

## Chapter-5 : Information, Education and Communication (IEC)

### 5.1 Importance of IEC activities

In order to achieve and more importantly sustain the Nirmal<sup>1</sup> status it is extremely important that individuals and households understand the benefits of having individual toilets and other good hygiene practices. With this key requirement of generating demand and promotion of behavioural changes at the community level, TSC/NBA Guidelines included information, education and communication (IEC) as an important component for rural sanitation programme. IEC plays a very critical role in bringing in behaviour change on various aspects of safe sanitation, demand generation, usage, links to health and hygiene and sustainability.

These intend to create demand for sanitary facilities in the rural areas for households, schools, Anganwadis, and Community Sanitary Complexes. The activities carried out under this component should be area specific and should also involve all residents of the area, in a manner, where willingness of the people to construct latrines is generated.

### 5.2 Utilisation of funds

Fund utilisation on IEC activities at Central and State level during 2009-10 to 2013-14 is given in **Table-5.1** below :

**Table-5.1: Utilisation of funds**

Year	Expenditure		
	Central level	State level	Total
2009-10	1110.97	11485.39	12596.36
2010-11	499.97	11512.97	12012.94
2011-12	812.02	10948.25	11760.27
2012-13	3300.00	12581.44	15881.44
2013-14	5771.41	20837.77	26609.18
<b>Total</b>	<b>11494.37</b>	<b>67365.82</b>	<b>78860.19</b>

[Source: Ministry of Drinking Water and Sanitation]

<sup>1</sup> Nirmal – open defecation free and clean

### 5.2.1 Diversion of funds

The Ministry had booked expenditure on some items such as 'Advertisement for NGP function' (₹ 2.50 crore), 'Purchase of memento' (₹ 2.00 crore), 'Survey agencies' (₹ 0.94 crore), 'Event management' (₹ 0.42 crore), 'Catering charges' (₹ 9.74 lakh), 'Vehicle hiring' (₹ 8.37 lakh) and 'Other charges including booking of Vigyan Bhawan' (₹ 0.20 crore), (details given in **Annex-5.1**), which were not related to IEC component of the TSC/ NBA scheme, under the IEC head of the Scheme. As a result, 25 per cent of total IEC expenditure during the years 2009-10 to 2011-12 was incurred on activities unrelated to IEC.

### 5.2.2 Irregularities in funds utilisation at the State level

Many instances of diversion, non-utilisation, wastage, infructuous use or irregularities in use of IEC funds, amounting to ₹ 8.40 crore were observed during field audit in various States. Details are given in **Annex-5.2**.

Case Study: IEC activities by Kausambi district of Uttar Pradesh	
DSM Kausambi spent ₹ 2.49 crore on various IEC activities during 2013-14 with the following irregularities:	
One time IEC	Instead of conducting the activities in each year, at all tiers, i.e. district, block and GP levels, DSM spent ₹ 2.49 crore on IEC activities in 440 GPs of the district during 2013-14 against the admissible amount of ₹ 3.77 crore to be spent over the period of 2003-14.
Expenditure in excess of IEC plan	Against 10 per cent (₹ 0.82 crore) of the annual project outlay (₹ 8.20 crore), admissible for IEC expenditure during 2013-14, the district spent ₹ 2.49 crore which was higher by ₹ 1.67 crore.
Excess / doubtful expenditure	The DSM spent ₹ 0.36 crore on capacity development of mother groups of 1775 <i>Anganwadis</i> , whereas the district had only 968 <i>Anganwadis</i> as per baseline survey. Due to this, excess and doubtful expenditure to the tune of ₹ 0.12 crore was incurred for 807 <i>Anganwadi</i> centers.
Double payments	In 440 GPs, <i>Nukkar Natak</i> was conducted only once. But payment was made for two <i>Nukkar Natak</i> s in a GP without having separate certificates for the same. The copy of still photographs enclosed depicted the photographs of the same <i>Natak</i> from different angles, which indicated a possibility of double payment.
Payment for meetings of VWSCs/ VHSCs	Payment (₹ 5400 per meeting) of ₹ 0.48 crore was made for the meetings of VWSCs and VHSCs of the district. The meetings of both the committees were held in the GPs on the same day but payment was made for two meetings. Thus one-half of the amount (₹ 0.24 crore) would have been avoided. However, the maximum admissible amount for IPC was ₹ 0.16 crore.
Gross procedural irregularities	<ul style="list-style-type: none"> <li>Tender notice involving ₹ 2.49 crore, required to be advertised in national and local daily newspapers was published on 30<sup>th</sup> and 31<sup>st</sup> January 2014 in two local newspapers allowing only 5 days' time for submission of tenders</li> </ul>

instead of prescribed minimum one month.

- A condition of minimum 13 years' of experience, instead of stipulated three years', was put in the tender notice without recording reasons. This disqualified all the bidders except the one M/s Welfare and Illustration of Needy Rural Society, Lucknow and their single bid was accepted.
- Advance of ₹1.00 crore sanctioned and provided on the day of agreement though there was no such provisions.
- Performance security (10 *per cent* of the payments) ₹0.25 crore required under rules was not taken from the contractor.

### 5.3 Non achievement of objectives

As per information available on the website of the Ministry, 517 districts in 30 States/UT had planned 54.16 lakh activities to be performed under the IEC during the year 2013-14, out of this they could actually conduct only 17.11 lakh (31.60 *per cent*) activities as detailed in **Annex-5.3**.

IEC activities in States other than **Uttarakhand** (77.62 *per cent*), **West Bengal** (46.95 *per cent*) and **Maharashtra** (39.97 *per cent*), were in dismal state as achievement level was well below All-India average (31.60 *per cent*) and ranged between zero to 28 *per cent*. Further, against the proposal of ₹ 872.62 crore, actual expenditure was merely ₹ 52.17 crore (5.98 *per cent*). In **Uttarakhand**, actual expenditure was 64 *per cent* of the budget but in other States/UTs it ranged between zero and 25.33 *per cent*. Details of utilisation vis-à-vis availability of funds in some States during 2009-10 to 2013-14 are given in **Annex-5.4**.

Details of activities planned and performed by various States/UTs during 2009-10 to 2012-13 were not available with the Ministry.

Further, despite availability of details of IEC activities for the year 2013-14 on the IMIS, it was informed that achievement of IEC activities was not maintained in the Programme Division of Ministry.

Non-availability and non-maintenance of such details clearly showed that the Ministry was not according due priority to the IEC activities.

### 5.4 Non preparation of Annual Action Plan for IEC

The Ministry had allotted a budget of ₹ 115.07 crore under IEC during 2009-10 to 2013-14. However, it had not prepared any IEC/media plan for utilisation of this amount. It was noted that the Ministry was inviting media plans from agencies like NFDC, DAVP and Prasar Bharati and after

deliberations in the Ministry these plans were approved. Similarly, test checked projects districts in various States<sup>2</sup> also failed to formulate the stipulated IEC Annual Action Plan, which resulted in a degree of tentativeness in implementation of the component.

## 5.5 Other discrepancies

### 5.5.1 Non engagement of motivators

In order to strengthen communication machinery at the village level with participatory social mobilization, the guidelines stipulate for engagement of village level motivators called Swachchhata Doots. In addition to Swachchhata Doots, field functionaries like Bharat Nirman Volunteers, ASHA (Accredited Social Health Activist), Anganwadi workers, school teachers, etc. can also be engaged for demand creation and taking up behaviour change communication.

During audit it was observed that Swachchhata Doots or other motivators were not engaged in test checked GPs for interpersonal communication and door to door contact in 16 States<sup>3</sup>.

### 5.5.2 Training to IEC personnel

IEC personnel at the Central, State, district and block levels were required to be imparted training to create awareness among the masses about preventive and curative aspects of health. Further, it was also desired that IEC activities included imparting hygiene education to the rural communities, general public, as well as children in the schools.

During audit it was noted that IEC personnel were not trained in nine States<sup>4</sup>.

Further, school teachers were not trained in Adilabad, Chittoor, Khammam and Srikakulam districts of **Andhra Pradesh** (incl. Telangana), **Bihar, Jammu and Kashmir, Karnataka, Kerala, Manipur, Rajasthan (90 per cent), Uttarakhand** (except Pauri) and **West Bengal** (Jalpaiguri and Uttar Dinajpur).

<sup>2</sup> Andhra Pradesh (Chittoor, Khammam and Srikakulam), Arunachal Pradesh, Assam (not prepared every year), Gujarat (2009-10), Himachal Pradesh, Jammu and Kashmir, Karnataka, Manipur, Mizoram (2009-11), Odisha (2009-11), Punjab, Rajasthan, Tripura, Uttar Pradesh (2009-10 to 2011-12), Uttarakhand and West Bengal (Purba Medinipur, Uttar Dinajpur and Jalpaiguri)

<sup>3</sup> Andhra Pradesh (incl. Telangana), Arunachal Pradesh, Assam, Bihar, Jammu and Kashmir, Karnataka, Maharashtra (33 out of total 80 GPs), Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Tripura, Uttar Pradesh and West Bengal (except Bardhaman)

<sup>4</sup> Assam, Jammu and Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Manipur, Punjab, Uttar Pradesh and West Bengal

As far as training on hygiene to Anganwadi workers is concerned, no training was imparted in Chittoor and Khammam districts of **Andhra Pradesh, Jammu and Kashmir, Karnataka, Manipur, Meghalaya** (East Garo Hills), **Punjab, Uttarakhand** and **West Bengal** (Uttar Dinajpur and Jalpaiguri).

### 5.5.3 IEC campaign on Lok Sabha TV

In April 2012 and again in June 2013 Lok Sabha Television (LSTV) submitted a proposal to the Ministry for considering LSTV channel for the publicity/awareness campaign of the Ministry. In its proposal LSTV had stated that the channel had greater overall reach all across India than several established channels and compared its ratings with English language channels like Times Now, NDTV 24x7, NDTV Profit, CNBC TV18 and Headlines Today.

The Ministry had noted that the broadcast through LSTV ensured extensive nation-wide coverage of the IEC campaign with the high listenership and initiated a proposal to program 30 seconds advertisement spot with 40 spots every day for a period of 180 days. It, however, failed to compare the ratings with similarly placed higher rated Hindi language channels. Audit observed that even the Secretary of the Ministry had questioned in May 2012 the viewership of LSTV and noted that the Ministry needed to target rural audience with the broadcast, which might not be feasible on LSTV. In response it was stated that LSTV had a significant viewership including that of political class that was crucial to driving the sanitation programme.

The Ministry released ₹ 2.90 crore to LSTV during the period covered by Audit but it had not made any impact evaluation of LSTV campaign despite remarks of Special Secretary & Financial Advisor and Secretary in this regard.

### 5.6 Evaluation of the effectiveness of IEC

The Scheme guidelines provide for periodic evaluation of communication material and conducting of impact assessment of various IEC activities through third party agencies to assess the effectiveness of communication activities in terms of quality and quantity.

Further, as per Sanitation and Hygiene: Advocacy and Communication Strategy Framework 2012-17, a system for monitoring and evaluation of the sanitation and hygiene advocacy and communication strategy is critical so that modifications can be made as needed. Qualitative analysis was to be

implemented to guide advocacy efforts and assess progress towards enriching the discourse on sanitation issues. Advocacy initiatives and campaigns were required to be developed jointly having agreed indicators for measuring and monitoring progress.

Further, Planning Commission in its Mid-Term Appraisal of Eleventh Five Year Plan (2007-2012) had also commented critically on the implementation of IEC activities under the Scheme. It was observed that the IEC activities had been implemented without any conscious effort to create required awareness at the community level. These activities were undertaken in a routine administrative fashion as more of a fund utilisation exercise, not organically linked to awareness creation and demand generation processes. It was also noted that the execution of IEC activities was not effective despite availability of enough resources.

In spite of provision in the IEC Guidelines of 2010, requirement of monitoring tools in Strategy Framework 2012-17 and observations by Planning Commission in Mid-Term Appraisal, the Ministry made no efforts to get any evaluation done for assessment of the effectiveness of IEC on the scheme. Similarly, no evaluation study was done in 10 States<sup>5</sup>.

Monitoring tools as stipulated in Strategy Framework were also not developed and utilised to watch the implementation and impact of the advocacy and communication components.

In conclusion we can say that TSC/NBA is a demand driven scheme for which use of IEC is critical. We found that due importance was not given to IEC. The IEC activities were not taken up with the strategic importance to the Scheme but rather as an administrative exercise for fund utilisation. Funds meant for creating awareness through IEC activities were diverted for other purposes. Motivators (Swachchhata Doots) who could have helped in generating demand by behaviour change communication at the village level were not engaged in many States. Despite an expenditure of ₹ 788.60 crore during last five years, the Ministry also failed to evaluate its IEC campaign.

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<sup>5</sup> Assam, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Odisha, Punjab and West Bengal

**Recommendation:**

- IEC activities targeting grass root level should be organised to create awareness about importance of sanitation for a healthy life and dignity of women so that people are motivated for construction and use of toilet in a sustained manner.