highest sugar producing district in the state with 12 sugar cooperatives and earning for it the name 'District of Power'. It is bounded by Pune district on the north, Sangli district on the south, Sholapur district on the east and Ratnagiri on the west.

Figure 1: Location of Satara



have contributed to Satara's rich heritage, once the capital of the Chhatrapati dynasty of the Maratha kingdom. Its provincial importance during British rule continued post-independence with massive investments in the Koyna Hydroelectric Power Plant along with a number of smaller dams (that is, Dhom,

These administrative lines coincide with natural features, that is, the river Nira on the north, the Mahadeo hills on the east and the Sahyadri range on the west, carving out its distinct character vis-à-vis its location.

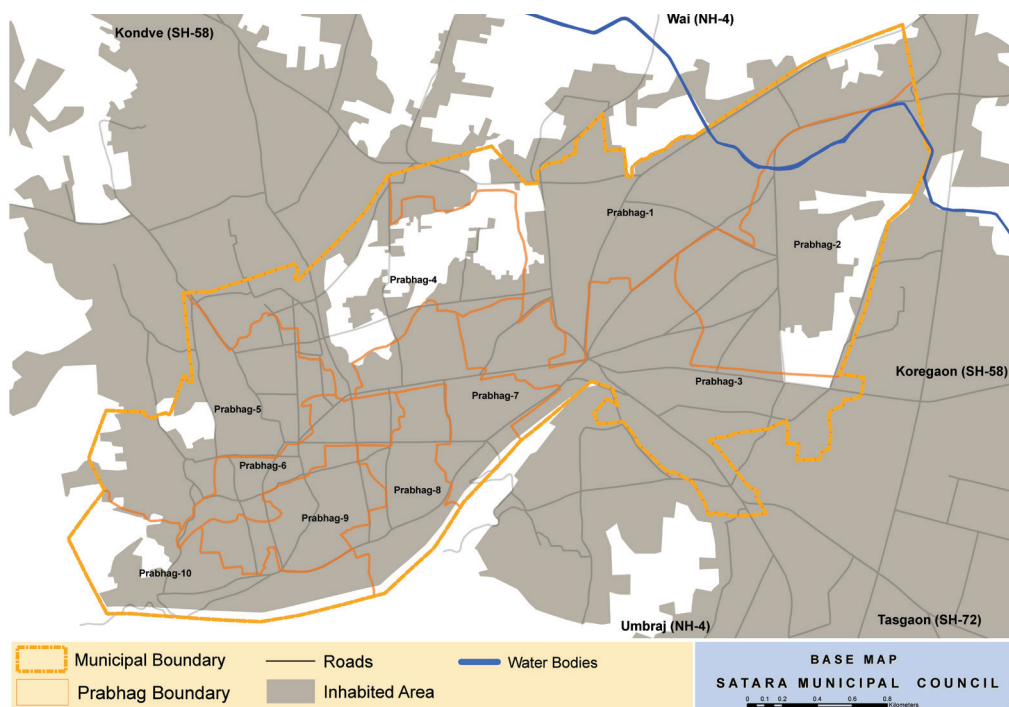


## Profile of Satara city

Situated at a height of 2,320 feet above mean sea level, the city is bound by Ajinkya fort in the south, Yavtreshwar hill on the west and the Pune-Satara road on the north. This favourable position offers a panoramic view with truncated

hub. With its proximity to the Pune-Bangalore national highway, it emerges as a transit point between three major cities of the state – Mumbai, Pune and Sholapur. It is also well connected with other important towns of Maharashtra via a good network of state highways.

Figure 2: Administrative map of Satara



hills separated by deep valleys and a large green vegetative cover. A sloping topography from the south-west to the north-east creates a natural drain, discharging all stormwater into river Venna. Satara, as a district headquarter, has maintained its historical and administrative prominence with all major district-level offices located in the city. It is also an important educational

Industrial estates in close proximity have contributed to rapid growth on its fringes.

## Satara Municipal Council

The SMC was established in 1853 and was later merged with the Satara Sub-Urban Municipal Council in 1962 to become the present Satara Municipal Council. One of the oldest in the state,

Table 1: Profile of Mahad Municipal Council

	2001	2011
Area (SMC)	8.15 km <sup>2</sup>	8.15 km <sup>2</sup>
Population (Census)	108,048	120,079
Number of households (Census)	22,689	27,025
Number of slums (SMC)	-	14
Population in slums (SMC)	5,836	8,374
Households in slums (SMC)	-	1824
% of slum population to total (SMC)	5.4	7
Total election wards (SMC)	34	39

Source: Census of India: 2001 and 2011; Satara Municipal Council

it is classified as an 'A' class Municipal Council of Pune Division. The city population is 120,079 and covers a total area of 8.15 square kilometres (Census 2011). The total number of households is 29,026 with an average household size of 4.14 and density of 147.3 persons per hectare. As a district headquarter, it sees a large floating population of 12,250. Its 34 Census wards in 2001 grew to 39 before the 2006 election. Most of the city maintains a predominantly low-rise built form, with higher densities in the older, inner city areas and plotted individual houses in the newly developed ones. Recent growth has occurred outside the municipal boundaries in the adjoining villages and close to the industrial estates. There is a proposal for extending the SMC's jurisdiction to include this spillover.

### Slums in Satara

There are 1,824 slum households in the city spread over 14 settlements with a population of 8,374, that is, 7 per cent of the total. All slums are on either municipal or state government land, although none are notified. Most are concentrated in the core town areas, interspersed with the other built forms, making a clear distinction between the two difficult. The newer areas of the city

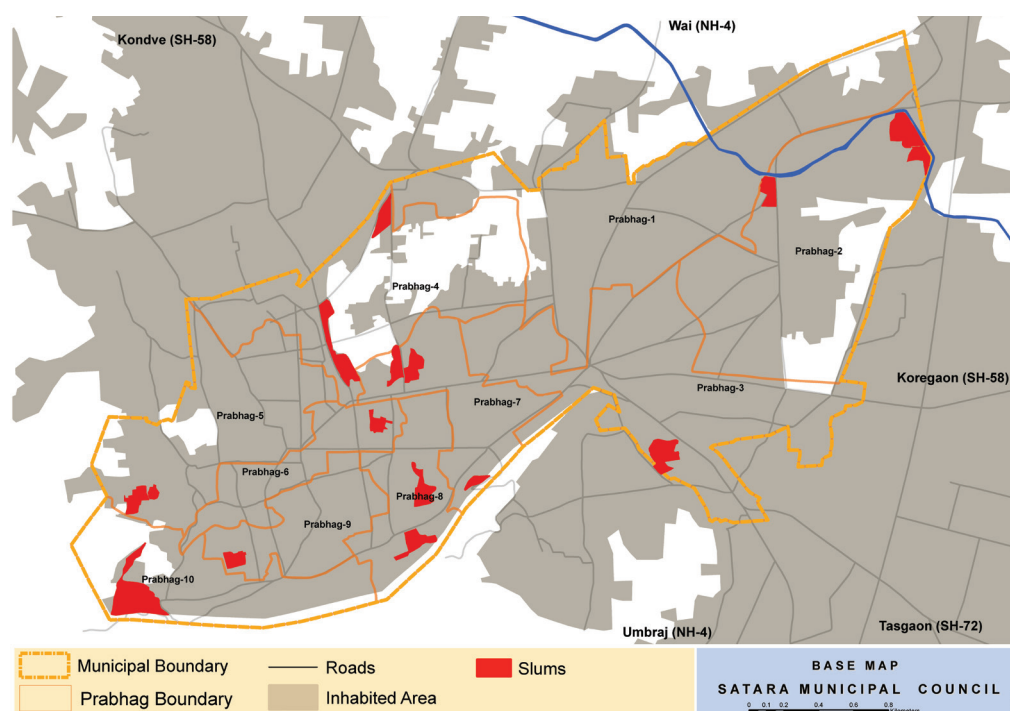
indicate a lower incidence of slums.

In 2011, the SMC launched a city-wide 'Integrated Housing and Slum Development Programme (IHSDP)' with grants from the Government of India (GoI). This programme adopted a clearance and relocation approach wherein 1,473 slum dwellers of the city were to be provided with housing units of 269 square feet each along with infrastructural services. Despite initial resistance, the IHSDP has picked up momentum and with almost 80 per cent coverage, it promises to greatly contribute to Satara's vision of a 'Slum Free' city on its completion.

### Service levels in Satara

Satara has three main sources of water – Kas Dam, and the rivers Urmodi Krishna – with negligible dependency on groundwater sources. The city demonstrates a good coverage of household level water supply connections at 95 per cent. The per capita availability of water is 119 lpcd at the consumers' end with a supply of one hour a day for all 30 days in a month. A similar favourable situation is noted vis-à-vis sanitation. As per the housing amenities details from Census 2011,

Figure 3: Location of slums in Satara



78 per cent of households have individual toilets. As per the SMC records, there are 119 community toilet blocks with 824 seats. Thus, with an additional 20 per cent having access to community toilets as per Census 2011, the total toilet coverage stands at 98 per cent, implying thereby that only about 2 per cent of the population resorts to open defecation. Community toilets indicate an existing ratio of households per seat of 6.7.

Households with individual toilets depend on septic tanks for wastewater management. Community toilet blocks built by the SMC also have septic tanks. The newer city growth is covered by closed drains, whereas most of the older city areas depend on open surface drains. Both grey water and septic tank effluent are generally emptied into this drainage network. From here, it is disposed off in the river without any treatment.

### Tracing Satara's journey towards an open defecation free city

With a high coverage of 98 per cent (both individual and community toilets), Satara demonstrated a negligible 2 per cent of open defecation. Considering this, the PAS Project Team sought to understand the ground realities and identify the factors that contributed to this as well as assess the city's plans to achieve 100 per cent open defecation free (ODF) status. A series of discussions were held with SMC officials to corroborate data authenticity. They were not only confident of the city's status as almost ODF but also very keen to share the Council's journey in reaching this milestone. Following this, the PAS Project Team visited Satara and undertook a number of early morning visits to suspected open defecation sites and held meetings with citizens.

**Table 2: Toilet infrastructure in Satara**

Details of toilets in Satara Municipal Council	
Total number of households (Census)	27, 056
<b>Individual toilets</b>	
Total number of households with individual toilets (Census)	21,020 (78 %)
Number of non-slums households with individual toilets (Census)	20,824 (80.0 %)
Number of slum households with individual toilets (Census)	196 (19.1 %)
<b>Community toilets</b>	
Total number of community toilets (SMC)	119
Total number of seats in community toilets (SMC)	824
Total number of households dependent on community toilets (Census)	5,494 (20 %)
Number of non-slums households dependent on community toilets (Census)	5,048 (19.4 %)
Number of slum households dependent on community toilets (Census)	446 (43.5 %)
<b>Open defecation</b>	
Number of households resorting to open defecation (Census)	542 (2 %)
Number of non-slum households resorting to open defecation (Census)	159 (0.6 %)
Number of slum households resorting to open defecation (Census)	348 (37.4 %)

<sup>1</sup>Based on PAS Project Survey, 2012.



### Early morning visits and discussions with local residents



### More early morning visits and discussions with local residents and the Councillor



The team undertook a number of early morning visits to these locations. During these repeated visits, not a single resident was found to be defecating in the open. The city has a total of 59 sites and held meetings with citizens. The team also visited community toilet blocks, spoke with local councillors and a private contractor. A series of meetings were also held with the Chief Officer and other officials of the Health and Building

Construction Departments of the SMC.

This exercise revealed the impressive journey of Satara that started in the early 1990s and gained momentum with Satara's participation in the SGBSA. As a testimony to its focused efforts, Satara won awards under this Campaign for three consecutive years for overall cleanliness and sanitation. Subsequently, the synergy gained in this phase remained intact as the city initiated a series of large-scale interventions, maintained the existing community toilet infrastructure via private sector involvement and displayed a high level of political commitment. Indeed, in this background, what became evident was that the concentrated efforts of the SMC, sustained over a long period of time, focused not only in attaining an ODF status but also on improving the overall sanitation level of the city. Thus, for Satara, the goal of ending open defecation was placed within a larger vision of improved sanitation infrastructure in the city.

### Discussions with the Chief Officer and officials of the SMC



As Satara continues to transform itself, this document traces its journey towards becoming an ODF city.

# A Beginning is Made

## The 1990s: Lessons from initial setbacks

### 'Ghar Tithe Shauchalaya' – A toilet in every house

Almost two decades ago, in 1994, the Government of Maharashtra (GoM) introduced the 'Ghar Tithe Shauchalaya' scheme ('Toilets in each house'). During this period, frequent bouts of water-borne diseases plagued Satara's low-income areas and slums. Overflowing drains, stagnant water, uncollected garbage and widespread open defecation – all these were a common sight. The extremely unsanitary conditions in some low-income hamlets of the city were a cause of concern as these had led to disease outbreaks in the past. The 'Ghar Tithe Shauchalaya' scheme, which focused on individual toilets with a grant of Rs 3,000 to individual households for construction materials, seemed to be an appropriate intervention to mitigate this situation. Thus, from 1994 till 2002, the SMC directed all its efforts towards convincing the residents to avail of benefits under this scheme. However, lukewarm response coupled with widespread malpractices compelled the Council to discontinue it.

### Central scheme for Integrated Low Cost Sanitation

Around the same time, the prevalent practice of manual scavenging came under sharp criticism. The central government had already introduced the Integrated Low Cost Sanitation (ILCS) scheme all over the country in the early 1980s with the aim of ending it. Satara availed of this central government scheme. The main objective of ILCS was to construct low-cost pour flush latrines connected to leaching pits. This scheme subsequently underwent a number of revisions. However, in this scheme too, Satara did not meet with expected

success. This model of toilets proved to be unsuitable for the undulating and rocky terrain of the city with a low level of infiltrative capacity. Thus, this scheme too had to be discontinued. Although in 1993 the explicit prohibition of manual scavenging was mandatory by law, the city of Satara saw its complete termination only by 1999. By 2000, under another grant of Rs 1,000 to households from the GoM, all latrines in the city were connected to septic tanks. In this early phase, the explicit aim of the SMC was not that of being an ODF city; however, the preparatory groundwork for a long term intervention was inadvertently laid.

## Early 2000s: Shift towards sub-contracting

### Involvement of local councillors

While the central and state level schemes met with limited success, the city witnessed efforts from another direction – its local councillors. Around this time, some councillors took the lead in constructing community toilets utilising their own funds and installing community garbage bins in common areas. Political support was not limited to local-level councillors but extended to the state level too. Leaders that carried considerable clout at state and national level politics had deep roots with this city and region. Some amongst them were direct descendents of King Shivaji, who ruled in the 18th century and had made Satara his capital. Thus, these leaders shared a long ancestral and emotional bond with the city. Their role in shaping the city's development was critical. At various junctures, as recounted by SMC officials, they guided and mobilised support for various schemes. This element – the active involvement of political leaders – has remained an important contributing factor through the years.

### Sub-contracting maintenance of community toilets

Sanitation and solid waste in the city were managed by the Health Department of the SMC. It had one Senior Sanitary Inspector, four Sanitary Inspectors, ten Mukkadams, 128 Safai Kaamgaars and 53 street sweepers. However, regular maintenance of community toilets posed an increasing challenge for the SMC. With limited staff and paucity of adequate equipment and cleaning materials, it became increasingly difficult for the Health Department to carry out daily cleaning and maintenance/repairs of the toilet infrastructure. In 2002, the SMC passed a resolution to outsource this activity to private agencies. Other services – such as door to door waste collection via ghanthagadis, sweeping streets and drains in public areas – were also outsourced.

Thus, a prelude to Satara's journey towards attaining an almost ODF status can be seen in the tentative steps of the early 1990s, via the state ('Ghar Tithe Shauchalaya') and central level (ILCS) schemes. In this era, the support extended by local and state level political leaders held in good stead for the next phase that followed. Outsourcing the maintenance of community toilets assured regular cleaning and thus increased their accessibility to users. The SMC's focus on toilet infrastructure in this phase appears to have invigorated it towards taking the most decisive next step – participation in the SGBSA.

### The game changer: Participation in the 'Sant Gadge Baba Swachata Abhiyan'

Sant Gadge Baba was a folk hero of Maharashtra, whose life's mission of cleanliness had inspired many people. In 2000–01, the GoM's Department of Water Supply and Sanitation launched a massive SGBSA – aptly drawing on the inherent message of cleanliness via its associative title. This campaign focused on 'Hagindari Mukta' (open defecation free) villages and embodied the 'facilitator' role of the government. It was patterned as a competition wherein overall cleanliness assessment and ranking was based

on predefined parameters achieved through community involvement and innovation. Information, education and communication (IEC) was a critical feature in this campaign.

Around this period, the Chief Officer of the SMC was a medical doctor and the Vice President an advocate. The educational background of this team appears to have contributed in setting priorities and building awareness around the sanitation problems facing the city. They recognised the SGBSA as a perfect vehicle for not only changing the mindset and behaviour of citizens but also energising the Council officials. Indeed, as recalled by senior officials of Health Department, the decision to participate in this campaign infused a sense of purpose and direction in the department. Under the leadership of the Chief Officer and the Vice President, the staff became motivated to showcase Satara as an exemplary city and participated in the SGBSA with great zeal. As efforts took off, they were infused with a competitive spirit and an urgency to win and attain due recognition under the Abhiyan. Towards this end, they employed a number of different strategies not only to inform and educate but also to create a sense of involvement among the citizens.

### Penal measures

One of the most effective and quick means of dissuading people from engaging in the prevalent and widespread practice of open defecation was via penal measures. Sanitary Inspectors, along with the police, undertook numerous early morning visits and arrested people defecating in police custody for a day

### Public boards announcing the punitive measures regarding open defecation





and fined. Numerous public boards were displayed at suspected open defecation site to warn citizens about the consequences of engaging in this practice. The prospect of arrest and the public shame that followed proved to be a very effective curb and an immediate, perceptible decrease was noted.

### Advocacy and awareness campaigns

Although the impact of the penal measures was effective, they were small part of the larger campaign. At a parallel level, a number of activities for advocacy, awareness generation and participation were launched in the entire city. These were aimed at spreading awareness related to safe drinking water practices as well as the spread of diseases and means of preventing them. 'Hagindari Mukta' Satara formed an important message in all these campaigns. Pamphlets were extensively distributed; posters, billboards and banners were exhibited prominently in important public places. The SMC was actively supported in this endeavour by the elected representatives. Some of the IEC features were:

**Rallies:** Numerous rallies were undertaken on the streets of Satara in which the detestable practice of open defecation condemned. Such rallies proved to be an effective means of propagating the message of cleanliness and good hygiene practices. Students from various Nagarpalika schools enthusiastically participated in these demonstrations. Repeated public processions displayed the high level of commitment of the SMC and were successful in drawing the citizens into its fold. These rallies were inhouse initiatives by the SMC staff, especially of the Health Department. These evolved organically and did appear to follow a structured game plan. A flexible and intuitive framework guided SMC officials in flagging off such public demonstrations to build support and awareness. Subsequently, as local political leaders and school children started participating, such rallies gained higher visibility and participation.

### Involvement of 'Saving groups':

Another effective means of reaching the citizens was through 'Mahila Bachat Gats' ('Saving groups'). Numerous such groups were mobilised for awareness building in their own areas of operation. Leaders of the 'Bachat Gats' toured the city and held several night meetings in neighbourhoods. Once again, the central theme was emphasizing cleanliness and exhorting people to stop the practice of open defecation.

### Puppet shows, dramas and street plays:

These art forms were used as effective means of spreading the twin messages of cleanliness and 'Hagindari Mukta' Satara. Street plays and folk songs reflected local customs and issues and were designed in the local language. Folk singers and theatre groups were invited to perform. This proved to be a very effective medium of spreading public awareness.

**Community pressure:** The officials of the SMC's Health Department exhorted users to stop the practice of open defecation. Simultaneously, they also appointed a few conscientious citizens to informally supervise the overall sanitation in their neighbourhoods and reprimand those still defecating in the open. This social pressure exposed uncooperative households and created fear of ridicule from others.

### 'Dry Day': An innovative method

The SMC introduced a 'Dry Day' concept in the city. On a pre-decided day every week, households pledged to follow a 'Dry Day' thereby getting rid of all stagnant water and making a conscious effort to clean their surroundings. Sanitary Inspectors and Mukkadams visited different areas of the city, persuading and motivating citizens to participate in this initiative. In some areas, citizens displayed a stubborn reluctance to join, in which case officials had to forcefully empty containers in which water had been stored for a long time. This often led to volatile situations escalating to public confrontations.

of Health Department continued with firmness and kept up their constant vigilance and pressure. Finally, repeated outbreaks of water-borne diseases in such areas convinced its residents of the threat posed by stale and, in some cases filthy, water. As more citizens joined in, those resisting too were swept by the enthusiasm of others.

### Provision of community toilets

One of the most concrete interventions at this time was the construction of community toilet blocks in areas which lacked such facilities. The SMC undertook the building and repair/maintenance of toilet blocks as a top priority. Efforts were also concentrated in constructing 'pay and use' model of community toilets, especially close to the markets and commercial areas of the city. Subsequently, by 2008 by this time, the SMC had constructed 103 out of the 119 community toilet blocks in the city (under the SGBSA), leading to an adequate infrastructure of community toilets. (The remaining toilet blocks were built during 2008–13.) Once again, this demonstrated the Council's commitment towards creating a clean and ODF city.

### One of the community toilets built by the SMC



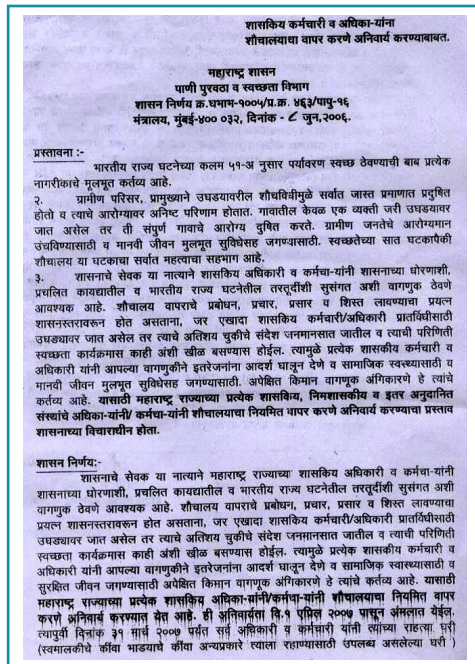
A 'pay and use' toilet



### Government Resolution of 2006

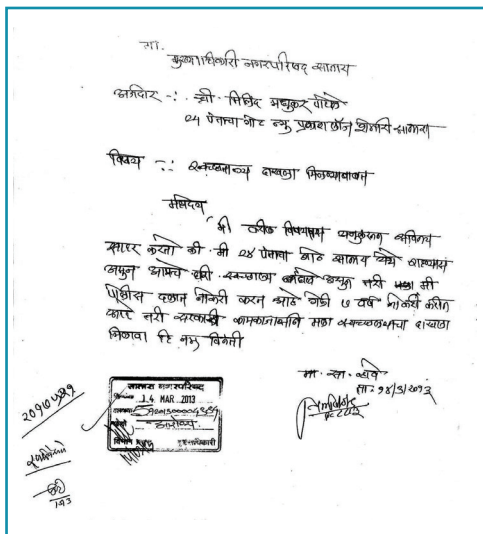
Resolution (GR) in 2006, making it compulsory for all government officials to have individual toilets. The Water Supply and Sanitation Department of the GoM issued a GR outlining its decision to take punitive actions against government officials without individual toilets or engaging in the practice of open defecation. It reasoned that the GoM's goal of 'Hagindari Mukta' cities would be invalidated if its own employees were found violating it. To maintain its authenticity and have the desired exemplary effect, it was imperative for all employees to engage in appropriate sanitation practices. This, the GR mentioned, was the duty of every employee, thereby emerging as role models for other citizens.

Figure 4: Government Resolution making 'Cleanliness Proof' mandatory



Employees were expected to submit to the SMC's Health Department attested proof – in the form of a self-declared certificate – stating their accessibility to, and usage of, individual toilets. The SMC, in turn, issued a 'Cleanliness Proof' (Swachata Daakhala) to the employees. Non-compliance with the GR would result in discontinuation of housing allowances. Under the policy, fines would be levied on those who did not have an appropriate arrangement and continued to defecate in the open. This policy is in operation till date.

Figure 5: Application for 'Swachata Daakhala' (Cleanliness Proof) submitted to SMC by individual households



The GR set in motion a spate in construction of individual toilets. In the words of the Senior Sanitary Inspector:

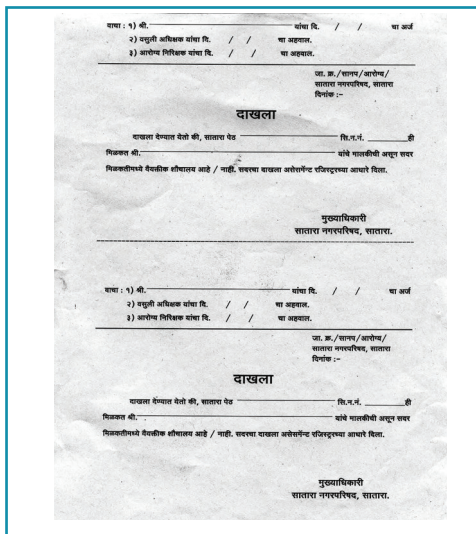
*“This GR gave the required push to many employees for constructing individual toilets – something they had been deferring till then. As it was mandatory for getting of housing allowances, they were forced to comply. We are not exactly sure of how they raised the money, but it could have been their own savings or credit from friends and family or a bank. For educational purposes too this document became critical. In that phase, we issued numerous ‘Swachata Daakhalas’.”*

Thus, the GR contributed significantly to the momentum already gained under the SGBSA. As more citizens approached the SMC for these certificates, officials took this opportunity to inform them about the cleanliness campaign under way and encouraged them to extend their support to the campaign.

Indeed, in this phase, the decision to participate in the SGBSA was a trigger that energised the entire Council in initiating a number of proactive steps. These included: a well worked out IEC campaign with participation of school children, ‘Saving Groups’ and elected representatives; introduction of innovative concepts such as a ‘Dry Day’; –and punitive measures such as arrests, lock-ups and fines. The construction of

adequate community toilets as well as privatising their maintenance also decisively supported their efforts. Further, the GR issued around this time

Figure 6: Format for ‘Swachata Daakhala’ (Cleanliness Proof) granted by SMC



created urgency amongst residents to construct individual toilets.

**Efforts bear fruit: SMC wins SGBSA prize for three consecutive years**

This multi-pronged, inclusive approach, drawing into its fold the participation not only of the officials of the SMC but also of common citizens, ‘Bachat Gats’, private contractors, and councillors, created a synergy in the city and bore fruit.

**The award for the Sant Gadge Baba Swachata Abhiyan.**



was awarded the first prize at the district level (2005–06); a second prize at the division level (2006–07); and the first prize at the state level (2007–08). These awards were for overall performance with 60 per cent marks for overall cleanliness and sanitation.



# Crusade for ‘Clean and ODF Satara’ Continues

Repeated success in winning the campaign is a matter of great pride for the Council. It is a clear embodiment of the high level of motivation and collective action that has been evident in this phase. The Council, by taking the lead, has successfully demonstrated a participatory approach which drew into its fold all important stakeholders of the city – its own officials, citizens and local and state level politicians. In the years that followed till date (2009–13), this high enthusiasm and focus has been maintained, as is evident from the numerous initiatives highlighted in this section.

## Involvement of elected representatives

The support of local councillors, energised during the SGBSA, was clearly seen in their efforts to maintain an ODF status. In some wards, they were actively involved in ground level dynamics and in close

## A plaque commemorating the inauguration of a public park



contact with their constituency. A few open plots in the city had inadvertently turned into sites for open defecation. To stop this, the councillors undertook

beautification projects utilising their own funds and turned these spaces into public gardens. This transformation was given enough publicity and inaugurated with pomp and ceremony, thus creating public awareness. In this, due respect and recognition was given to the state

**This erstwhile open defecation site was transformed into a well maintained public park**



**This site, similarly used for open defecation previously, was also transformed into a public garden**



level patron or political leaders, descendents of King Shivaji.

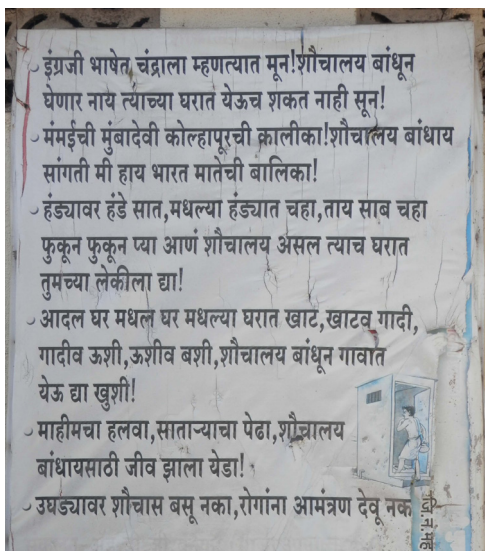
In still other instances, the councillors made efforts to clear a few existing open defecation locations of debris and garbage, thereby changing their physical character from that of an ignored and misused open area to a clean and accessible one.

**An open defecation space cleared of debris and garbage**



Some others undertook localised campaigns in their own wards to dissuade this practice via public notices.

**A public notice issued to dissuade open defecation**



In all the above instances, the proactiveness of the councillors resulted in turning derelict plots into community resources. Indeed, some councillors displayed a high sense of ownership and stake in the affairs of their own wards

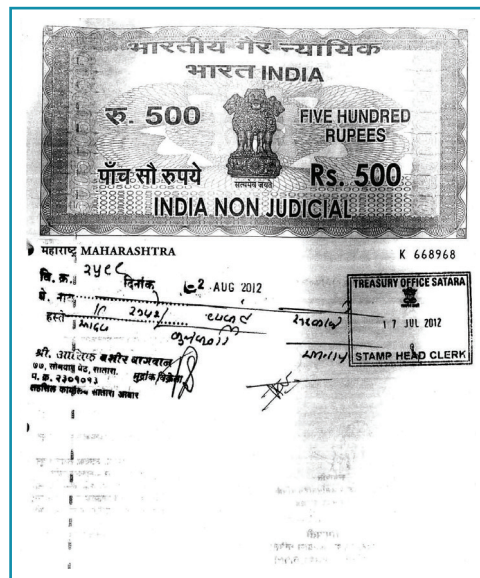
**Continued emphasis on maintaining cleanliness levels in the city**

Currently, the Council is continuing with the strategy of sub-contracting all sanitation services of the city to private contractors. There are 39 contracts for door to door collection, two for cleaning community toilets, four for sweeping streets and public areas, and four for cleaning of drains and gutters. The contract for cleaning community toilets, signed on Rs 500 stamp paper (see Figure 7), contains details of the private agency, a list of its duties and responsibilities and

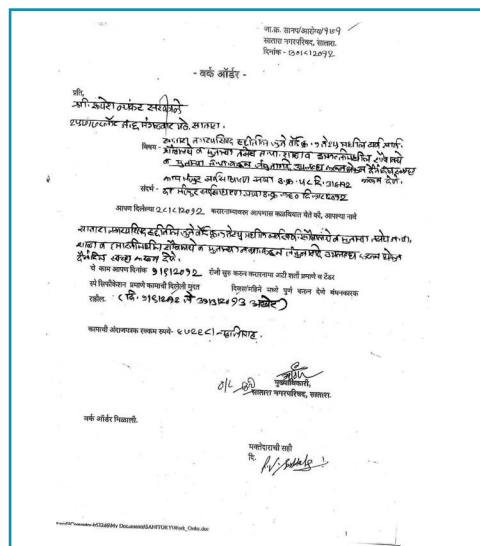
locations to be covered. Demand-based services for cleaning septic tanks, done with vacuum emptier, is offered by the Health Department by charging Rs 500 per operation within city limits and Rs 1,500 outside city limits. One private agency also offers these services. The fecal sludge is dumped on the outskirts of the city. Another noteworthy feature observed in some areas, although limited, is community engagement in cleaning toilet blocks. For example, discussions with users revealed that women took turns in cleaning toilet blocks in their locality. These are typically blocks with smaller as well as fixed user groups.

A Work Order is issued for the stipulated time of the contract.

**Figure 7: Contract for maintenance of community toilets**



**Figure 8: Work Order for maintenance of community toilets**



## Box 1: Typical contract for maintenance of community toilet blocks

The SMC has entered into Memorandums of Understanding (MoU) with private agencies for maintenance of community toilets in the city since 2002. This practice has continued till date. The MoU is a detailed document outlining the duties and responsibilities of the private agency. Some of the aspects covered under it are:

### A. Contractual agreements

- Details of private agency undertaking contract.
- Duration of contract.
- Allocation of specific operational areas (wards).
- Pattern of payment.
- Conditions for extension in the same.
- Regular medical examination and insurance for cleaning staff.

### B. Logistics of cleaning operations

- Minimum number of seats to be covered each day.
- Allocation of specific time schedules for cleaning.
- Provision of water tanker.
- Cleaning materials, equipment and safety measures for cleaners.
- Adequate provision of uniforms for cleaning staff.
- Appropriate usage of disinfectants.
- Adequate safety measures to be maintained during cleaning.

### C. Supervision and reporting

- Scheduling and reporting structure (daily/weekly).
- Pattern of daily supervision and reporting.
- Adherence to daily time schedules.
- Forbiddance of child labour.
- Outline of fines to be levied.
- Penalty structure for non-implementation of duties.

### D. Satisfactory resolution of complaints received by the SMC



### Monitoring system for maintenance of community toilet blocks

A systematic monitoring system oversees the city-level performance of the private contractors.

On an average, Mukkadams are allotted one prabhag depending on the population served in each. Every week, Sanitary Inspectors, along with the Mukkadams, prepare a schedule charting out expected routes of cleaning vehicles so as to cover the entire prabhag. These daily routes are planned such that each seat in a community toilet block is cleaned at least every two days.

This weekly cleaning operation, represented in a 'Daily Ahwaal' ('Schedule'), outlines details such as day of the week, corresponding area to be covered that day, total number of toilet seats in the community toilet blocks of that area, actual seats cleaned and the signature of the Mukkadam. Further, the same schedule also contains another level of detailing, that is, name of specific area, total seats cleaned in that area and signatures of the citizens who verify the cleaning operation. This participatory element assures a system of field level monitoring.

Figure 9: 'Daily Ahwaal' (or Schedule) of cleaning operations and citizen monitoring

The vehicles involved in the cleaning follow this pre-determined schedule, commencing their rounds at seven in the morning and terminating at around one in the afternoon.

Each community toilet block is covered as per the allocated day of the week in the 'Ahwaal'. This vehicle, a water tanker, is equipped with adequate cleaning materials (disinfectants, soaps, brooms, etc.) and cleaning staff (usually, a team comprising one cleaner and one helper)<sup>2</sup>. On the field, completion of tasks is verified by the Mukkadam and the users themselves. A consolidated picture of the cleaning operation in each prabhag emerges from the 'Daily Ahwaals'. These are compiled by the respective Mukkadams and submitted to the Health Department every evening. The 'Daily Ahwaals' are further tracked by the Sanitary Inspectors in their own areas. Every evening, a review of areas covered and the status of each prabhag is monitored by the Sanitary Inspector. Thus, anomalies can be detected and attended to in a reasonable time frame.

### Water tanker used by private contractors for cleaning community toilets



<sup>2</sup>The water tanker is never used for water supply, only for cleaning purposes. It has enough space to store cleaning materials. etc.



Monitoring system for maintenance of community toilet blocks



The SMC also maintains a city-level record of the cleaning operations by compiling and updating prabhag level information from time to time. These city-level records contain details of wards, location of community toilets, number of male and female seats, age of the community toilet blocks and frequency of cleaning per month.

Figure 10: City-level consolidated picture of cleaning operations

क्र. सं.	वार्ड सं.	वार्ड नाम	वार्ड क्षेत्र
१	३१	मखे चौकी	५
२	३२	सुदगार चक	२
३	३३	वेककर पेठ	२
४	३४	सुपार गौरे, सुदगार चक	३
५	३५	वेककर चौकी	३
६	३६	मिडे चौकी	३
७	३७	सुदगार पेठ	४
८	३८	पहरीन भाकरी चौकी	२
९	३९	सुदगार पेठ, वेककर पेठ	४
१०	४०	मिडे चक, सुदगार पेठ	२
११	४१	सुदगार चक	२
१२	४२	मिडे चौकी, सुदगार मंदिर भाक	२
१३	४३	सुदगार भाकरी चौकी	३
१४	४४	मिडे चक चौकी	३
१५	४५	मिडे चक चौकी	३
१६	४६	मिडे चक चौकी	३
१७	४७	मिडे चक चौकी	३
१८	४८	मिडे चक चौकी	३
१९	४९	मिडे चक चौकी	३
२०	५०	मिडे चक चौकी	३
२१	५१	मिडे चक चौकी	३
२२	५२	मिडे चक चौकी	३
२३	५३	मिडे चक चौकी	३
२४	५४	मिडे चक चौकी	३
२५	५५	मिडे चक चौकी	३
२६	५६	मिडे चक चौकी	३
२७	५७	मिडे चक चौकी	३
२८	५८	मिडे चक चौकी	३
२९	५९	मिडे चक चौकी	३
३०	६०	मिडे चक चौकी	३



Figure 11: City-level consolidated picture of cleaning operations

क्र. सं.	वार्ड सं.	वार्ड नाम	वार्ड क्षेत्र	वार्ड क्षेत्र
१	२	मखे चौकी	५००	२ times
२	३	सुदगार चक	१५०	२ times
३	४	वेककर पेठ	२५०	२ times
४	५	सुपार गौरे, सुदगार चक	३५०	३ times
५	६	वेककर चौकी	३५०	३ times
६	७	मिडे चौकी	३५०	३ times
७	८	सुदगार पेठ	४५०	४ times
८	९	पहरीन भाकरी चौकी	२००	२ times
९	१०	सुदगार पेठ, वेककर पेठ	५५०	५ times
१०	११	मिडे चक, सुदगार पेठ	२००	२ times
११	१२	सुदगार चक	२५०	२ times
१२	१३	मिडे चौकी, सुदगार मंदिर भाक	२५०	२ times
१३	१४	सुदगार भाकरी चौकी	३००	३ times
१४	१५	मिडे चक चौकी	३००	३ times
१५	१६	मिडे चक चौकी	३००	३ times
१६	१७	मिडे चक चौकी	३००	३ times
१७	१८	मिडे चक चौकी	३००	३ times
१८	१९	मिडे चक चौकी	३००	३ times
१९	२०	मिडे चक चौकी	३००	३ times
२०	२१	मिडे चक चौकी	३००	३ times
२१	२२	मिडे चक चौकी	३००	३ times
२२	२३	मिडे चक चौकी	३००	३ times
२३	२४	मिडे चक चौकी	३००	३ times
२४	२५	मिडे चक चौकी	३००	३ times
२५	२६	मिडे चक चौकी	३००	३ times
२६	२७	मिडे चक चौकी	३००	३ times
२७	२८	मिडे चक चौकी	३००	३ times
२८	२९	मिडे चक चौकी	३००	३ times
२९	३०	मिडे चक चौकी	३००	३ times

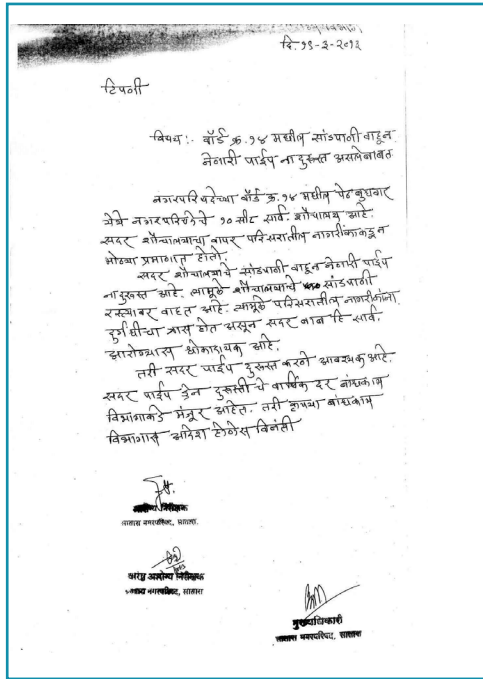
User verification of cleaning operations.



Complaint redressal system

Complaints are registered by citizens in a number of different ways, although the most preferred appears to be routing them via elected councillors of their wards. During visits to the SMC office for a plethora of other work related to their constituencies, the councillors also verbally register complaints with the concerned Sanitary Inspectors. A small proportion of written complaints are received by the department from users directly (see Figure 12). There is also a 'Complaint Register' maintained at the SMC office. According to the Senior Sanitary Inspector, although there has been a drop in complaints since

Figure 12: Written complaint received by SMC



influence area of toilets is substantial, giving easy accessibility to users.

The use of community toilet blocks in the older, non-slum areas of the city is also high. Discussions with this target group revealed that space constraints proved to be a deterrent in constructing individual toilets, even though they were affordable. In others, they preferred to use nearby community toilets due to socio-cultural beliefs. In non-slum areas, these are typically better maintained toilet blocks. In a few areas, handpumps have also been provided by the SMC.

The toilets are reasonably well maintained



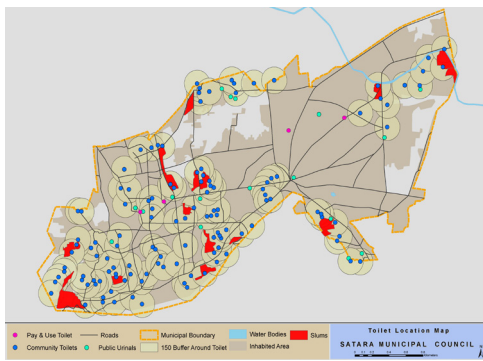
The toilets are well maintained and accessible in non-slum areas too

sub-contracting of cleaning work for community toilets was started, the department attends to those received within a “reasonable frame of time”. Longstanding non-redressal of complaints is a rare occurrence.

**Adequate spread, quality and accessibility of community toilet infrastructure**

At present, Satara indicates a good spatial distribution of its community toilet infrastructure. For instance,

Figure 13: Adequate spread and accessibility of community toilet infrastructure



Another well maintained and accessible toilet in a non-slum area

most community toilet blocks are concentrated close to slum areas and in older, denser areas of the city which lack individual toilets. Newer parts of the city with plotted development and a higher proportion of individual toilets show a lower incidence of community toilets. Considering a 150-metre buffer area, the



# Recent Initiatives

## Maharashtra Sujal Nirmal Abhiyan

In 2010, the GoM's Water Supply and Sanitation Department along with the Maharashtra Jeevan Pradhikaran (MJP) launched the 'Maharashtra Sujal Nirmal Abhiyan' (MSNA) as part of its Golden Jubilee Year celebrations. The MSNA's ultimate goal is wide ranging and includes major reform initiatives and institutional arrangements for optimal water management. Satara is a beneficiary of this programme. In 2010, under the MSNA, a house to house survey of Schedule Caste and Navbuddha families was carried out in the city. This survey identified 2,024 beneficiary families that did not have access to individual toilets. Out of these, only 1,641 could be covered as inclusion of the remaining 383 beneficiaries was difficult due to space constraints. The MSNA has provisions of financial support to households with 90 per cent grants (that is, Rs 10,800) and the remaining 10 per cent (that is, Rs 1,200) as beneficiary contribution. Better services and construction levels can be achieved by higher beneficiary contribution depending on their affordability. According to the Sanitary Inspector of SMC:

*"There is a good response for this scheme amongst the residents. We get a high level of inquiries as well as visits from those desirous of availing the benefits. In this endeavour, local councillors have also spread information and are helping residents with the procedural requirements."*

For the 383 that remained excluded, the SMC plans to build community toilets with approximately 64 seats in 16 locations under its ownership. Thus, under the MSNA, the SMC plans to provide 1,641 individual toilets and 16 community toilet blocks with 64 seats. Currently, the Council is engaged in the preliminary scrutiny of applications under the MSNA and no concrete work

has commenced. The MSNA forms an important initiative of the SMC and an integral part of its overall Clean Satara and ODF vision.

## Integrated Housing and Slum Development Programme

The 'Integrated Housing and Slum Development Programme', introduced by the GoI, seeks to provide housing and infrastructural services to the slum dwellers of cities not covered under the Jawaharlal Nehru Urban Renewal Mission (JNNURM). The wide ranging components for assistance include improvement, upgradation or relocation projects in slums and infrastructural facilities like water supply and sewerage. It outlines the minimum requirements for various programme features, such as dwelling unit sizes, land titles, ceiling costs, selection of beneficiaries and the financing pattern.

Grants under the IHSDP were approved for Satara in 2011. Under it, the Council proposes a clearance and relocation approach: 1,473 slum households will be relocated in individual housing units with an area of 269 square feet each. The financing pattern has contributions from the GoI (41 per cent), GoM (5 per cent), Maharashtra Housing and Development Authority (MHADA) (13 per cent), SMC (26 per cent) and beneficiaries (15 per cent). Twenty-one plots in eight locations have been identified which contain both in-situ construction (eight pockets) and relocation to a site in close proximity to the original slum (13 slums). The SMC is also seeking financial assistance from the Housing and Area Development Authority (HUDCO).

This scheme faced initial resistance from the slum dwellers when it was first introduced. Internal conflicts in slums



differing expectations of the slum dwellers resulted in a slow start. Officials had to repeatedly dispel the apprehensions of slum dwellers and convince them to participate in the scheme. In the words of an official from the Building Construction Department:

*“Repeated meetings were held in the slums to convince the dwellers of the benefits of this scheme. They were still reluctant. Some had larger houses and demanded more space; older dwellers disapproved of identical benefits to newer entrants; in others there were pre-existing conflicts. However, when construction finally started in full swing on one plot, it had a rippling effect all over the city. As slum dwellers saw the authenticity of the Council’s claims, agreement gradually increased. Now, we have covered all slum pockets in the city. We have also provided for transit accommodation for sites that are presently undergoing construction. On completion, Satara will not only be an open defecation free but also a completely slum free city.”*

#### Construction work in progress under the Integrated Housing and Slum Development Programme



#### Addressing the needs of the floating population

Undoubtedly, the overall achievements of the SMC are inspiring. There are, however, some areas in which Satara faces potential challenges. An important feature is Satara’s district level prominence. As noted earlier, a plethora of administrative offices and educational institutions are located in the city. In addition, large fruit and vegetable markets as well as commercial establishments create large concentrations of people. Due to Satara’s connectivity to surrounding cities, several state bus routes converge

at the city’s bus depot. All the above contribute to a considerable floating population. Field observations indicate that appropriate sanitation facilities for catering to the needs of this target group may be insufficient. For instance, fruit and vegetable markets are underserved due to inadequacy of seats (for instance, in the ‘Utpanna Bazaar Samiti’). Out of the four main roads with high commercial activity, two indicate some deficiency. Similarly, during field visits, it was observed that lack of seats resulted in open urination, especially by women, at the local bus stand. Students of some higher educational institutions were also forced to use community toilets in their vicinity as their institutions lacked adequate toilets seats. Some institutions indicated severe inadequacy (for instance, LBC College) or even total absence. Augmentation of existing infrastructure to cater to the needs of this floating population has been recognised by SMC officials.

#### Beyond municipal boundaries

The Chief Officer of the SMC highlighted another urgent issue that confronts the city and is detrimental to all its future decisions. The rapid growth of Satara has spilled outside the SMC’s jurisdiction, creating a huge agglomeration zone around it. The city’s population stands at 120,079; that of the Satara Urban Agglomeration is 149,170 (Census 2011). This clearly is a matter of great concern to the SMC, as detailed by its Chief Officer:

*“In the last couple of years, Satara has spilled many times outside its municipal boundaries. Densification of the inner city areas has resulted in this outward shift of population. Some residents, although shifting to the outskirts, still work within the city. This overburdens the city infrastructure. Our proposal is to extend the municipal limits to include a number of villages in surrounding areas under our jurisdiction. However, till the time this materialises, it puts the entire municipal infrastructure under duress.”*



Figure 14: Satara Agglomeration

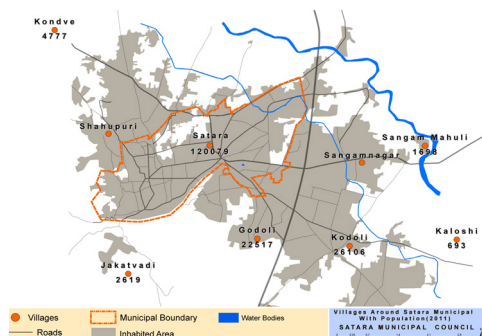
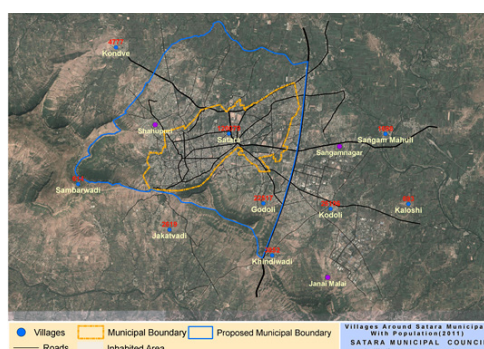


Figure 15: SMC's proposal to increase municipal limits



On the ground, this reflects in the susceptibility of fringe areas to open defecation. Those residing outside SMC boundaries and lacking community toilets use city areas for open defecation. For instance, during early morning visits, this was clearly higher along the nallahs (drains) and hilly areas situated on the outskirts of the city. In addition, the future prospect of extension in municipal limits to include the suburban growth poses the greater challenge of governance and management for the SMC. Integrating the existing Gram Panchayats into its jurisdiction as well as rising to the challenge of providing adequate infrastructural and sanitation services to the exponentially increasing population due to this extension is an issue that the Chief Officer stressed at length.

Figure 16: Timeline of key milestones



# Key Factors Influencing the Drive for Clean Satara

The story of Satara is impressive. Commencing with rather tentative steps in the 1990s by availing of state ('Ghar Tithe Shauchalaya') and central schemes (ILCS), the City Council could increasingly give shape to its larger vision of a clean and ODF Satara. In the years that followed, this vision was consolidated further by successes in the SGBSA. Recent large-scale city interventions in form of the MSNA and IHSDP promise to create additional toilet infrastructure as well as address the problem of slums in the city. Indeed, in this success story of Satara, a number of factors have played a decisive role, as highlighted in this section.

## Key role of community toilets

At 98 per cent, the overall toilet coverage of both individual and community toilets in Satara is remarkably high. The spread and location of community toilets also indicates easy walking accessibility in a radius of 150 metres. An added strength is the good coverage of the water supply network (95 per cent) and per capita availability of 119 lpcd at consumers' end with supply for one hour each day. In a few locations, provision of functioning handpumps outside community toilets supports the above infrastructure. Thus, on the whole, it is possible to maintain a hygienic environment in and around the community toilet blocks due to the availability of water.

Sub-contracting the maintenance of community toilet blocks to a private agency has contributed to creating a reasonably well-maintained infrastructure. As already noted, the Council's monitoring system is well established with an innovative feature of 'Daily Ahwaals'. Cleaning operations are monitored via these 'Ahwaals' by Mukkadams and verified by Sanitary Inspectors every evening,

assuring functional integration from the field up to the Department level. An innovative feature in this is citizen participation via the daily endorsement of cleaning operations in the 'Ahwaals'. Furthermore, city level cleaning status can also be prepared by consolidating these daily records.

## Involvement of elected political leaders

The support of elected councillors during Satara's participation in the SGBSA was noteworthy. Under the leadership of the Chief Officer and Vice President of the Council, the city was able to mobilise and motivate its citizens. Rallies, street plays and puppet shows as well as involvement of 'Bachat Gats' and school children, created a high level of public awareness and participation in this phase. Innovative methods such as observing 'Dry Days' and appointing volunteers for dissuading open defecation were other noteworthy factors. The evidence of its success was in the awards that it won for three consecutive years under this Abhiyan.

## Innovations through local leadership

This political support has continued in ensuing years. Prabhags that have demonstrated a higher involvement of local councillors have been able to mobilise resources as well as come up with novel responses to field level conditions. For instance, residual open spaces in congested areas of the town have been turned into small gardens. Such well maintained spaces have transformed potential open defecation spots to community resources. In another instance, councillors have cleared debris from open spaces, giving them a notional air of vigilance, once again halting their misuse. In some wards, councillors informally supervise the cleaning operations. They have also guided residents in complying with the

procedural requirements of state and central schemes. State-level political leaders who share a historical bond with the city have steered the city's growth at various points in time and emerged as their patrons. Their contribution, openly acknowledged by officials as a 'guiding force', continues in all future initiatives. Clearly, an involved political leadership appears to have emerged as an important element in Satara's impressive journey toward an almost ODF city.

### **Proactive role in availing several government schemes**

The SMC has demonstrated a good level of inventiveness in availing state and central level schemes. In the trajectory of making Satara almost ODF, the earliest was the 'Ghar Tithe Shauchalaya', followed by the ILCSS and later SGBSA. This characteristic – awareness about various government schemes and the ability to mobilise the required internal resources to comply with its requirements – is a noteworthy feature in SMC's case. The more recent schemes, the MSNA and IHSDP, both large scale interventions, once again reiterate this organisational resourcefulness. The latter, with a target of 1,473 households potentially seeks to relocate 80 per cent of all slum dwellers of the city. Thus, it has consistently demonstrated a good knowledge of the overall policy climate and has been successful in directing the Council's efforts to capitalise on this. Indeed, keeping abreast with national and state level initiatives and harnessing the opportunities that they offer has been Satara's strength.

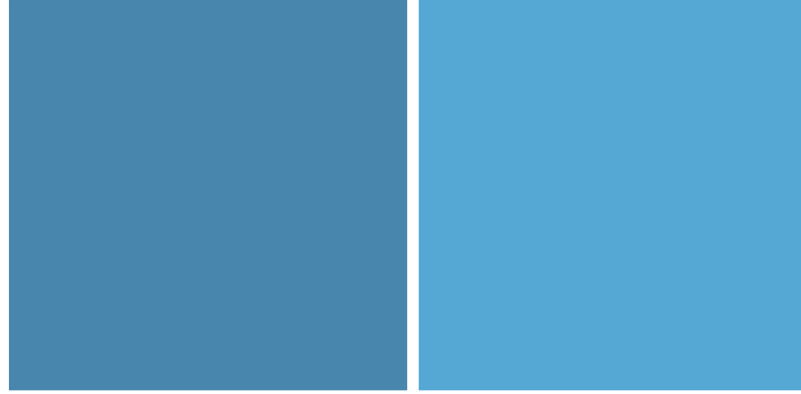
### **'Clean Satara': A Matter of pride and honour**

The above also reveals another underlying feature noted in the case of Satara. During repeated discussions with SMC officials, a sense of ownership and engagement in the affairs of the city was noticeable. The clearest evidence of this was participation in the SGBSA competition and winning it continuously for three years. Firm and relentless efforts to bring about a change during this period are recalled by officials with great pride. Similarly, the proactive steps taken by elected representatives

in beautifying open plots or cleaning and supervising them, not only displays an involvement in civic affairs but also an inherent and strong bond with the city. Indeed, SMC officials, supported by local and state level politicians, have been able to consolidate the foundation laid in the early years by maintaining the commitment. This 'aspirational' tendency – clearly pointing to a collective pride in showcasing the city's accomplishments and striving to maintain its reputation as an outlier – repeatedly came forth in discussions and visits with the officials.

The journey of Satara towards achieving not only an almost ODF status but also raising overall sanitation levels is remarkable. Its successes were achieved through a combination of good leadership, appropriate choices and ability to harness opportunities presented by various state schemes and programmes. With an inherent pride in its achievements and confidence to meet future challenges, Satara can prove to be an inspiration to many other cities with similar goals.





## The Performance Assessment System (PAS) Project

The 'Performance Assessment System – PAS' is a five-year action research project, initiated by the CEPT University, Ahmedabad, with funding from the Bill and Melinda Gates Foundation. It supports development of appropriate tools and methods to measure, monitor and improve delivery of urban water and sanitation services in the states of Gujarat and Maharashtra. The PAS Project comprises three components of performance measurement, monitoring and improvement.

The PAS Project is supporting the development of City Sanitation Plans (CSP) to achieve open defecation free status for four small cities in Maharashtra, which are Wai, Hingoli, Ambajogai and Sinnar. These cities were selected by the Water Supply and Sanitation Department, Government of Maharashtra, and Maharashtra Jeevan Pradhikaran (MJP). A framework for city-wide assessment using the full value chain for urban sanitation has been developed, which is being used in developing these CSPs. Initial workshops were organised by the MJP with officials of these cities to discuss the CSP approach. Draft plans for these cities are ready and will be discussed with city officials.