PROMISING PATHWAYS

Innovations and Best Practices in CLTS at Scale in Madagascar

Kirsty Milward • Sisir Pradhan • Katherine Pasteur

Foreword by Kamal Kar

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Towards an Open Defecation Free Country

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CLTS Foundation
a better tomorrow

CLTS Foundation Global

Fonds d'Appui pour l'Assainissement
Madagascar

MCDI

CLTS Foundation
Registered Office:
R-109, The Residency
City Centre, Salt Lake City
Kolkata-700064, India

Administrative Office:
CB 88, Salt Lake City
Kolkata-700064, India

Website: www.cltsfoundation.org
Email: cltsfoundation@gmail.com

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The Global Sanitation Fund (GSF), a programme of the Water Supply and Sanitation Collaborative Council (WSSCC), supports the Ministry of Water policies and efforts to improve sustainable access to basic sanitation and practice good hygiene. The GSF focuses on promotion, social marketing and awareness building, particularly for women, girls and the poor in rural and informal settlements. In Madagascar, Medical Care Development International (as the Executing Agency) manages GSF implementation through grants to NGOs. On behalf of WSSCC, the Executing Agency monitors and reports on implementation and impact. Australia, the Netherlands, Sweden, Switzerland, and the United Kingdom have contributed to the Global Sanitation Fund.

CLTS Foundation, based in Kolkata, India strives to create a world free from open defecation and with zero contamination, through improved hygiene practices. It works towards collective behaviour change which can produce a clean and healthy environment for all and empowered local communities. Eventually this process has bearing on sustainable improvement in living standards and dignity for all, and in upholding the safety of women.

The CLTS Foundation works through an international team of professionals, practitioners, researchers and policy experts to build capacity and influence policy for enhancing access to sanitation through CLTS.

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The opinions expressed herein are those of the authors and do not necessarily reflect the views of the GSF or WSSCC.

CONTENTS

SPOTLIGHTS

LESSONS LEARNED

PROFILES

FIGURES

TABLES

ANNEXES:

Authors

This study has been carried out and written by Kirsty Milward, Sisir Pradhan and Katherine Pasteur of CLTS Foundation with guidance and inputs from Kamal Kar. Written inputs were also made by several key members of the FAA team and sub-grantee representatives in Madagascar during a face-to-face meeting to finalise the findings of the study in February 2014.

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Acronyms

AR	Ariary
BCC	Behaviour Change Communication
CC	Community Consultant
CHW	Community Health Worker
CLTS	Community Led Total Sanitation
CWCC	Commune WASH Coalition Committee
CPM	Country Programme Monitor
DWCC	District WASH Coalition Committee
EA	Executing Agency
FAA	Fond d'Appui pour l'Assainissement
GSF	Global Sanitation Fund
HAT	High Authority of Transition
IEC	Information Education Communication
INGO	International Non-Government Organization
MCDI	Medical Care Development International
MDG	Millennium Development Goal
NGO	Non-Government Organisation
NL	Natural Leader
OD	Open Defecation
ODF	Open Defecation Free
PCM	Programme Coordinating Mechanism
SG	Sub-Grantee – also known in Madagascar as AMO (Agence de Mise en Oeuvre, or implementing organisations)
WASH	Water, Sanitation and Hygiene
WSSCC	Water Supply and Sanitation Collaborative Council

Foreword

Kamal Kar

It is a pleasure to put on record here that the work of scaling up CLTS by a group of committed institutions and individuals under the Fonds d'Appui pour l'Assainissement (FAA) programme in Madagascar, and the progress made over the last three and a half years, is simply outstanding. This work needs to be shared for the benefit of many countries in Africa and Asia.

The publication of this document, *Promising Pathways*, which shares this recent experience and innovation, is especially timely because there are now less than eighteen months before the MDG time limit is over, and most countries in Africa are off-track on targets for sanitation. I sincerely feel that some of the scaling-up strategies and approaches used in the FAA programme in Madagascar, if backed by a strong political will, offer other countries in Africa the possibility not only of achieving their MDG sanitation target, but also of moving closer to achieving ODF nations.

I was personally involved in the introduction and initial scaling up of CLTS in more than 30 countries in Eastern, Southern, Central and Western Africa, starting with the first pan-African 'hands-on' training workshop in Dar es Salaam, Tanzania followed by another in Awasa, Ethiopia in 2007. The spread of CLTS all over Africa has been fascinating and exponential and has overtaken Asia both in terms of area coverage, quality and innovation. Madagascar is one of the few countries in Africa, which I visited more than once and rendered hands-on training, post-training follow-up, advocacy and institutional handholding support. My first visit was in 2011 for a review of practice of CLTS on the ground, early introductory training and capacity building followed by advocacy support at different levels for quality scaling up. While countries like Zambia, Malawi, Ethiopia, Kenya, Sierra Leone, Mali and Chad have been able to make remarkable progress over the last seven years or so, I am simply overwhelmed to see the outcome of FAA's initiative in Madagascar in just over three years.

When I ask myself what the unique features of this programme have been, and what are the factors that have enabled it to move forward so steadily, two sets of factors stand out in my mind. One is the importance of institutional attitudinal features. That is, how policy decision-makers and practitioners demonstrate flexibility, change and adaptation, and how they

draw upon community-led elements to steer the programme ahead in their own spontaneous ways. Second, is the phenomenal manner in which these macro-level and micro-level factors dynamically interacted and acted upon each other to contribute to the exemplary success of the programme. While the community-level factors will be highlighted at a later stage, I will start with fleshing out the five key macro elements of the programme which are:

1) Unique and innovative GSF funding mechanism, in which implementation by a number of small and large sub-grantees is facilitated by an in-country Executing Agency (EA) recruited through a global bidding process.
2) Strong focus of the national level coordinating body, the Programme Coordinating Mechanism (PCM), a unique platform for all major stakeholders of sanitation in conjunction with the Diorano WASH, the WASH coalition in Madagascar.
3) Utmost sincerity with which actors in the programme received my training, capacity building and advocacy inputs, internalized them, and brought them into their practice.
4) High levels of flexibility displayed by many actors in adopting the new learning in the programme as experience accumulated and learning emerged.
5) Very high levels of commitment of the 17 sub-grantees of the FAA programme working in 14 regions, and their success in attracting and involving local government leadership at *fokontany,* commune, district and regional levels.

In relation to the first point, it must be added that globally, 11 countries are implementing GSF programmes using at least four different kinds of executing agencies: government, INGO, consulting companies and UN agencies (e.g. UNICEF, UN-Habitat). However, at the time of writing, evidence suggests that progress made by the FAA programme in Madagascar in terms of the number of people living in ODF environments has been greater[1] than in any other GSF countries, and is the most advanced in the GSF portfolio in terms of strengthening institutional linkages, the development of Natural Leaders and the promotion of local innovation. It appears that the unique qualities of the funding mechanism may be a necessary condition, but cannot be a sufficient condition for achieving these levels of potential in the programme.

[1] According to the Global Sanitation Fund Progress Report 2014 (unpublished), the number of people living in ODF environments in the GSF countries as of December 2013 is Uganda: 750,000 and Madagascar: 840,000. In the majority of the GSF countries, the number varies between 206,000 and 470,000.

Therefore the role played by each of the next four key macro-elements may well be critical factors, although they may not be complete answers. These four features speak to a mixture of capacity, attitude and approach and to the enabling environment for CLTS. I feel certain that these features were instrumental in achieving results, and that if it is possible for these features to drive such significant achievements in a country with so much diversity and complexity, then it is possible for them to bring about results at scale in other countries as well. For this reason, I want to reiterate that great things are possible in CLTS when capacity building is truly backed by the right enabling environment and supported by a flexible funding mechanism that ensures that the skills and knowledge gained are implemented immediately. The flexibility of GSF's financing mechanism, including tools and implementation guidelines, have greatly enabled the Mecanisme de Coordination du Programme (MCP) and the Executing Agency (EA) to implement, continuously evaluate and incorporate the learnings into the programme so that it fits well with the Madagascar context.

As suggested above, an interesting feature of the programme has been its promptness in incorporating new learning, and its ability to constantly readjust the approach. For instance, the FAA programme started originally with six large sub-grantees, eleven small sub-grantees and thirteen 'coaches' in 2011. By the end of 2013, this had changed to a total of thirty sub-grantees, both large and small, and the discontinuation of the coach system due to sub-grantee staff surpassing coaches in terms of knowledge and skills. While new sub-grantees were added and the funding amount was doubled for successful sub-grantees now running extension grants, some sub-grantees were also discontinued due to poor performance. This is clearly an approach that encourages performance efficiency with rewards and penalties, involving constant readjustment. Proactive management coupled with constant needs assessment, self-evaluation of performance, capacity development and technical backstopping, has generated a positive and healthy competition among sub-grantees which has led to exponential progress.

This study, which sets out to understand the unique features of the FAA Madagascar programme, distil the learnings from it and document its innovations, was initiated in June 2013, when a three-member CLTS Foundation team carried out an extensive review of various contours of the FAA programme and an in-depth analysis involving a number of actors from the grassroots to the national level. I was personally involved in guiding the team and providing inputs to enhance the rigorous documentation process. This study will be a useful document to support

CLTS scale-up in Madagascar and contains many insights which can be put into practice in other GSF implementing countries. But beyond this, I believe it will also be an inspiration to other Anglophone, Francophone, Lusophone and Spanish speaking countries rolling out CLTS across the world.

As mentioned earlier, the areas in which this document enriches global knowledge on CLTS and illuminates the future pathways of the approach are substantial. In particular, innovation and experience has been gained in the areas of:

a) Community-led spread of CLTS.
b) Participatory technology development.
c) CLTS as an entry point for livelihoods improvement and poverty eradication.
d) Creation of platforms for effective institutional collaboration and coordination.

While each of these factors are remarkable, I would like to highlight the emergence and institutional engagement of Natural Leaders (NLs) and Community Consultants (CCs); and the participatory development of locally-appropriate technology as having been especially path-breaking.

With respect to the community-led application, innovation and especially spread of CLTS, I have always firmly believed that CLTS should have an in-built mechanism to evolve into a community-led extension (or scaling-up) process. It is often misunderstood that this would negate the role of the government and NGO front-line extension staff involved in WASH. Further, there is a widespread misconception that the CLTS approach does not value the application of scientific and technical knowledge. I want to emphasise that both these beliefs are far from the truth. First, government and NGOs have a very important role to play in CLTS as process facilitators and catalytic agents in truly empowering and engaging the community so that NLs and CCs can spontaneously emerge from the hundreds and thousands of ODF villages in different districts, regions and states; thus widening the web, strengthening the operations and forging creative partnerships that bring together in new ways the local government and social organizations at the community level.

Secondly, in relation to the application of professional technical knowledge, I would like to emphasize, especially to my friends and colleagues, that engineering skills and experience is of crucial importance, particularly when the community's collective behaviour change begins to occur, and the demand for more durable and efficient toilets start to grow within the community. The kind of innovation in technology that springs from this process is phenomenal as people gain an appreciation for the

importance of sanitation and create sanitation solutions that are available locally and at low cost. The implications for scale are obvious. The crux of CLTS lies in creating an enabling environment in which the community is allowed to develop the leadership and confidence required to become self-reliant and to be able to say with inner belief, *"We can do it without outside help"*. In other words, the trick of truly empowering the community lies in doing away with a top-down prescriptive approach, right from the time of triggering, and instead, allowing the community collectively to analyse their problems and solve them. This requires a careful sequencing of social and technical interventions. In this approach lie the answers to critical questions about ODF sustainability as well as that of quality scaling-up. In other words, the CLTS approach paves the way for a paradigm shift from an 'outside agency-led' scaling-up process to one that is conceived and led by the community in every way, such that outside agencies only play a supportive and facilitative role in the transformation. To a great extent, such a process has been witnessed in Madagascar and great examples of the fascinating work accomplished by NLs and CCs have been documented here.

A second very important community-led innovation that has emerged in Madagascar is that of participatory technology development. I have been stressing this factor for many years now, as I believe that it is a critical indicator as well as an outcome of community-based empowerment strategies within CLTS. When such participatory technological innovations emerge from within a large-scale programme, the chances of scaling-up are always higher, as compared to it being developed within a small-scale pilot study or research setting. I must mention here that the FAA programme in Madagascar provided us the ideal canvas on which we could start sketching this success story. Given a context that was not entirely marred by other interventions, we were able to strategically introduce CLTS and consciously integrate elements of participatory technology development and community-led scaling up in a systematic way, without missing out on any essential links or strategies that were necessary in producing the required outcomes. Many inspiring examples of participatory technology development are documented in this book.

The concept that CLTS can be used as a powerful entry point for livelihoods improvement and poverty eradication captures the widely unused and untapped potential of CLTS that focuses on outcomes beyond sanitation and hygiene. This was another area of excellence that shone through in the FAA programme, and the innovations made in this aspect are highlighted in this publication. An important lesson that emerges from

the FAA programme is that the potential of CLTS to act as a catalytic link to other development outcomes is possible only when the programme is well embedded within the community and is able to use the strength of scores of NLs and CCs. In Madagascar, for example, a remarkable example of enhancing livelihoods and incomes is reflected in the initiative by clove farmers to strategically sell their produce at a premium based on the fact that their cloves were produced in ODF villages.

And last but not the least, the emergence of a unique mechanism of institutional collaboration and coordination that emerged at the levels of *fokontany*, communes, districts and regions in Madagascar has been truly exemplary. The central idea that shapes this institutional model emerges from the need to shift to counting ODF *fokontany*, wards, communes and parishes, etc. instead of only ODF villages for an effective scaling-up process. This is important so that a healthy institutional competition ensues between the local governments of *fokontany*, communes, districts and regions, which then initiates and motivates further triggering and follow-up action. On the other hand, when the focus is on ODF villages alone, only traditional leadership at the village level is involved and the elected people's representatives are missed. A systematic attempt was made in Madagascar to tap the potential of institutions by focusing on and covering all villages within a *fokontany*, all *fokontany* within a commune and all communes within a district. CCs not only played a very important role in such administrative area-wide ODF coverage but later were also incorporated as important members within the local government structure. All these innovative features are captured in detail in this book.

This effective model of institutional collaboration and coordination has also enabled a few sub-grantees to evolve as specialist institutions in producing ODF areas. For example, ASOS, the sub-grantee in Analanjirofo, emerged as champions in developing NLs and CCs. They have also developed excellent skills in institutional collaboration and coordination at the commune and *fokontany* level. Similarly, sub-grantee CSGV in Ambilobe and the regional administration of DIANA region have developed skills in institutional triggering. DIANA is the only region amongst the fourteen regions under the FAA programme in Madagascar that have developed a clearly laid out milestone for an ODF region. I've had first-hand experience of facilitating the process of institutional triggering with the senior officials of the region in all the four districts including the sub-grantee CSGV in Ambilobe. Additionally, the sub-grantee FAMONJENA in Itasy has emerged as a unique institution in inventing low-cost improved toilets using locally available materials and producing an excellent prototype. A new dynamic

approach of faster scaling-up of CLTS developed by Miarintsoa, a sub-grantee in Vakinakaratra region, has proven to be very powerful in bringing both the community and institutional actors together. This approach was successfully replicated by other sub- grantees.

The FAA programme in Madagascar has been GSF's very first country of intervention in Africa, and the opportunity to experience and learn from the systematically introduced aspects of CLTS, such as those of community-led scaling up, participatory technology development, creation of entry points for wider livelihood improvements and poverty eradication, as well as building of platforms for effective institutional collaboration, have emerged for the first time. I am delighted to know that GSF is committed to applying the learnings and knowledge generated from the FAA programme in their new programme interventions, such as in Benin and Nigeria.

This book is a landmark contribution to the repository of global knowledge on CLTS and I hope it will be translated into other major languages for the benefit of CLTS practitioners globally. The knowledge from the FAA programme has also been captured and documented in a series of four learning videos: (1) From OD to ODF, (2) Institutional Triggering, (3) Sanitation Ladder and (4) Growing Benefits; which I again hope will be widely disseminated for learning purposes.

It has been possible to carry out this work of distilling learning from field practices because of the deep interest of the many people involved in the implementation of the FAA programme and support from GSF and WSSCC. The commitment of several individuals to delivering their roles and responsibilities to the maximum extent possible has made the FAA so special. At the end of the day, it is more than systems and structures but the human beings involved in creating and sustaining the programme that have made all the difference.

The contribution and professional support provided by Clara Rudholm, GSF Programme Officer based in Geneva has been absolutely remarkable and unique. The sincerity and commitment with which Clara has supported the build-up of the programme from its embryonic stage is of a rare kind. She has been thoroughly supportive through all the stages, with a flexible and open mind, willing to learn from the new experiences generated and to incorporate these learnings into the functioning of the programme at all levels.

When I was approached by Clara for help and support on capacity building and advocacy on CLTS during the Global Forum on Sanitation and Hygiene in Mumbai in October 2011, I was not sure if it would be possible for me to travel to Madagascar to support this programme

immediately. But in spite of commitments to other countries in Africa and Asia, I found myself arriving in Antananarivo, Madagascar – a melting pot of Africa and Asia – within a couple of months. And at this point, I found myself faced with what was surely a worrying CLTS situation. There were gaps in the capacity and understanding of CLTS among EA staff; there were misconceptions among sub-grantees; and the coaches who were primarily responsible for capacity building among sub-grantees had received just one training two years previously and had no experience of CLTS practice on the ground. Here I would like to mention the names of three in-country architects of the FAA programme: Mrs. Michèle Rasamison, President of the CPM; Dr. Joséa Ratsirarson, Country Representative of MCDI; and Dr. Rija Fanomeza Lalanirina, FAA Programme Director whose commitment and professionalism was key in turning around the programme and making it a success after its initial slow start. It should be mentioned here that all the senior staff members of the EA in Madagascar are medical doctors by profession, and in spite of being from a health discipline, the way in which they effectively managed to coordinate with all the senior officers of the Ministry of Water who had professional engineering backgrounds, is truly commendable. Michèle, who is one of the senior-most professors of Engineering in the country, played a pivotal role in coordinating and blending these cross-disciplinary perspectives, easing the tensions arising thereof, and working towards the larger benefits of the FAA programme. Joséa's great leadership backed by Rija's managerial skills, perseverance and commitment enabled the sub-grantees to innovate as well as deliver tangible results within a strict timeframe.

In November 2011, when I visited Madagascar for the first time there were less than ten ODF villages. As of May 2014, Madagascar has 9,059 ODF villages; 1,082 ODF *fokontany* and 34 ODF communes. It is difficult to ascertain the exact number of NLs and CCs working formally and informally towards an ODF nation, but I can confidently say that there are several thousands of them. I have personally seen the quality of work done by some of these self-motivated individuals and would like to make a special mention of Donatien in Analanjirofo region, who is a CC and is doing extraordinary work in this area. I am simply overwhelmed to see the deep understanding of CLTS that has been gained by people like him and by key persons from some of the sub-grantees, their frontline staff, government officials and those from other formal and informal institutions, and the magnificent change in the quality of work done by all these individuals over the last three and a half years.

The FAA programme in Madagascar presents itself as a wonderful learning laboratory for CLTS programmes in other countries. On my recommendation, some of the trainers from the FAA programme were sent to other Francophone countries in Africa, for example, Benin, to train and build capacities of the sector practitioners there. Similarly, officials from the government and UNICEF in countries such as Togo, Benin and Zambia, etc. visited the FAA programme in Madagascar. I strongly believe that the on-going sanitation programmes in Madagascar should also take this opportunity to learn from the FAA programme and bring about necessary changes within their own CLTS programming. A learning exchange initiative involving policy makers and practitioners from various agencies and different countries could thus work wonders towards replicating the success of the FAA programme in other CLTS programmes.

The few cross-country learning programmes that have been initiated involving key resource people are already beginning to show positive indications of a systematic CLTS intervention. On my visit to Benin early this year, I was amazed to see the understanding and insight of the CLTS approach gained by Achille Kangni, the Chef du Service Promotion de l'Assainissement de base et Appui Conseil aux Communes (Head of Basic Sanitation Promotion and Support to Communes), who is in charge of sanitation in Cotonou in Benin. Achille Kangni had been on a study visit to Madagascar with two other senior sector practitioners to learn about the institutional coordination mechanisms of the GSF supported CLTS programme implementation there. He took the knowledge gained back to Benin to initiate the process of institutionalisation of CLTS within the Ministry of Health, and to include it in the national strategy, eliminating all sorts of subsidy approaches. During a recent national training workshop organised by him in Benin, he invited practitioners from Madagascar to support him in the process and made sure that other ministries and some prefects from different regions of the country were fully involved. These are the foundation steps towards effective institutionalisation of CLTS.

Benin is thus about to begin its CLTS journey on a right footing, with the strong backing of GSF support and a lot of good lessons from Madagascar. The FAA programme in Madagascar on its part has embarked on its second phase of CLTS implementation, riding high on its great success during the first phase, which has rightly earned it the confidence and substantial additional funding support from GSF. The FAA programme is now working towards enhancing its institutional collaborations by bringing many more institutions into its fold and initiating a nation-wide ODF campaign that will cover all the regions of the country. This strategy will involve institutions

at the lowest level of the local government, remaining true to the CLTS spirit of putting people at the centre of all the activities.

I will end here with one last point. I take great pride in the success that the FAA programme has been able to achieve, more so because it has not been a smooth-sailing journey for all those who were involved. The programme was faced with all the challenges and threats that could exist in a complex environment in any country, in this case some of them being Madagascar's regional and ethnic diversity, the presence of a transition government, inadequate infrastructure, the impact of economic and social crisis, difficult access to markets, etc. Inspite of all this, the fact that Madagascar made it, re-affirms my belief that change might be difficult but it is never impossible. As I have always said, CLTS is not rocket-science; what it deserves to succeed is personal, professional and institutional change in attitudes. Our trust and confidence in the ability of the local community to change is key to the success of CLTS. When this is accompanied by sincere political will and backed by the right institutional support, nothing can stop true transformation from taking place. I hope that this book will trigger the emergence of a few more 'Madagascars' in Africa and eventually, in the near future, an ODF African continent.

What follows is a remarkable story of the features and attributes that grew out of an unpromising position into the flourishing, exciting and remarkably successful programme that we see today. I hope you enjoy reading it.

Executive Summary

This document is one outcome of research into the process and practices of Community Led Total Sanitation (CLTS) as implemented by the Global Sanitation Fund (GSF) programme in Madagascar – known as the Fonds d'Appui pour l'Assainissement (FAA). This is one of the first programmes strongly engaging with the challenges of scaling up CLTS, and results are emerging as striking: in three and a half years, the FAA programme has achieved 7007 Open Defecation Free (ODF) communities; 728 ODF *fokontany* (sub-commune level units) and 15 entire ODF communes.

The research on which this document draws aims to understand the factors behind FAA Madagascar's emerging success, teasing out the details of why and how particular strategies are contributing to the scale-up process. It is clear at the outset that this promising process has involved creating an enabling environment for CLTS implementation, capitalizing on emerging experience, and sometimes developing features new to CLTS. Of particular note, the FAA in Madagascar has begun to make the fundamental shift from aiming for – and counting – not just ODF villages but ODF communes and districts. This has involved setting a process in motion that does much more than use a few organisations or a government department to implement a CLTS project: it sets out to create a nation-wide movement in sanitation; one that acknowledges the need to address and inspire everybody.

This document therefore offers snapshots of the Madagascar GSF experience in CLTS to a wider audience. Madagascar had all the usual national level challenges that generally block or slow down the pace of scaling up and spread of CLTS. As in most countries, part of the struggle has been successfully to replace the age-old, subsidy-driven partial sanitation approach. How some of these challenges have been addressed and transformed into an apparently snowballing strategy has been thematically presented here. The primary purpose is to provide evidence-based inspiration, in the first instance to other countries using, or beginning to use, the GSF funding mechanism to achieve sanitation goals, but also to other externally funded large sanitation programmes using CLTS and starting to scale up. In the spirit of faith in local level ability to solve problems, the document aims to increase the quantity and quality of the idea bank for practitioners at all levels, for adaptation into local contexts.

The institutional environment

Elements and features of a positive institutional environment for CLTS in Madagascar take the form of structural features of the implementing framework, and attributes or cultural dimensions of the implementing environment. Key structural components of the programme are:

- The Programme Coordinating Mechanism (PCM), a support body established by the GSF to help design, coordinate, oversee and advise the country programme and to maximise synergies between the GSF and the national government.
- The Country Programme Monitor (CPM), an independently appointed agency which verifies and reports on the work of the Executing Agency.
- The Executing Agency (EA), Medical Care Development International(MCDI), which manages the funded programme and selects, supervises, and supports sub-grantees (SGs).
- The sub-grantees, NGOs which directly implement the programme in the FAA targeted areas, and now number 17 in total.
- The dynamic relationship with Diorano WASH, the WASH Coalition in Madagascar. From the outset the Diorano WASH was the lead partner for the GSF in establishing the FAA in Madagascar and it continues to play an important role in coordination and monitoring alongside the PCM. It has emerged as a key resource in scaling up, which has been drawn on for support at the regional level.

Key attributes and cultural dimensions of the programme which have contributed to good practice include:

- Flexibility and a spirit of learning on the part of the EA. Experiential learning has played an important role: there was a clear acknowledgment at the programme design stage that it was unclear what shape and form this would take, and it would therefore have to emerge.
- A commitment to collaboration across the implementing structure, including developing an environment of sharing amongst the sub-grantees.
- Responsive capacity building, which has evolved in strategy in accordance with changing circumstances and demand.
- Elements of gradual support and reward, such as moving from a small grant to a larger grant when sub-grantees succeed, which has

promoted the replication of good practice and ensured the ability to eliminate poor performers.

- A culture of innovation and experimentation which is based in continually seeking improvement; an absence of complacency; and a firm focus on the overall vision which is to be made operational.
- Partnerships at all levels (GSF-FAA; EA-SG; SG-village committees/actors) which use a model of clear objectives and framework but considerable freedom/flexibility within these regarding choice of strategies to achieve objectives.

Scaling up

Strategies for scaling up have necessarily involved innovation. Taking CLTS to scale has been taken on as a serious challenge in Madagascar, and there was early recognition that the standard linear progression of making villages ODF needed to be turned into an exponential progression in which the process would spread organically via increasing numbers of ODF communities involved. In the absence of a clear precedent, FAA has sought spaces for sharing successful or promising strategies between different sub-grantees with the result that strategies have cross fertilized and begin to have common themes.

Strategies for scaling up all revolve around the central realisation that one organisation cannot do it alone. Notable elements of the main model promoted for replication include the strategic selection of locations for direct intervention through a concerted selection process involving key individuals at each administrative level. This takes place during a 'preparation period' which begins to bring in influential actors. This is followed by 'building a strong foundation' through direct village triggering in strategic locations and bringing these to ODF. Next, local actors emerging from this foundation process are facilitated to trigger and follow up in surrounding locations. Key to working at scale has been involving large numbers of local actors who can influence their networks, initially working with these through a technique of 'Institutional Triggering', i.e. gathering actors together for a generalised triggering to garner support for a wider process. Triggering institutions to mobilise their own efforts and resources for implementing CLTS is central to ensuring that CLTS can be achieved at scale and to the shift from "we (FAA) do it" to "let's all do it together". A powerful addition to triggering tools for these exercises has been the use of live testimonies from recently ODF communities.

In the process of involving large numbers of actors, the FAA programme in Madagascar has also involved creating CLTS action roles at different levels, and empowering local actors to step into these roles, assisting in implementation of CLTS in their neighbouring communities and beyond. These roles include Natural Leaders, who have not only supported the ODF process in their own villages, but also draw on this experience to spread the word and action to neighbouring areas. Community Consultants are selected from Natural Leaders who have gained experience locally and put this to work more widely across the district. In one case, an organisation of Community Consultants has also been formed to facilitate this process, and in others a few Community Consultants have been absorbed into the sub-grantee organisation more formally, as technical specialists such as Behaviour Change Specialists. Champions are also familiar characters in CLTS. What is new here is the active nature in which they are being sought out, built up, acknowledged and groomed into the role by the 'catalyst' sub-grantee actors. Priority has been given to finding the right level of reliable but 'hands off' support to all these kinds of actors from experienced practitioners as they progress. Building monitoring committees to do follow up work and eventually to be involved in ODF verification processes has also been an important strategy to increase coverage.

Making collaborations really happen at all levels has also been a central strategy, as these become the basis for involving sufficient numbers to scale up. Examples in Madagascar have included win-win collaborations between sub-grantees and Diorano WASH, partnerships with other NGOs to identify and work to strengths, collaborations between villages to support CLTS spread, and collaborations between sub-grantees for mentoring and learning purposes.

A vital element of the success stories taking place in Madagascar has been the ability of different organisations to leverage traditional structures and cultural resources into the CLTS process. A common insight across several sub-grantees has been the recognition that traditional leaders hold authority that can be tapped in a useful way, and indeed that they can be key gatekeepers to the success of a CLTS process. Traditional leaders have in general been brought on board through some version of Institutional Triggering, and following this, progress to ODF for the whole community has usually been remarkably rapid. The main criterion generating this speed was whether all of the relevant authority figures had been brought on board. Ensuring this has involved fully understanding how the traditional leader hierarchy works in each different context.

Involving traditional leaders and aligning the power of these structures with CLTS objectives has been a way of embedding sanitation more deeply into social and cultural life. A second strategy with a particular focus on cultural life has been the use of songs and song groups to convey sanitation messages. Groups of children have learned sanitation songs; women's groups perform sanitation songs; traditional singers and singing groups are requested to compose songs on sanitation; and competitions are arranged between different groups to keep their messages alive and make their reach wider.

Participatory technology development

FAA has managed to operationalize an approach to technology development that is based in capturing the imagination of local communities and their ability to adapt. This approach is unusual in sanitation work, and has the potential to break important new ground regarding methods for promoting progress up the sanitation ladder. The spirit of CLTS has taken centre stage in encouraging community engineers and transmitting local knowledge into the design of technologies.

The FAA programme and sub-grantees have been constantly challenging themselves to identify the best technological options emerging and to promote innovations selectively, bearing in mind accessibility in the market, and the ecological and economic landscape.

Some very promising work in this regard is being carried out, producing innovations in locally appropriate design and manufacture for sanitation marketing. Developing improved latrine models at a reasonable price that can be easily transported, maintained and cleaned has been a challenge all over the world; some entrepreneurs here have addressed this and succeeded in making light, strong and very low cost latrine models that can also be washed easily.

At the same time, there are challenges to the process of scaling the sanitation ladder. For most of the sub-grantees, some level of achieving improved latrines forms a part of project objectives. However, all organisations, in line with CLTS principles, have rightly been careful to fully complete the behaviour change component – i.e. arrive at ODF – before talk of sanitation marketing and latrine improvement is introduced. Because of this, several have found they have progressed less far with the latrine improvement component than they had scheduled. Early recognition of some challenges and the continued quest to overcome them has paved the way for some suitable alternatives. The EA is not only facilitating the sub-

grantees to identify actors in the private sector who have the social ethos and values to understand people's priorities, they have also strategically engaged with the private sector by including their representation in the PCM.

These nascent initiatives suggest that involving the private sector in scaling the sanitation ladder is a key factor for success; and that new products adapted directly from local technology developed by community members have a good fit with local expectations and are cheaper than more sophisticated designs. There is also evidence that CLTS can be an entry point activity to move to wider areas of sanitation in the community, such as solid and liquid waste management.

Building a learning organisation

FAA has put in place a number of steps which contribute to keeping the organisation alive to learning from emerging experience. Learnings need to be identified, captured and brought into the discourse of a shared learning process across the constituencies of the organisation's work, while also remaining dynamic and changeable – essentially open to adaptation on the basis of results and evolution of the programme process.

Sharing best practices has been encouraged among sub-grantees through carefully designed workshops which give organisations opportunities to reflect on their work and identify success areas. At the same time, they give less successful organisations opportunity to learn from more successful ones, and to build relationships that can lead to mentoring. The Periodical Performance Assessment is a further activity which promotes reflection and replication.

Creating model ODF villages has also been a core learning tool. The U-shaped scaling up model, which identifies 'strategic villages', uses this as a central feature, facilitating learning from one village's journey to ODF to be used by another. One criterion for selecting 'strategic' villages is its potential for being used as a model. This criterion might relate to accessibility such as road access, or to how

it is located in relation to a group of other villages. Adding an immensely important role for 'village testimony' to the Institutional Triggering recipe is another method for sharing learning.

Within a framework of agreed principles and objectives, the FAA program has encouraged the emergence of local technological innovations by allowing the freedom to SG sand communities to take innovative steps. Several examples exist of where small adaptations and innovations have

been made to improve latrine design and make it fit for local conditions. Consistent efforts have been made to showcase these innovations widely, both to cross-fertilise models and design, and to encourage further locally appropriate innovation.

Some positive outcomes are only just beginning to be shared. Residents of newly ODF villages suggest that results of the FAA programme penetrate deeper than simple ODF status. They perceive a number of advantages of adopting new behaviours on sanitation and hygiene, most significantly better health. Some local level health data is becoming available which supports this perception and suggests dramatic reductions in cases of diarrhoea following the CLTS process as it works towards ODF status. Information generated in Focus Group sessions at village level provides further evidence that outcomes are clear to residents of newly ODF villages. In ranking exercises, 'Better Health' was overwhelmingly ranked as one of the most significant outcomes. In addition, a large number of other outcomes and knock-on effects were identified and discussed. Villagers associate ODF status with a range of positive changes in life and livelihoods at community level. While several villages are proud of their endeavour to make their village and living environment clean, they also see clear links with economic improvement, food security, clean playing space for children, social cohesion, increase in school attendance, human dignity, enhanced self-esteem, and better security for women.

Communication is an important factor of learning. FAA and its sub-grantees have developed a number of activities using media to spread information on sanitation more widely. These include both national level awareness raising activities as well as local level initiatives to promote discussion and communication alongside a CLTS process. National and local TV channels have carried advertisements on sanitation developed by the EA and sub-grantees. Local radio has specifically been used by sub-grantees to support the scaling up process with phone-in discussion and news items. FAA has also developed a limited amount of carefully designed visual material to reinforce triggering experiences in CLTS sites. In general, it is clear that there is a role for all kinds and levels of communication tools. It is important to use several in order to reach out sufficiently widely to create a sanitation movement. Here, the focus on local level stories as told by communities has been a strong factor in communicating CLTS messages widely.

Sustainability

Although it is early in the programme to have clear evidence of long-term ODF status, several process features suggest good prospects for sustainability:

- The strong recognition of health and other benefits of the programme by the community is a positive factor for sustaining behaviour change. The significant involvement of local governance actors through the scaling up strategy helps to mainstream the project in the larger local governance framework.
- The FAA programme has established an organic link with the institutional architecture of Diorano WASH; this organisation is permanent in nature and not dependent on the FAA programme for continuity. FAA has also contributed to developing Diorano WASH toward the lowest level and, through it, helped to institutionalise public events like the celebration of World Latrine Day and World Hand Washing Day. Involving multiple actors and institutions at the local level promises to contribute to sustainability because invested individuals are likely to continue efforts and help others to climb the sanitation ladder. Creating local constituencies of informed individuals such as Natural Leaders and Champions increases the prospects of work being continued even after the phasing out of the project.

With less than two years until the conclusion of the MDGs, the experience documented here can contribute both to accelerated progress in these two years as well as to the post-MDG landscape. This landscape should include many more examples of countries with a nation-wide ODF vision, and the strategies identified here offer potential for generating and allowing that vision to grow in other locations. In Madagascar, the CLTS vision is being successfully played out at scale. Evidence emerging from this experience strongly suggests that in this broad-sweep scaled-up version, like in the village-focused version, CLTS action which is strong in nurturing principles of local knowledge and community empowerment has the power to stop open defecation, bring health benefits and inspire social and economic development.

Photo: Kamal Kar

Chapter 1

Introduction

Previous page: Avenue of the Baobabs — magnificent landscape of Madagascar in Menabe

Introduction

1.1 Why Madagascar?

Madagascar has made significant progress working with Community Led Total Sanitation (CLTS) over the last two years at a level and pace as yet far exceeding what has been achieved in sanitation in most other countries. Within the programme of the Global Sanitation Fund (GSF) Madagascar, in three and a half years, Madagascar has achieved 7,007 Open Defecation Free (ODF) communities. The first country to start using the GSF funding mechanism to address sanitation in March 2010, Madagascar has pioneered GSF's objectives to scale up sanitation work and its principles of zero subsidy; put focus on the poor and rural populations; and, in line with CLTS (see Spotlight 1), given a strong focus on achieving behaviour change rather than on building latrines.

Achieving this number of ODF communities relatively rapidly has partly been an outcome of envisioning scaling up in a serious and systematic way. This has involved creating an enabling environment for CLTS implementation, capitalizing on emerging experience, and sometimes developing features new to CLTS. One aspect of bringing the vision of scaled up CLTS to life, for example, has involved beginning to make the practical move from counting ODF villages – until now such a fundamental feature of CLTS in large scale programmes – to counting district and sub-district level ODF areas: in Madagascar's case, ODF *fokontany* and communes.[1] Other new features are being generated by the business of aiming for and creating a nation-wide movement in sanitation; one that sets out to touch the whole population; one that acknowledges the need to address and inspire everybody.

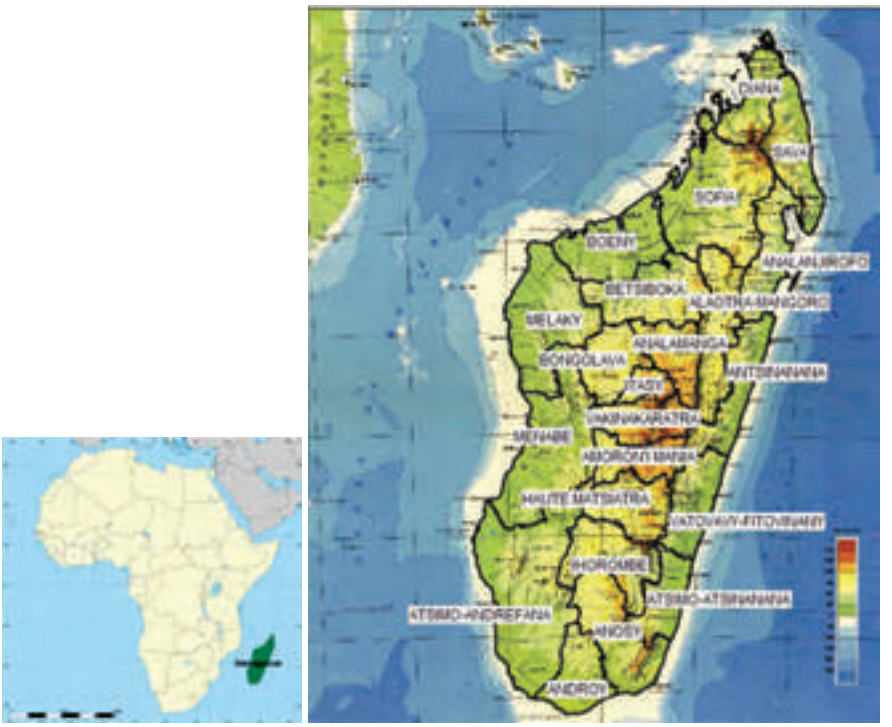
Moving from local level objectives for sanitation to the realisation that a nation-wide movement is necessary is a big step. It is connected to two other types of realisation: one is based on the '**total'** part of the Community Led Total Sanitation vision. CLTS practitioners have long understood that the entire community needs to be ODF to really achieve the health and other benefits of sanitation – even one case of open defecation can jeopardise the

[1] These are sub-district level administrative units: a district has several communes; a commune generally has about 6-7 *fokontany*; a *fokontany* has on average 5-6 communities/villages.

health benefits for the whole community.[2] Thus a spirit of zero tolerance for open defecation (OD) has been a standard approach at community level, in the GSF programme in Madagascar as elsewhere. But given that communities are not, in fact, isolated groups but interact with each other and are frequently situated very close to other communities, it is not a huge step to realise that one community practicing open defecation can jeopardise the health benefits of nearby ODF communities. And from there, it is easy to understand that ultimately not just the community but the country needs to achieve ODF status. Based on this particular vision of an ODF Madagascar, the GSF Programme – known as Fonds d'Appui pour l'Assainissement (FAA) – has developed this programme.

The second realisation is that nation-wide ODF status simply cannot be achieved by a few government officials or a handful of non-government

Figure 1: Madagascar in relation to the African continent, and Madagascar's 22 Regions



Source: Banque des Donnees Eau Assainissement Madagascar (BDEA), available at http://www.mineau.gov

organisations (NGOs) in partnership with donors. Therefore the CLTS process necessarily needs to bring actors on board at all levels, actors who are empowered and motivated to advocate for and bring about change in collective sanitation behaviour as a basic public norm of the nation as a whole.

Madagascar has both these ideas as core elements of its emerging new vision for an ODF country, a vision driven by the FAA programme and now beginning to spread in some regions. Simply grasping and then beginning to establish this vision has been a significant driver, and a triggering tool in itself, in the remarkable successes of ODF villages (7007) achieved by the FAA programme as well as in processes and mechanisms that have been put in place, trialled, adapted and adjusted to lead it to fruition. It is because of these successes and the apparent promise of the processes taking place that this document sets out to offer snapshots of the Madagascar GSF experience in CLTS to a wider audience.

Despite considerable effort, mainly though classical approaches, most developing countries in Asia, Africa and Latin America have massive sanitation challenges. These countries struggle with a situation that costs millions of lives, mostly children's; adds a huge healthcare and family financial burden; and ties well-being standards firmly down to chronically low levels. At the same time, it slows down economic development manifested by a loss of GDP often ranging between four and six per cent[3] and burdens the country with a large number of less productive and weak human resources caused by large scale stunting and malnutrition. These countries need to make a quantitative and qualitative leap in sanitation and hygiene progress, therefore lessons from approaches that have successfully addressed sanitation bottlenecks elsewhere may be especially pertinent at this time.

In 2010, the picture of sanitation in Madagascar was very similar to that in so many developing countries: only 15 per cent of the country's 21 million people had access to improved sanitation. The remaining 85 per cent were either practicing open defecation (37 per cent) or were using unimproved toilets, which were not fly proof and therefore did not break the faecal oral

[2] The three main criteria for achieving an ODF community are: 1) No more defecation in the open and former OD areas have been cleaned; 2) Every person uses a fly-proof latrine; 3) Hand washing facilities are present at every latrine and these are used.

[3] Water and Sanitation Program (2011): Economic impacts of inadequate sanitation in India

transmission route (48 per cent).[4] Just three years later, under the FAA programme at least 840,000 people[5] have stopped open defecation. This means they are using fly-proof latrines — that is, the latrines promote the breaking of the faecal-oral transmission by fulfilling three criteria: 1) The pit is covered; 2) There is no possibility for flies to get in and out because the slab has no holes and there are no gaps between the planks; and 3) In case of use of paper, the used paper is put in buckets or boxes which are safely covered so as to avoid any contact with flies.

While the above figures are still some way off achieving the MDG target of 54 per cent improved sanitation by 2015, they nevertheless constitute remarkable progress. In addition, they promise to be only the first bricks on a foundation constructed to achieve scale: they are just the first indications of a much wider impact that the strategies developed under the programme are designed to achieve, and that its vision encompasses.

These results have been achieved in the face of considerable difficulties: the context of socio-political crisis has led to increasing levels of poverty- the proportion of the population falling under the World Bank poverty line rose at least 10 percentage points from 2009 to 92 per cent in 2013.[6] In addition, the crisis has caused increasing challenges related to the operational and institutional contexts. The case of the FAA in Madagascar as presented here strongly suggests that CLTS is a robust approach that can be applied whatever the situation is, and further that it has every possibility of producing results in contexts less operationally challenging.

Other institutions therefore have much to learn from the various strategies that have been applied in different situations across Madagascar and across the sanitation spectrum. Madagascar had all the usual national level challenges that generally block or slow down the pace of scaling up and spread of Community-Led Total Sanitation. As in most countries, part of the struggle has been successfully to replace the age-old subsidy-driven partial sanitation approach. Challenges of this journey usually include lack

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[4] See JMP 2012, available at http://www.wssinfo.org/fileadmin/user_upload/resources/JMP-report-2012-en.pdf

[5] All figures citing progress in CLTS coverage are taken from December 2013 monitoring reviews of FAA Madagascar. Obviously, the figures are continuously evolving.

[6] See World Bank, June 2013, 'Madagascar: Measuring the Impact of the Political Crisis', available at http://www.worldbank.org/en/news/feature/2013/06/05/ mada gascar-measuring-the-impact-of-the-political-crisis (accessed 12 February 2014).

of institutional coordination; the absence of an enabling environment; inappropriate government policy; a 'top-down' and prescriptive mind-set; and a huge baggage of old attitudes of staff at ministry, department and frontline levels used to implementing prescriptive and supply-driven sanitation programmes as well as lack of local and institutional capacity. How some of these usual challenges have been addressed and sometimes overcome by the FAA programme has been captured here.

The research on which this document draws set out in the first instance not to dwell on the challenges and problems. It did not aim to improve or recommend but rather to understand where Madagascar's success is coming from. What is it based on? How has it come about? Are there particular features of the CLTS process here which have not been seen before?

For this reason, this document errs on the side of the positive. It tries to tease out the details of why and how particular strategies *have* worked rather than the details of what might be wrong with a strategy or how it could work better. It offers a wide variety of examples and 'pictures' of what has happened in particular projects, communities and organisations.

1.2 How can the FAA Madagascar experiences be used?

Evidence-based inspiration

It is never easy to make generalisations from one experience in one country – or even part of a country – to another in a place that might be very different. It is usually impossible to pick up a strategy completely intact, drop it into a different context and expect it to work. This is not what is being suggested here. Rather, the primary purpose is to provide evidence-based inspiration. In the spirit of faith in local level ability to solve problems, this document offers examples to draw on. Successful strategies for tackling local issues are often based on combining ideas and information from elsewhere with local understanding. This document therefore aims to increase the quantity and quality of the idea bank for practitioners at all levels. It offers ideas about what has worked and why it worked. These ideas, we hope, can be used in a locally appropriate, flexible way, always inspired by CLTS-grounded integrity.

At the first instance, this publication is intended for use by organisations and countries using the GSF funding mechanism to achieve sanitation goals,

with the Millennium Development Goal (MDG) on sanitation as the global backdrop. These include the countries in which GSF has established programmes: Cambodia, India and Nepal in Asia, and Ethiopia, Madagascar, Malawi, Nigeria, Senegal, Tanzania and Uganda in Africa. In particular, however, it is hoped that this document can provide insights and ideas relevant to the countries now beginning or in the early stages of on-the-ground implementation of GSF programmes: Burkina Faso, Togo, Benin, Kenya, Bangladesh, Pakistan and eventually other future GSF countries.

Beyond this, the document also aims to offer insights to other externally funded large sanitation programmes using the CLTS approach but struggling to scale up with quality and achieve the desired outcomes, in Madagascar and elsewhere. And in places where the objective to scale up CLTS is not yet clearly articulated, we also hope it will inspire CLTS practitioners at all levels, working with whatever fund or lack of it, to fine-tune work at the local level, strategize for large scale work, achieve national level co-ordination, and, literally, to grow the vision.

Spotlight 1

Community Led Total Sanitation

This document assumes some knowledge of Community Led Total Sanitation (CLTS) and uses some terminology, which is briefly outlined here for the benefit of unfamiliar readers.

CLTS is an innovative approach for empowering communities to completely eliminate open defecation (OD) and to begin the journey towards a sustained improvement in public health. It focuses on igniting a change in collective hygiene behaviour, which is achieved through a process of collective local action stimulated by facilitators from within or outside the community. CLTS involves no hardware subsidy and does not prescribe latrine models.

CLTS uses participatory tools to "trigger" emotions of shame, disgust, fear and self-respect through community analysis, which convince the community to stop the practice of open defecation and build and maintain its own toilets. These tools include community mapping of open defecation areas, analysis of what happens to the shit over time including faecal oral transmission, transect walk-through open defecation areas and calculation of medical expenditure by the community. The style is provocative and fun, and is hands-off in leaving decisions and action to the community.

A community triggering in Ankotsaka village, Antanifotsy District
Photo: WSSCC/Katherine Anderson

A good CLTS process involves the whole community – including the marginalized and the disabled. This latrine was built for easy access for a paraplegic community member.
Photo: WSSCC/Katherine Anderson

Follow up after the initial triggering is essential to ensuring the community stay motivated and become ODF promptly. Natural Leaders tend to emerge during the triggering and follow up process and can be supported to take a leading role in ensuring their community becomes ODF. Once their own community is ODF, these Natural Leaders can be empowered to facilitate CLTS in neighbouring communities, and are then known as Community Consultants. Working with Community Consultants ensures that the spread of CLTS is exponential rather than linear.

For further information on CLTS please see the website: cltsfoundation.org or refer to the following documents:
Handbook on Community-Led Total Sanitation
Kamal Kar with Robert Chambers, Plan 2008.
Facilitating "Hands-On" Workshops for CLTS: A Trainer's Training Guide
Kamal Kar, WSSCC 2010.

1.3 Research methodology

The research on which this document is based was carried out by CLTS Foundation, an India-based global organisation led by Dr Kamal Kar, founder and pioneer of the CLTS approach. Kamal Kar also provided guidance to the research team throughout the process. The research was carried out in close co-ordination with MCDI (Medical Care Development International), the Executing Agency (EA) of the Madagascar FAA programme; other key entities of FAA such as the PCM, which includes the major ministries like Water, Health, Environment, Education, Decentralisation, and INGOs; and with sub-grantees.[7] It was funded by the Global Sanitation Fund, a programme of the Water Supply and Sanitation Collaborative Council (WSSCC).

The research process included reviewing background material and documentation of the CLTS process in Madagascar, and three weeks of fieldwork, which took in five different regions in which FAA is implementing CLTS. Tools used included semi-structured interviews, focus group discussions, participant observation and participatory most significant change exercises, workshops and stakeholder consultation at different levels.

In order to attempt to uncover features of the process that have led to significant results, research questions were focused in four areas:

- What strategies have been used to implement CLTS at scale?
- What innovations are evident?
- What has been the role of the institutional environment?
- What mechanisms were used to ensure quality of CLTS training, replication of efficient trainers and facilitators, and other dimensions of sustainability?

[7] In this document, the term sub-grantee (SG) is used to refer to the implementing organisations. In FAA Madagascar, these are also referred to as AMOs (Agence de Mise en Oeuvre, or implementing organisations).

The research did not attempt to assess or evaluate impact at this stage. On the other hand, it did seek at fieldwork sites to confirm evidence of results at outcome and impact levels as reported by SGs and MCDI, as the EA. This was necessary to establish credibility for the conclusions of the research, as presented here, which identify and describe pathways showing promise for generating similar results elsewhere.

Mainly, however, the research was qualitative and focused on understanding the methods used to achieve good levels of results, and why particular strategies and decisions had been taken in each of the five fieldwork locations. These were:

- Vakinankaratra Region where sub-grantee MIARINTSOA NGO is implementing an extension grant.
- Antsinanana Region where sub-grantee MAMIZONGO is implementing a small grant.
- Vatovavy Fitovinany Region where sub-grantee AINGA MADAGASCAR NGO is implementing a large grant.
- Analanjirofo Region where sub-grantee ASOS NGO is implementing a large grant.
- Itasy Region where sub-grantees ADEMA NGO and FAMONJENA NGO are implementing small grants.

Limitations of the Research.

The research was necessarily framed by time constraints. Time available for research in the field was far from enough to observe or understand all the strategies and methods being implemented by all 17 sub-grantee organisations. The result is that the information and analysis presented here are snapshots of a much wider and more varied picture. They are snapshots of situations brought forward by FAA actors as examples of interesting work that they felt warranted attention and description. The researchers, believing that FAA actors have a good understanding of the activity at the SG and community levels, did not attempt to influence this selection of visit sites. Therefore the findings of the research are biased towards those examples and themes that had already been recognised within FAA as illustrating potential promising practice.

A second limitation concerned language. Although part of the research team had some limited ability in French, the team had no ability in Malagasy which is the language of operation particularly at community and SG levels.

The team worked through a very competent translator from Malagasy and French into English, and is confident that this act of communication went well beyond the call of duty. Nevertheless, as in any multilingual situation, there remains a risk of missed details and untranslated informal interactions.

1.4 Structure of the document and reading guide

This research uncovered many interesting features of CLTS implementation in different areas of the country. It also sought to understand the roles of the Executing Agency (EA), the PCM and the many other actors involved in the sanitation landscape. The kinds and levels of information generated were therefore very varied. For this reason, this publication organises the information presented as follows.

- The next section, Section 2, discusses enabling features of the institutional environment for CLTS.
- Section 3 presents the main overall model – the framework – that has been used to put the scaled-up vision into practice and then describes some of the notable features that have evolved to support this process.
- Section 4 discusses progress with participatory technology development.
- Section 5 presents some aspects of building a learning organisation which contribute to keeping the programme evolving and spreading in a dynamic and experience-based way.
- Section 6 draws out some issues around sustainability, noting that several strategies and features, which are forming part of the scaling up process, are also enhancing prospects for depth and sustainability of new behaviours in hygiene and sanitation.

The text is interspersed with a number of 'Spotlight' boxes with blue backgrounds and 'Profiles' with beige backgrounds. 'Spotlights' offer an in-depth look into particular concepts, issues and/or situations, and intend to sharpen insights and add detail and texture to readers' understanding of the context. 'Profiles' aim to give evidence-based information about the important roles in CLTS: who might become a Champion? What motivates a Community Consultant? What might an individual farmer gain from the community becoming ODF?

Each main sub-section is followed by a number of 'Lessons Learned' with light green backgrounds. These intend to summarize the major learning points to take forward into new initiatives implementing CLTS as scale.

Photo: Kamal Kar

Chapter 2

Establishing an enabling institutional environment

Previous page: Local government officials interacting with an ODF community in Amboankazo village, Itasy.

Establishing an enabling institutional environment

A key factor contributing to successful progress in CLTS coverage in targeted regions in Madagascar has been the enabling institutional environment. Elements of this enabling institutional environment include:

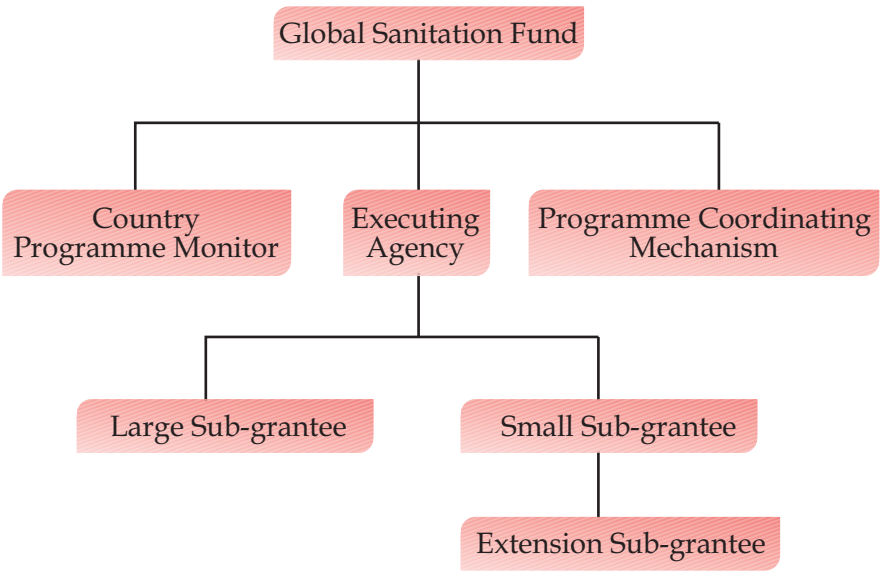
- The structures for programme implementation, as described below;
- the involvement and willingness of local authorities at regional, district and commune levels.
- The national WASH coalition known in Madagascar as the Diorano WASH.
- The dynamism of the Programme Coordinating Mechanism.
- The strengths of the Executing Agency.
- The regular capacity building, advocacy and strategic support by Kamal Kar.
- The coaching system and continuous efforts to develop in-house capacities of the sub-grantees, Natural Leaders and Community Consultants.
- Approaches to learning within the programme.
- Elements of gradual support and reward (such as moving from a small grant to a larger grant when sub-grantees succeed) and of grant termination on poor performance.
- Support of the Ministry of Water to the FAA programme.

Response from government institutions has been positive in spite of the difficult political situation experienced in the country since March 2009. An interim government (a de facto Government) is still in place at the time of writing this document.

2.1 Effective structures for programme implementation

The Global Sanitation Fund (GSF) designed a number of key structures for programme implementation and oversight. As Madagascar was one of the first countries to implement GSF it has been something of a test bed for these structures and has proven them to be effective.

Figure 2: Key structures of the GSF programme in Madagascar



The structures, illustrated above, are as follows:

- The **Programme Coordinating Mechanism** (PCM) is made up of members of government, national and international NGOs, international agencies, civil society organizations, representative from the Diorano WASH and the private sector. Its role is to help design, orient, oversee and advise the FAA programme and to maximise synergies between the GSF, the national government and other stakeholders.
- The **Country Programme Monitor** (CPM) is an independently appointed agency which verifies and reports on the work of the Executing Agency.
- The **Executing Agency** (EA) receives the grant from the GSF and manages the funded programme. The EA in turn selects, supervises, and supports sub-grantees (SGs).
- **Sub-grantees** (SGs) are NGOs which directly implement the programme in the FAA programme targeted areas. They are of three types – large, small and extension grantees.

As in most countries, in Madagascar the Executing Agency is a non-governmental organisation appointed through an international competitive bidding process, though in some countries bilateral agencies have been

appointed as Executive Agency, e.g. UNICEF in Togo, and in Uganda the government is the EA. Implementation by NGOs has been very successful in Madagascar, despite some challenges in selection of appropriate sub-grantees and their heterogeneity in terms of capacity and scope. Government, however, has played a key role through the PCM in supporting, facilitating and ensuring good practice. The government has a key leadership role, and acts as facilitator to the whole programme implementation process.

In total there are currently 17 sub-grantees facilitating CLTS on the ground under the FAA programme: eight receiving large grants, seven receiving extension grants and two still running their initial small grants.[8] In most cases, sub-grantees are individual NGOs, but in a few cases the contract is given to a consortium of NGOs. This scope and diversity of implementing organisations, including both large and small, as well as both national and international NGOs, has aided innovation within the programme as each organisation has been given the space to develop its own strategy for achieving the objectives set within its contract with the EA, within the overall framework of CLTS principles. Not putting all the eggs in one basket (i.e. not giving all the funds to one single organisation) has meant that when sub-grantees have not performed well, the negative impact has been limited. The selection of diverse SGs has also encouraged diversity in competency and innovation in programme implementation.Where SGs have performed well, the EA has ensured that those examples are shared widely so that all the sub-grantees benefit and improve.

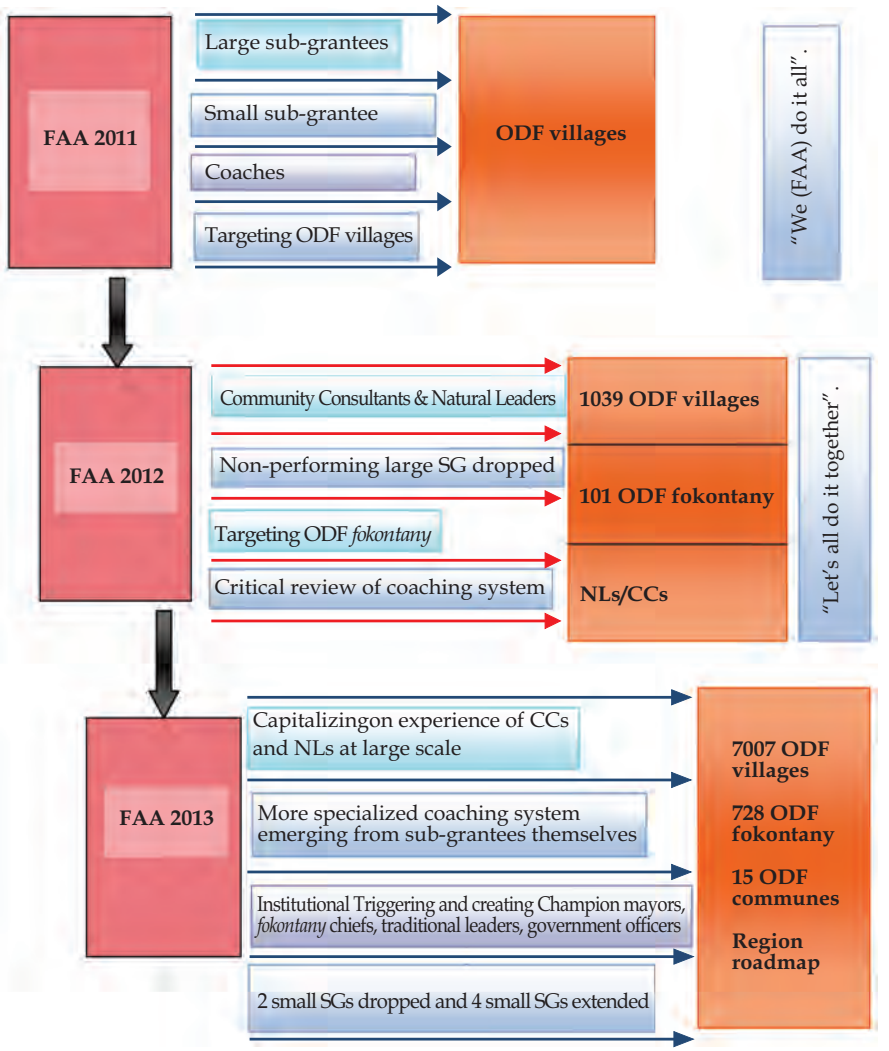
In the case of the small grants, which work at a commune or district level, good performance has been rewarded with a grant extension to cover further communes or districts within the same region. This has promoted the replication of good practice and ensured the ability to eliminate poor performers. Of eleven small grants at the beginning, seven got extension grants; two are still running; and two were dropped. One of nine initial large grants was also dropped.

Over three years of implementation, the programme structure has been strengthened, with additional layers of formal and informal actors and

[8] The categorisation of grants is as follows:
1) Large Grants are between 300K to 400K USD; cover the whole region; and run for 3–4 years
2) Small Grants are between 21K to 45K USD; cover 1-3 communes; and run for 1–2 years
3) Extension Grants are for 150K USD; are granted to Small Grantees who have shown good performance; should cover at least 50 per cent of the region; and last three years.

agencies. This has created a higher order of implementation efficiency and effectiveness for achieving scale. Conscious efforts have been made to allow the emergence of a comprehensive and functional implementation structure from experiential learning. There was a clear acknowledgment at the programme design stage that it was unclear what shape and form this would take, and it would therefore have to emerge.

Figure 3: Evolution of the FAA programme for scaling up CLTS in Madagascar



Lessons Learned 1

Establishing an enabling institutional environment

- **Creating islands of excellence is not enough: developing a nation-wide consensus against OD is the objective.**
- **Taking the step from "We do it all" to "Let's all do it together" is essential, and involves institutional changes.**
- **The willingness of the programme to incorporate learning from experience and change (i.e. becoming a Learning Organisation) is essential to improve efficiency and performance.**
- **A firm strategy that mainstreams the initiatives in the local governance structure is essential for sustainable and lasting change. This should establish communication and engagement between implementing agencies and the government.**

2.2 The Diorano WASH

Working together with the Diorano WASH – the National WASH coalition in Madagascar - has been a significant factor in contributing to the smooth establishment and running of the FAA programme. From the outset, the Diorano WASH was the lead partner with the GSF in establishing the FAA in Madagascar and it continues to play an important role in coordination and monitoring alongside the PCM. Established in 2002, it has around 200 members representing the key actors in the water and sanitation sector including government, NGOs, international agencies, civil society and the private sector. The WSSCC was instrumental in establishing the Diorano WASH and had been in discussions since 2002 around developing a programme of work on sanitation and hygiene. Strong relationships were therefore already in place for the smooth and effective development of the FAA programme.

Since 2003, the Diorano WASH has established regional committees, again representing key government departments, civil society and private sector agencies working on water and sanitation issues. These committees have also been engaged to participate in FAA processes, e.g. in the selection of sub-grantees and in the verification ODF *fokontany* and communes. Although the intention has been to establish district and commune level Diorano WASH Committees in all regions, they only exist in a few.

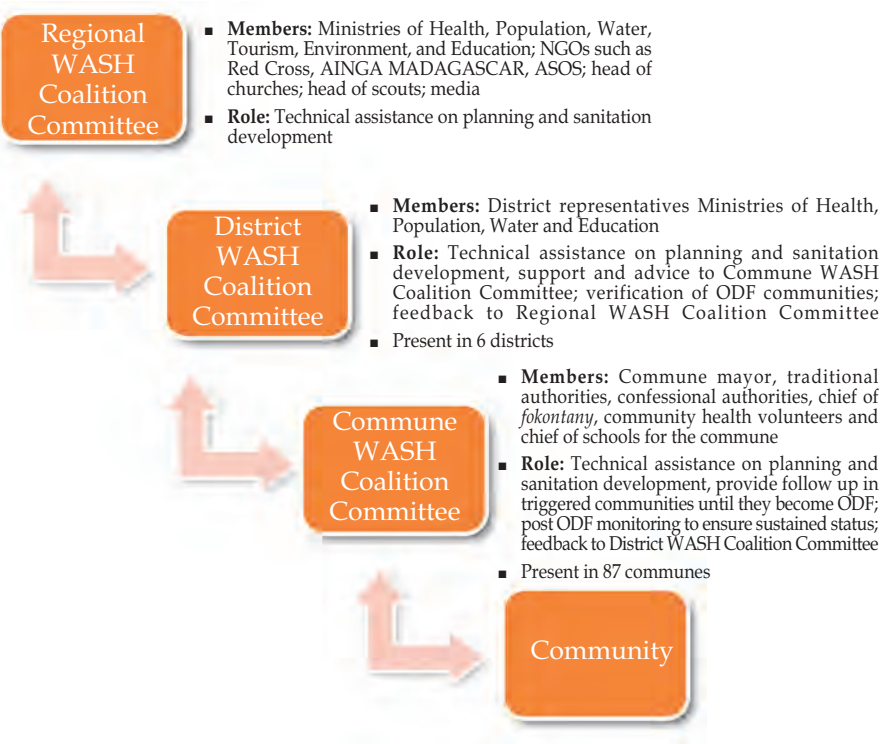
Spotlight 2

Extending the reach of the Diorano WASH

In the Vatovavy Fitovinany Region, the regional sub-grantee, AINGA MADAGASCAR, has worked directly through the Diorano WASH to aid implementation of the programme. The regional Diorano WASH committee played a lead role in the submission of the expression of interest for regional selection, and in identifying the most appropriate sub-grantee to submit a proposal on behalf of the region. Therefore when the FAA programme was confirmed for the region, the Diorano WASH suggested that AINGA MADAGASCAR establish district and commune level committees and implement the project through them.

Therefore, in parallel with a first phase of community triggering, between December 2012 and February 2013 AINGA MADAGASCAR established district level DioranoWASH Committees (DWCCs) in all six districts and commune level Diorano WASH Committees (CWCCs) in the 87 communes of the region. CWCC members include the commune mayor, traditional authorities, confessional authorities, chiefs of *fokontany*, community health volunteers, the head of schools for the commune and WASH stakeholders. The role of the CWCC is to provide follow up and monitoring in triggered communities, and the role of the DWCC is to provide oversight and support, as well as carrying out verification of ODF communities.

Figure 4: Structure of the Diorano WASH in Vatovavy Fitovinany Region



Lessons Learned 2

The WASH Coalition

- **The WASH coalition, where it exists - or any such national level co-ordinating body for water/sanitation - is a key resource in scaling up, which can be drawn on for support at regional, district and lower levels.**
- **Strengthening and invigorating these structures at all levels may be an important component of a scaling-up strategy. Where roles of members of the body are not specified, these should be clearly defined. Clear roles and tasks at district and lower levels can greatly enhance local level institutional participation and engagement.**

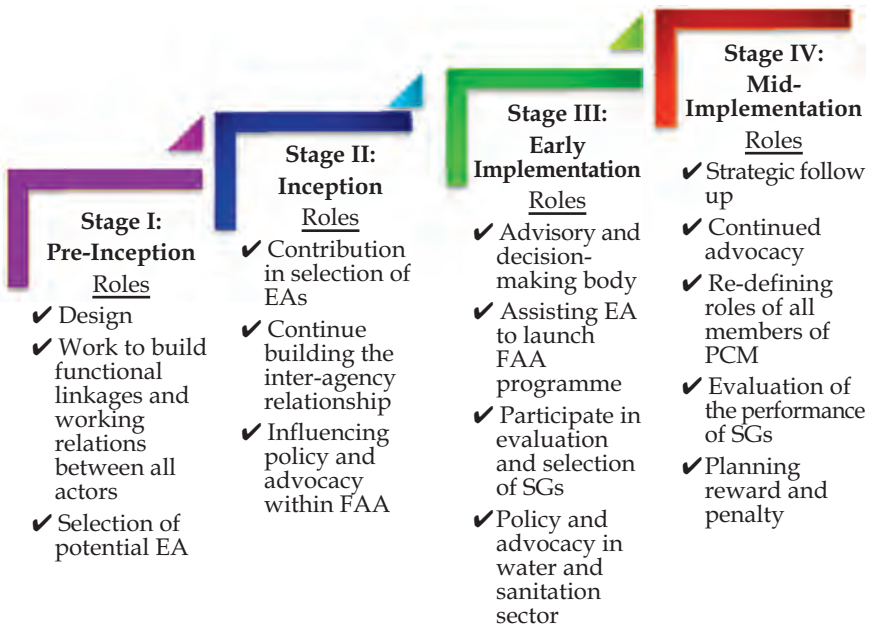
- **Engaging with such a multi-sectorial body from the beginning ensures greater buy-in of all actors, thereby contributing to an enabling environment for CLTS implementation at scale.**
- **The national level body can play a specific role in developing lower level bodies, and this structure can facilitate knowledge flows, both downwards and upwards, and ensure greater inter-agency coordination. The different levels must be systematically connected.**

2.3 Evolving role of the Programme Coordinating Mechanism

As mentioned above, the Programme Coordinating Mechanism is a support body established by the GSF to help design, coordinate, oversee and advise the country programme and to maximise synergies between the GSF and the national government. Its 14 members include representatives of the Ministries of Water, Health, Environment, Decentralisation and Education; international and national NGOs (SAF/FJKM and WaterAid); the private sector (Famonjena Consulting Development); international agencies (UNICEF and USAID); and a representative from the Diorano WASH (the National Coordinator). Despite the challenge of the operational context in Madagascar due to the political crisis, the PCM has made important and evolving contributions to the design and implementation of the FAA programme, and continues to ensure a supportive institutional environment for the on-going work. It played a key role in setting up the FAA programme and participating in the selection of the EA and the Country Programme Monitor.

Before the start of FAA, many of the members of the PCM were heavily involved in the Diorano WASH, and therefore were playing key roles in initial discussions with WSSCC around the development of a sanitation programme in Madagascar. The PCM was formally established by October 2008 with the goal of bringing together government and non-government actors to plan and coordinate the work to be funded by the WSSCC. As this was the first country where GSF was to be implemented, the PCM was essentially a think tank working together with the WSSCC to help design and refine the programme concept.

Figure 5: The dynamic role of the PCM



Once the executing agency was identified, the primary responsibility for implementation shifted to them, and the PCM became an advisory and decision-making body, assisting, for example, in the selection of the sub-grantees. It also helped resolve the issues arising from poor performance of sub-grantees. The termination of the contact with two sub-grantees since the beginning of the programme could have had undesirable repercussions for the EA, but the full backing of the PCM gave legitimacy to the decision. The PCM also helped the EA in reorienting some levels of grants in accordance with sub-grantee performance. Those who performed well have been rewarded with larger grants.

Although the relationship between the PCM and the EA has been successful, it has not been without its challenges. The PCM found it had no authority to direct the EA, not having any contractual relationship with them. This meant that issues have had to be resolved through discussions and negotiation, which have required a high time commitment on both sides.

More recently the role of the PCM has shifted again from providing a high level of support within the programme, towards stronger

influencing and advocacy across the water and sanitation sector on behalf of the programme. As members of the PCM are drawn from across several ministries (Water, Health, Environment, Education and Decentralisation) as well as NGOs, international agencies, civil society and the private sector, they are well placed to bring the major sanitation actors closer to the FAA, to improve their knowledge and understanding of CLTS implementation and to contribute towards achieving an ODF Madagascar.

Lessons Learned 3

A national decision-making body: the PCM

- An independent advisory body with representation from major sanitation actors including the government is a key asset to a harmonised scaling up process.
- Timely and strategic shifts in the roles of PCM significantly contribute to improving the efficiency of programme implementation.
- Conscious efforts are needed to improve the level of awareness, capacity and role of each member representing different institutions/organisations on the philosophy and principles of CLTS, such as that of community empowerment.
- An independent body is in a good position to assess the comparative strengths and weaknesses of different actors from a neutral perspective.
- Efforts may be needed to enhance the accountability of each member and engage them in establishing strong functional linkages for improving the efficiency of the programme. More is required from members than simply attending meetings and occasionally travelling to programme areas.

2.4 Strengths of the Executing Agency

The executing agency (EA) for the FAA programme, Medical Care Development International (MCDI), has played a critical role in ensuring a positive and encouraging environment for effective implementation by sub-grantees. There are several factors relating to their style of work and

strategy that can be highlighted to illustrate good practice. It is notable that as Madagascar was one of the first countries implementing GSF, there was no blueprint to follow, and the EA was encouraged to experiment and seek local solutions to the problems encountered rather than being offered external solutions.

However, the EA appears to have taken full advantage of the opportunity to innovate and learn in the process of FAA implementation in Madagascar, in collaboration with the sub-grantees. In this joint learning process, the EA has given considerable flexibility to the sub-grantees to implement their objectives using their own strategies and to adapt them based on their own learning, following GSF and CLTS principles. Therefore, implementation has been a process of co-learning alongside the executing agency. As one member of MCDI said: "*We didn't always know what we were doing, so we just had to try. We learned alongside the sub-grantees*."

The EA developed an effective capacity building process using local coaches, described in the next section. It also employed the expertise of Dr Kamal Kar of the CLTS Foundation, the originator of CLTS, to support the programme by giving his inputs at regular intervals. Dr Kamal Kar has made three separate visits to Madagascar over the last three years – the first in November 2011 - to support and guide the FAA process. On each of these occasions he visited regions and had meetings at national level with FAA staff, sub-grantee representatives, the PCM and other stakeholders. Dr Kar's early observations included poor practice of CLTS, weak scaling-up strategies, very poor performance by three sub-grantees, problems with the coaching system, and weak involvement of important institutional actors. The EA has consistently acted on Dr Kar's recommendations to make radical improvements, including ending the contract with one sub-grantee that could not improve its performance, making significant changes to the coaching system (see Section 2.6), and putting much more emphasis on encouraging sub-grantees to explore scaling up strategies (see Section 3). It is notable that during his latter visits, the EA has used Kamal Kar's time strategically to turn around slow progress in certain regions and to influence actors at the national level.

Much of the success of the EA can also be attributed to its strong and collaborative relationships with the Diorano WASH and with the PCM, ensuring national level institutional support for their work from within government as well as from national and international organisations.

Lessons Learned 4

The role and features of the Executing Agency

- **Flexibility, a spirit of experimentation and learning, and a willingness to collaborate are important attributes of the EA.**
- **Clear articulation of roles among all the team members regarding coordination, CLTS capacity building, communication, knowledge management, monitoring, etc. ensures greater complementarity of action and thereby improves the delivery of outputs on ground.**
- **The EA should be conscious that their role is to get the programme implemented by the sub-grantees. This is only possible through continuously supporting and enhancing the quality of SGs through capacity building, improving efficiency and monitoring of performance on an outcome basis.**
- **Implementing in this structure also involves trust in the abilities of local organisations and people. 'Top-down' directives following a blueprint are unhelpful.**

2.5 Capacity building for sub-grantees

A number of coaches (14) were taken on by the programme at its outset to support the sub-grantees with capacity building and advice, particularly in CLTS, but also covering other aspects of implementation. This coaching system has been broadly successful, only, however, as a result of some adaptations to the initial strategy based on observations and learning by external experts and the executing agency. The EA had developed a detailed capacity building plan for the SGs based on the learning from programme implementation and recommendations made by Dr Kar. In other words, the EA was gradually shifting from implementing a blueprint model of programme implementation to a more flexible capacity building plan.

Spotlight 3

The changing role of coaches

Most of the coaches had been trained in CLTS in 2008 by a trainer from CREPA, Burkina Faso who had been invited by UNICEF Madagascar. Early on in the programme, the coaches were more knowledgeable than the sub-grantee staff, having received at least some training in CLTS and other aspects of programme operation, and their role was successful. However, as the time passed it became clear that the sub-grantees' knowledge was surpassing that of the coaches. After the 2008 training the coaches had had little opportunity to practice what they learnt and, as a result, most of them failed to understand the community level dynamic of CLTS particularly the phases of post-triggering follow-up and post ODF activities. They emphasised CLTS triggering tools, and triggering was considered as the final product of the process.

A further problem was that most of the coaches were based at Antananarivo, only visiting the regions periodically, and offering assistance that was supply driven (what they knew) rather than demand driven (what sub-grantees needed to know). Only those coaches who were based in the regions, and were closely linked to projects, were continuing to add any value. Meanwhile, hundreds of villages were triggered, which produced hardly any ODF villages. By mid-2012 it became clear that the role of the coaches needed to be reviewed.

The first step towards improving the role of the coaches was to make them purely demand driven, in other words they provided assistance (and were paid) only when it was requested. Secondly, the experience of not only the existing coaches but also other sub-grantee technical staff was assessed to identify a new cadre of "thematic coaches" with expertise in specific areas based on practical experience, and who were happy to share that experience with others.

Now, instead of fixed term support which was prevalent in the initial days, and focused mainly on teaching CLTS triggering techniques, the engagement of a coach is more dynamic, need-based and outcome focused. There has been a shift, for example, from counting trainings conducted and villages triggered to counting ODF villages and Natural

Leaders developed. When the executing agency sees a gap in performance they discuss the need for coaching support with the relevant sub-grantee, and identify an appropriate coach. Furthermore, the technical staff of a sub-grantee in one region can be selected to assist another sub-grantee in the same or a different region to provide specific thematic inputs. This has had the added advantage that the visiting thematic coach can also learn from other sub-grantees and regions during their capacity building visits. This style of coaching has proven highly successful.

Jocelyn Rakotonirina is the Technical Officer of ASOS, Analanjirofo Region, who graduated to the role of coach based on his performance as a trainer and facilitator. According to him:

"The coaching is effective if the client organisation realises the need for it, and if, at the same time, the coach can demonstrate hands-on ability and tangible results. The coach must have already mastered the skill of training of trainers and understand the local context and realities. In other words, the coach must be able to meet the needs of the sub-grantee who hires his or her service."

Figure 6: The declining need for coaches for achieving ODF status

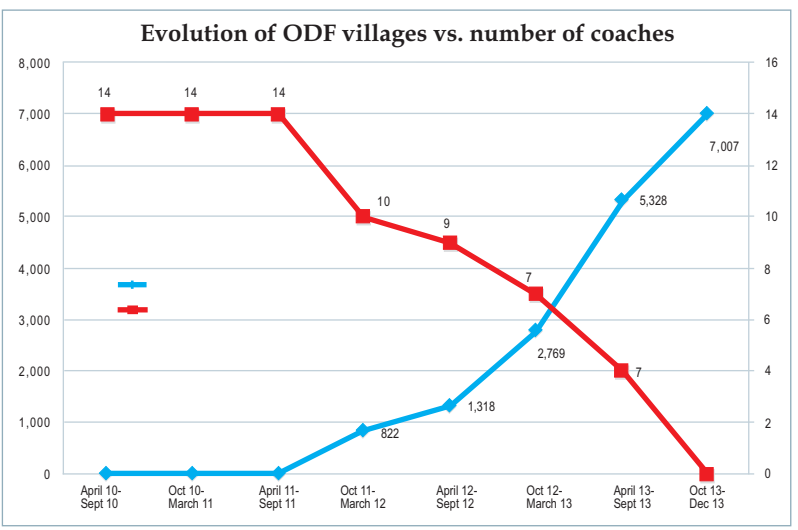
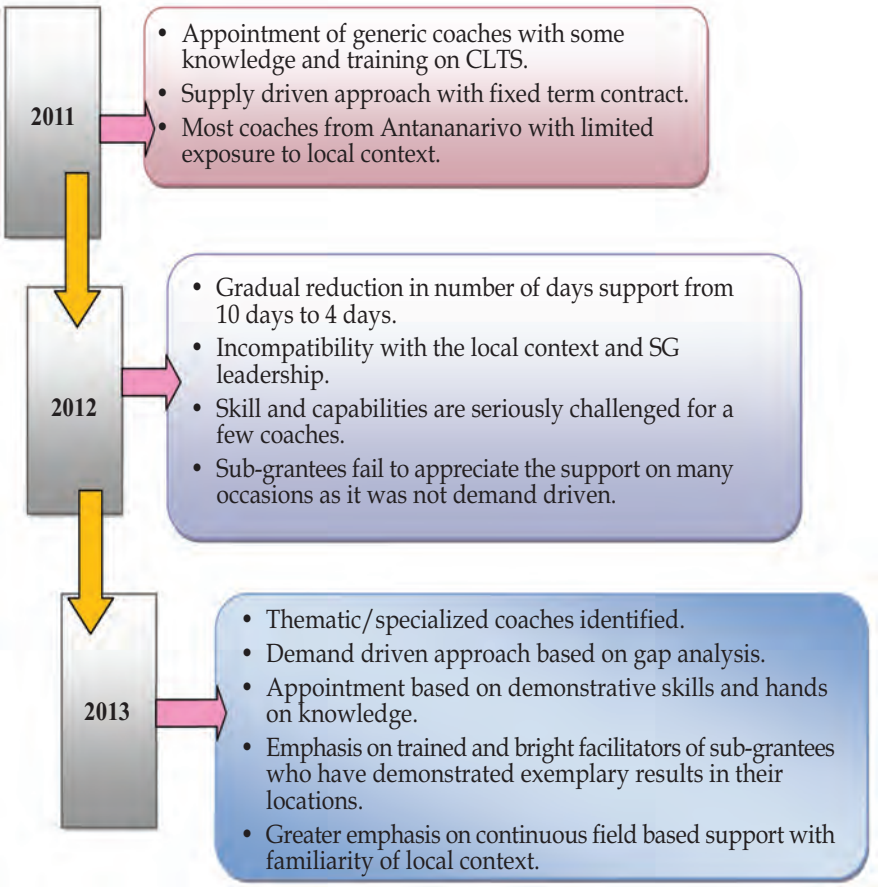


Figure 7: Summary of phased changes in the coach system



Lessons Learned 5

Responsive capacity building

- **An effective strategy for high-quality capacity building based on demand by the implementing agency is essential, but the ability to adjust a faltering strategy is equally important.**
- **Basic coaching is needed in the early stages of the programme but permanent technical assistance by outsiders to sub-grantees should be avoided.**

- **Rather, the evolving experience of sub-grantees should be drawn on continuously to fine tune the programme. As soon as capacity of the sub-grantees has been created, specialized coaches should be identified from among good performing sub-grantees to mentor other sub-grantees.**
- **Coaching inputs are more effective when based on demand from sub-grantees rather than in a supply driven mode.**
- **Since CLTS is an outcome focused approach, the performance appraisal of any CLTS trainer must be based on the emergence of ODF villages as a result of training and other related activities.**

2.6 A learning environment

On one hand, developing an environment of learning and sharing amongst the sub-grantees, as well as internally in the EA, has been an important feature helping the programme evolve and improve. The culture of co-learning: the EA co-learning with the sub-grantees; the coaches (in more successful cases) co-learning alongside implementation experience - has aided innovation and adaptation within the programme. At the same time, an institutional learning environment has been built between the EA, PCM and sub-grantees; and between the Ministry of Water and the FAA Programme, which has led to a strong ownership of the programme. But how has this culture been achieved?

In part it has been a matter of circumstance. Madagascar being one of the first countries to implement the GSF, the spirit of learning by doing was high. There was not much to follow or past experiences to be guided by. Innovation and experimentation was therefore to some extent a matter of course; this programme itself was quite original in its style, and the use of CLTS was in its infancy at that time in Madagascar.

It has also been a matter of attitude: an ability to keep learning implies continually seeking improvement; an absence of complacency; and a firm focus on the overall vision which is to be made operational. It involves recognising problems and mistakes, and finding ways to correct them. It involves putting the objectives of the programme at the forefront, over and above institutional pride and/or inter-institutional competition, so that unsuccessful components, rather than being covered up or protected, are confronted and changed.

The executing agency has shown several circumstances in which it has been able to take stock of problem areas and change them: in the discontinuation of an unsuccessful grant; in the evolution of the coach system; and in changes in the way the grant rounds have been put into effect.

Increasingly, the EA has also taken concrete steps to ensure that there is systematic learning and sharing between sub-grantees and regions and that neighbouring villages learn from each other during the CLTS process. These are discussed further in Chapter 5.

Lessons Learned 6

Using a culture of shared learning to solve problems

- **It is important to fully address and change problem areas in order to keep moving forward. A clear system for identifying and sharing learning and linking this directly with planning is an asset.**

Photo: Kamal Kar

Chapter 3

Dynamic strategies and innovative models for achieving change at scale

Previous page: CLTS Triggering session in progress in a village in Boeny.

Dynamic strategies and innovative models for achieving change at scale

Working with CLTS at scale was an objective of the FAA in Madagascar from the outset. But at the beginning there was no clear concept of how this would be achieved. In fact, there was little in the way of precedent to follow, as the most common model of CLTS had been a linear progression of a single or a few agencies triggering and facilitating the ODF process from one village to another.

Taking CLTS to scale has been taken on as a serious challenge in Madagascar by FAA and there was recognition that this linear progression needed to be turned into an exponential progression in which the process would spread organically via increasing numbers of ODF communities involved. But exactly how this might come about was unclear. For this reason, at first several different strategies evolved in different sub-grantee organisations in parallel, with different degrees of success. SGs were given full freedom by the EA to develop their strategies as they found appropriate locally, within the framework of some fixed CLTS principles:

- There must be no household hardware subsidy.
- The focus must be on behaviour change to completely stop open defecation.

This freedom meant that SGs were able to draw on their previous experience in work in other sectors where they found it relevant. One small SG, MIARINTSOA NGO in Vakinankaratra Region, for example, drew on methods developed in previous governance work to develop a vision of working at all levels with multiple actors – to create a movement, not just a project.

In the course of implementation, four main models of scaling up emerged and achieved some success.

- CLTS scaling up through religious networks: Salfa, the SG from Haute Matsiatra region achieved rapid spread by triggering the pastors of churches and subsequently by triggering the different groups associated with churches, such as the scouts. Members of the different churches then take CLTS action to the village level.
- Community Health Workers (CHWs) as agents of CLTS

implementation at scale: FASA, an SG of Alaotra Mangoro engineered the approach around the CHWs. Each *fokontany* has two CHWs. These health workers are given orientation and subsequently used for triggering of their respective villages and *fokontany*.

- Mobilising Natural Leaders and Community Consultants as facilitators: Natural Leaders emerge from the CLTS facilitation process at the village level. Sub-grantees have created space for these Natural Leaders to get better experience, exposure, capacity and then trigger their neighbours. Many of them are promoting themselves as Community Consultants triggering many villages in the region.
- The U approach: this uses all of the above actors in a systematic leveraging of institutional advantage to achieve scale.

As it became evident that some SGs were producing results more successfully than others, FAA increasingly sought spaces for sharing successful or promising strategies between different sub-grantees (SGs) with the result that strategies have cross fertilized and begin to have common themes. Gradually, the method developed by MIARINTSOA NGO has been consolidated and promoted by FAA as a model for other SGs to replicate, with regional adaptations as appropriate. At the same time, other strategies which were producing results have also retained their basic structure.

Strategies for scaling up all revolve around the central realisation that one organisation cannot do it alone. Here, different types of response to this realisation have been organised thematically as follows:

- Selecting promising sites: strategic selection of locations for direct intervention.
- Involving local actors who can influence their networks: Institutional Triggering.
- Making productive collaborations really happen.
- Empowering local actors for implementation.
- Deepening the reach: working with tradition and cultural processes.

3.1 The U approach : Systematic leveraging of institutional advantage for scale

The sub-grantee MIARINTSOA, working in Vakinankaratra Region, considered the step between aiming for ODF villages and aiming for ODF

fokontany, communes, and districts and decided that a bold and direct strategy was needed. The vision was of creating an ODF district, and it was this vision that drove the emergence of the strategy. If the goal was to create an ODF district, then it was at this level that the scaling up work must begin.

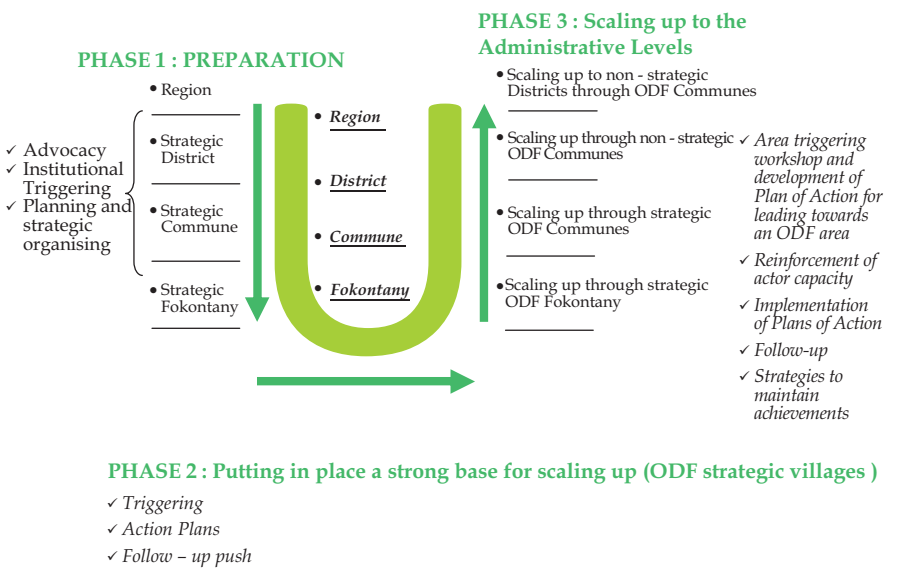
But how could one organisation operate effectively in all villages across the whole district, and later across other districts too? Clearly, it could not. The solution was twofold:

1: to devise a carefully planned framework for direct CLTS action by the SG in selected 'strategic' social and administrative units such as villages, fokontany and communes which would lead to indirect CLTS action by new actors in others.

2: to develop and carry out various kinds of Institutional Triggering in order to support this process and build the enabling environment in which 'indirect' CLTS action might be successful.

The process which formed the backbone of this strategy is depicted in Figure 8 below.

Figure 8: The institutional scaling up process of sub-grantee MIARINTSOA NGO



Source: ***Approche De Mise A Echelle Ascendante Dans Le Cadre De L'élimination De La Défécation A L'air Libre,*** *MIARINTSOA NGO, March 2013*

Phase 1: Preparation

Preparation for spreading the ODF process across a wide area involves an important process of selecting locations for direct intervention. During this selection process, a major advocacy strategy is also rolled out to bring key actors on board. The main technique for advocacy is an Institutional Triggering process, described later in Section 3.2.

To arrive at selection of the strategic villages at which direct action would take place in order to create the 'Strong Foundation' of Phase 2, however, a key decision was deciding to work from the district downwards. Starting at the district level, then, through advocacy work, Institutional Triggering and strategic planning, strategic communes are identified in which direct CLTS triggering will be conducted in some villages, *fokontany* and communes to form the strong base.

Within these selected communes, a number of key individuals from public, private and local entities are invited to help select strategic sub-locations for direct action at the next level down: commune level actors are involved in identifying strategic *fokontany*; *fokontany* level actors are involved in selecting strategic villages. During this selection process, these key actors are themselves triggered.

This selection process takes place hand in hand with advocacy on sanitation at all levels from the district to the *fokontany*. The main objective is to involve local entities as much as possible and engage them in action to eradicate OD. Responses to this advocacy are one aspect of the criteria for selection of strategic locations i.e. whether there are key individuals there who are enthusiastic about behaviour change-based and outcome focused sanitation work. Other criteria include the presence of a river or road which connects communities; previous NGO experience in the village/*fokontany* /commune; location of the Community Health Worker; strategic positioning with access by many, etc. Approximately two or three villages from a selected strategic *fokontany* of five or six villages are expected to be selected for direct triggering.

Phase 2: Building the strong base

Having worked down to select strategic villages, MIARINTSOA NGO begins to put in place the strong base from which scaling up will take place. This involves direct triggering in these villages by sub-grantee actors trained in CLTS via the coaching process rolled out by the EA. Action plans are made during the triggering, and the SG follows up the process along with Natural Leaders identified from with the community until all of the selected villages are ODF.

Where the overall population of a whole *fokontany* is small, the SG also conducts **mass triggering**, for all the villages at once. The whole population of the *fokontany's* villages must be present at this triggering if the follow up work is to lead successfully to ODF. As the work progresses and ODF communities start to emerge, it is also possible to invite representatives from neighbouring ODF villages to a mass triggering to help the sub-grantee to trigger the community at this higher level of administrative unit.

Phase 3: Scaling up

Once a number of strategic villages have been brought to ODF by direct triggering, it is time to begin the scaling up process in which the non-strategic villages will be brought to ODF by the actors emerging from the Phase 2 process. There are a number of components to this which are used as steps as the particular context requires.

➤ *Component 1:* Indirect triggering of non-strategic villages

This uses the following steps:

- An Institutional Triggering workshop is organised at strategic *fokontany* level. Representatives from the now ODF strategic villages are invited, along with participants from non-strategic villages. The non-strategic villages are triggered by Natural Leaders from the ODF strategic villages using classic CLTS tools as well as testimony by participants from the ODF villages (see Spotlight 4 below).
- Working teams are built: a team is composed of one or two representatives from strategic villages, and one or two representatives from non-strategic villages.
- Each team will then trigger non-strategic villages in the fokontany which have not yet been addressed. The teams will follow them up, and accompany them until they reach the ODF status. Working teams are assisted by Natural Leaders and assigned to a Community Consultant.[9]

[9] A Community Consultant is an actor who has gained experience of the CLTS process at local level, usually his/her own village and neighbouring villages, and is subsequently invited to draw on this experience to facilitate CLTS more widely under formal contract with an NGO or other agency. See Section 3.4.2.

➤ *Component 2:* **"Indirect triggering in non-strategic *fokontany*"**

Once some strategic *fokontany* have achieved ODF – i.e. all strategic and non-strategic villages in the *fokontany* have become ODF through these approaches - it is time to cover the non-strategic *fokontany*. To do this, MIARINTSOA NGO organizes a workshop at commune level. Participants are actors/stakeholders from the strategic, now ODF, *fokontany* and from the non-strategic OD *fokontany* in the commune. The objective is to begin to bring the whole commune to ODF. There are four steps:

- Institutional Triggering of actors/stakeholders from the non-strategic *fokontany*. Through testimony, participants from strategic *fokontany* are used as a triggering tool.
- The development of common objectives and a joint work plan in order to clean the commune of the practice of OD.
- Setting up a working team for each non-strategic *fokontany* consisting of a mix of participants from strategic ODF and non-strategic *fokontany*. This team will be responsible for triggering, following up and accompanying the non-strategic *fokontany*.
- At the same time, working teams are set up by the *fokontany* working team within each village where indirect triggering will take place, to monitor and carry forward the process and to communicate with the *fokontany* level team.
- On a monthly basis, an implementation review is organized.

➤ *Component 3:* **"Spreading to non-strategic communes"**

Community Consultants along with some key actors from communes which have become ODF are brought to neighbouring non-ODF communes for Institutional Triggering involving influential actors from all the *fokontany* of the new commune. Teams are formed to work at *fokontany* level, and then at village level to begin the village triggering process in this commune. A joint commune work plan also emerges from this triggering process.

The crosscutting element of these components is using the key Diorano WASH messages coined as a campaign, "WASH Everywhere", i.e. including schools, churches, market places and other local institutions in the process of motivating influential actors.

The selection of components depends on a number of issues:

- Location can be a defining factor. Important features of location include

whether an ODF village is near to a non-ODF village in a non-strategic neighbouring *fokontany* or whether a river connects a strategic *fokontany* with a non-strategic one.

- The stage in the emerging process and therefore the administrative level at which triggering is required.

One or two guiding principles have emerged out of the experience of implementing this strategy, and these have been used to steer the spread of the strategy amongst further sub-grantees:

- First, it is understood as a sustainability principle that in each village one key actor is needed to take responsibility for every four or five households.
- Second, it is clear from experience that the strategy is more successful if monitoring the process towards ODF and then the maintenance of ODF status is carried out by community members rather than outsiders.
- Third, building a working team, or Committee, out of these local level actors puts them in a collective which can be more influential than Natural Leaders working as individuals.

The role of the SG in this process changes quite rapidly from a direct agent of triggering to one of facilitator of a large number of other actors carrying out triggering, follow up, verification and activities to maintain ODF. Like for the EA, eventually the role of the SG is one of enabler of the implementation of others, rather than direct implementation.

Lessons Learned 7

Applying a scaling up strategy

- One sub-grantee cannot trigger village by village in a scaled up version of CLTS, so strategic sites - starting at district level and working down - must be chosen for direct intervention that will maximise the potential for spread by the many actors involved in the process.
- There can be more than one component in the scaling up toolkit: the appropriate component can then be fine-tuned and applied according to the specific location and its strengths. But whatever strategy or formula is used, it must always be within the framework of CLTS basic principles.

3.2 Institutional Triggering

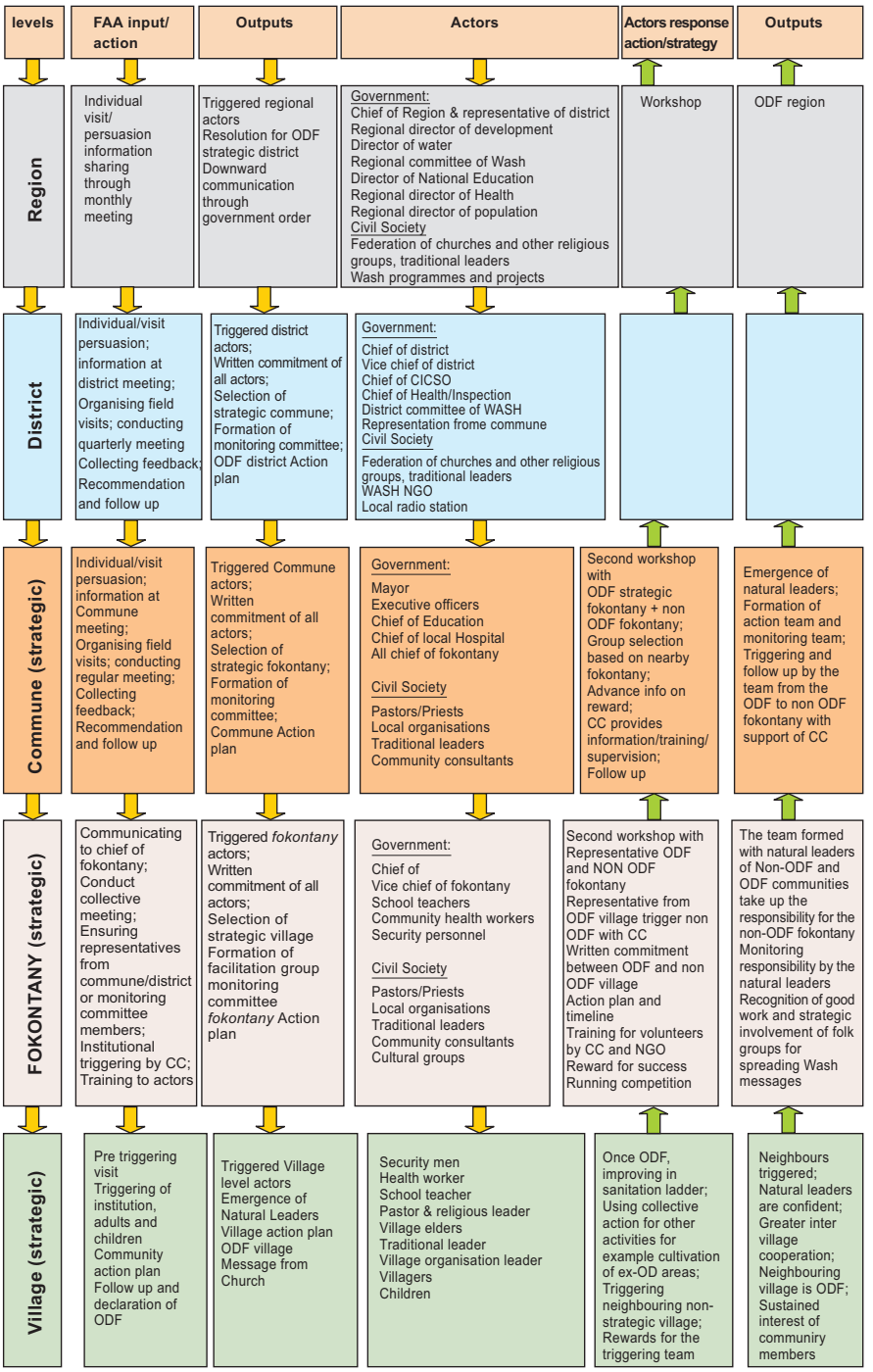
Institutional Triggering is the process of mobilising institutional support for CLTS prior to community triggering. It involves evoking similar emotions of shame, disgust and self-respect which motivate key players to take action within their scope of influence, whether that be region, district, commune, *fokontany* or village. Triggering institutions to mobilise their own efforts and resources for implementing CLTS is key to ensuring that CLTS can be achieved at scale. Institutional Triggering is a central tool in the shift from "we (FAA) do it all" to "let's all do it together".

As described above, the sub-grantee MIARINTSOA NGO developed a strategy for Institutional Triggering at different levels of the administrative structure using a range of different advocacy activities. Figure 9 elaborates on the U-Shaped Curve scaling up strategy to specify activities conducted at each level of the U-shaped process, ranging from informal meetings, visits, personal interactions, formal meetings of key actors and Institutional Triggering sessions in which groups of people are brought 'on board' in CLTS.

Triggering session in progress
Photo: Kamal Kar

Figure 9: Multi-actor collaboration and action framework in Vakinankaratra Region

** The list of actors mentioned in this diagram is indicative and varies with location and context.


levels
FAA input/ action
Outputs
Actors
Actors response action/strategy
Outputs
Region
Individual visit/ persuasion information sharing through monthly meeting
Triggered regional actors
Resolution for ODF strategic district
Downward communication through government order
Government:
Chief of Region & representative of district
Regional director of development
Director of water
Regional committee of Wash
Director of National Education
Regional director of Health
Regional director of population
Civil Society
Federation of churches and other religious groups, traditional leaders
Wash programmes and projects
Workshop
ODF region
District
Individual/visit persuasion; information at district meeting; Organising field visits; conducting quarterly meeting
Collecting feedback; Recommendation and follow up
Triggered district actors;
Written commitment of all actors;
Selection of strategic commune;
Formation of monitoring committee;
ODF district Action plan
Government:
Chief of district
Vice chief of district
Chief of CICSO
Chief of Health/Inspection
District committee of WASH
Representation frome commune
Civil Society
Federation of churches and other religious groups, traditional leaders
WASH NGO
Local radio station
Commune (strategic)
Individual/visit persuasion; information at Commune meeting; Organising field visits; conducting regular meeting; Collecting feedback; Recommendation and follow up
Triggered Commune actors;
Written commitment of all actors;
Selection of strategic fokontany;
Formation of monitoring committee;
Commune Action plan
Government:
Mayor
Executive officers
Chief of Education
Chief of local Hospital
All chief of fokontany
Civil Society
Pastors/Priests
Local organisations
Traditional leaders
Community consultants
Second workshop with ODF strategic fokontany + non ODF fokontany;
Group selection based on nearby fokontany;
Advance info on reward;
CC provides information/training/ supervision;
Follow up
Emergence of natural leaders;
Formation of action team and monitoring team;
Triggering and follow up by the team from the ODF to non ODF fokontany with support of CC
FOKONTANY (strategic)
Communicating to chief of fokontany;
Conduct collective meeting;
Ensuring representatives from commune/district or monitoring committee members;
Institutional triggering by CC;
Training to actors
Triggered *fokontany* actors;
Written commitment of all actors;
Selection of strategic village
Formation of facilitation group monitoring committee *fokontany* Action plan
Government:
Chief of
Vice chief of fokontany
School teachers
Community health workers
Security personnel
Civil Society
Pastors/Priests
Local organisations
Traditional leaders
Community consultants
Cultural groups
Second workshop with Representative ODF and NON ODF fokontany
Representative from ODF village trigger non ODF with CC
Written commitment between ODF and non ODF village
Action plan and timeline
Training for volunteers by CC and NGO
Reward for success
Running competition
The team formed with natural leaders of Non-ODF and ODF communities take up the responsibility for the non-ODF fokontany
Monitoring responsibility by the natural leaders
Recognition of good work and strategic involvement of folk groups for spreading Wash messages
Village (strategic)
Pre triggering visit
Triggering of institution, adults and children
Community action plan
Follow up and declaration of ODF
Triggered Village level actors
Emergence of Natural Leaders
Village action plan
ODF village
Message from Church
Security men
Health worker
School teacher
Pastor & religious leader
Village elders
Traditional leader
Village organisation leader
Villagers
Children
Once ODF, improving in sanitation ladder;
Using collective action for other activities for example cultivation of ex-OD areas;
Triggering neighbouring non-strategic village;
Rewards for the triggering team
Neighbours triggered;
Natural leaders are confident;
Greater inter village cooperation;
Neighbouring village is ODF;
Sustained interest of communiry members

Institutional Triggering takes place at several levels in this U-approach, and during both Phase 1 (Preparation) and Phase 2 (Scaling Up). Triggering takes place at regional or district level in meetings with representatives from various departments; church leaders; other actors in sanitation, etc.; down to commune and *fokontany* level where key community members – the *fokontany* chief; school teachers; community health workers; village security agents; traditional leaders, etc. – are invited to a workshop. These exercises are the nuts and bolts in the process of generating CLTS actors for implementation at scale. They produce not only the 'Big Champions' – those visible actors who work on a broad geographical scale to promote CLTS – but also the 'Small Champions' who bring passion and commitment to the process into the spaces of their daily lives: homesteads, neighbours, schools, etc. They produce people who are 'convinced' and are prepared to carry that conviction to others.

Spotlight 4

Picture of a local level Institutional Triggering

The Setting

It is early and chilly as people begin to gather in the school yard. Some people know each other well and some are strangers. Nobody seems to know exactly what the meeting is about, but two *fokontany* chiefs have come; the commune Mayor is due to arrive; and some people from an NGO are also here. They have brought some foreign visitors with them.

They all go into the schoolroom and introduce themselves. There are church leaders, teachers, students, village security agents and some general citizens here who just heard about the meeting and came along out of curiosity; there are people from about nine different villages, forming two distinct groups. Four of the villages are in a neighbouring commune, upriver from here. These visitors stand to one side.

The Triggering

The sub-grantee places a huge sheet of paper on the floor with some strategic markings: this is the river; that is the road that runs between the villages. The facilitator is a Community Consultant who has accompanied the ODF process of several villages now, including his own. Representatives of the sub-grantee are also here, however, including its dynamic project manager. Participants from the *fokontany* villages in this commune are requested to mark the location of their villages with coloured sheets of paper, and then, in village groups they agree on some

basic data about their village: how many households; population; number of schools, churches, organisations, wells and latrines. All the villages have a few latrines, but not many.

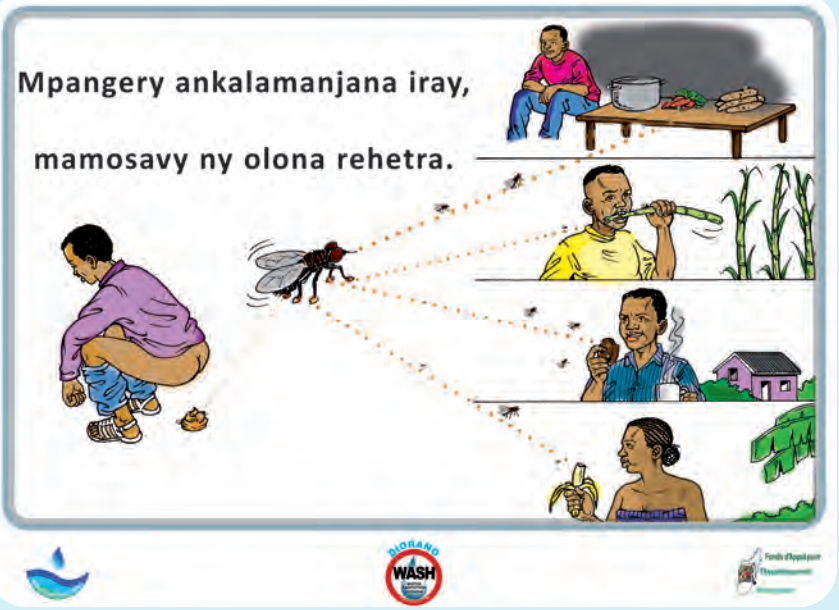
The facilitator carefully leads the focus to health and hygiene as suggested by the data. "Are there enough latrines so that everybody uses them?" he asks. "There is some hesitation, even denial of OD, but then an elderly woman boldly steps forward to mark OD areas around her village on the map, and quickly others follow for each of the five villages. Spontaneously, one participant starts representing adult shit with bigger piles of sand than the children's.

The facilitator picks this up and does a quantification exercise: how much shit is there every day? And where does it go? In this way, the river is brought into discussion, and how the shit is in the water. And once the talk is about drinking shit, it is a small step to think about flies, and about eating shit too.

This is a fast-paced triggering. There is a lot to do, and the facilitators want to be finished by lunch time so that participants do not feel too much of their time has been taken. But there are some hesitations. There is agreement that the participants represent people with responsibilities in their villages, and that they should be leading the sanitation drive. They should be the ones sensitizing others, but of course they need to lead by example. How long will it take for them to build their own latrines? Some say a few days; some say three weeks. One participant worries that "We can sensitize, but people do not always follow."

So the facilitator takes everyone outside. There are school toilets here; they definitely smell bad as everyone approaches. "Do the students and teachers always use these smelly latrines?" the facilitator asks. They all go to look around the back and find the OD area. The facilitator pokes at one pile of shit with a stick, then uses the water and hair triggering tool. By now everyone is truly disgusted. One village leader suddenly thanks the facilitator for opening their eyes to this reality. The group is triggered. Everybody agrees that they are the leading citizens in their villages and that they must do something about OD.

Back inside, a poster showing the various ways that flies can transfer shit onto food is used: directly onto cooked food; onto fruit at the market which is then bought and eaten by many... The point is that it only takes one person doing OD to cause harm to many people. Everybody needs to be on board for ODF to gain the health benefit. But the poster also once more draws attention to the flies. These need to be in people's awareness because of what will happen next.



IEC Material developed by FAA: "A person who defecates in the open is like a sorcerer casting spells"

The Testimonies

After a deadline has been agreed for everyone present to build their own latrines by, the group of visiting villagers is asked to step forward. They place their village markers on the same map, and present the same data as the first group. The obvious difference is that in each of this group's villages there are far more latrines - virtually the same number of latrines as households.

It would be easy for this group to take the moral high ground at this point, but that is not what they do. Instead they emphasise common ground. They talk about how what conditions were like before the CLTS process in their villages, and what they have gained from it: there is less illness; they do not have to look out where they put their feet; they can sit comfortable in the shade of their fruit trees. They also point to the river on the map and note that they have stopped shitting in the water that their neighbours here drink later.

"A Fly Can Travel Six Kilometres..."

"But there is a problem", they say. "Although our village is ODF, we

are still eating shit. Because a fly can travel six kilometres, and that means they can bring your shit to our village." The visiting group acknowledge that they need to work on this together and offer assistance to the 'new' group.

The Action Plan

Immediately, the facilitator starts the process of building teams consisting of a mixture of people from the ODF villages and from the 'new' villages. People are invited to choose a village which is near to them or where they know people. The aim is to make one team for each of the five new villages. The visiting villagers seem quite surprised at this development and are hesitant about being on teams in villages they do not know. But the facilitator emphasises the need for collaboration and mutual help. Eventually each participant writes their own name into a team as a mark of commitment and a list is placed next to each village. The facilitator pushes for an Action Plan: How long? When? There is a lot of momentum in this period.

Finally, however, the session closes without completely finalizing the Plan. Instead, participants are called for a two hour training four days later. A few people want the training a few days later, but the sense of urgency outweighs them. They are also told about a twice weekly radio programme about this process. They will be interviewed in the programme and they will be able to hear each other talk about the process. Finally, a Monitoring Committee is created out of a number of people present – the *fokontany* chief; the health worker, school teachers, several of the village security agents, and two members of the ODF villages.

By midday, a convincing foundation has been built which should take five villages to ODF.

This Spotlight describes a relatively local level Institutional Triggering, and team building to interact directly with teams at village level. Similar triggerings take place at commune and district level. National level triggering has also on occasion taken place in Madagascar, involving stakeholders from across the sector.

Defining features of an Institutional Triggering include that influential people who work at the same level as the triggering are present. It is important to include a hands-on component such as observing a latrine and discussing either good or bad features. The triggering must also include

setting up an action plan and deadlines for work at that level. Most importantly, in contrast to straightforward advocacy work, Institutional Triggering explicitly uses CLTS triggering tools to create shock, disgust and a sense of urgency to act. Like village triggering, it aims to hit hard with uncomfortable facts about open defection.

MIARINTSOA NGO, since they started using Institutional Triggering rather than direct village triggering in 2012, have conducted 131 Institutional Triggerings across four districts. On average these involve 30-40 actors, thus approximately 4500 actors have become involved via this technique through the work of one SG.

Some other SGs have also begun using Institutional Triggering in their own scaling up work, and MIARINTSOA NGO has taken a role of on-demand coach for this, in line with the evolving demand-driven specialist coaching strategy described in Section 2.5. The spread of Institutional Triggering across other SGs is also an example of how the EA works as an architecture for facilitating the spread of good practices and information throughout the programme. One sharing workshop was held specifically on this theme.

Lessons Learned 8

Institutional Triggering

- Institutional Triggering is a key tool in the scaling up toolbox because it can bring in large numbers of actors who can spread behaviour change in their areas of influence.
- Institutional Triggering can take place at many different institutional levels and should involve key influential players at that level. To be effective, the implementing agency should have a clear understanding of the larger governance architecture, actors and social configuration of the region.
- Institutional Triggering must produce the roadmap and without which implementation at scale is a distant dream.
- Testimony from inhabitants of neighbouring areas which are already ODF is a very powerful addition to the triggering.
- Identifying and emphasising the factor of connectedness of different communities is important for spreading the CLTS process. This could be about location up or downstream of a river; it could be about the prevailing wind; it could be just about proximity. 'A fly can travel six kilometres' is a powerful mantra for communicating this.

3.3 Direct support from the sub-grantee in the scaling up process

As the role of the SG has changed from direct action to facilitation, a strategy has also developed which amounts to an inventory of what is involved in successful facilitation of the large numbers of other actors brought on board (See Section 3.4). Although the scaling up process rightly relies on handing over the stick for other actors to implement triggering and follow up in their surrounding areas, the sub-grantee MIARINTSOA NGO continues to provide as much direct support in the process as possible. Different kinds of support are offered in different circumstances.

Spotlight 5

Sub-grantee MIARINTSOA NGO's direct support inputs in the scaling up model

1. ***Presence at indirect village triggering where possible***

   After the Institutional Triggering workshop, led by a Community Consultant and supported by MIARINTSOA NGO, there is also training for those who will trigger in the targeted *fokontany* or villages. During this training, the teams practice triggering tools and are given some resources, such as the IEC material developed by the EA. There is also always a hands-on component to this training: participants are asked to describe a fly-proof latrine, and are taken to observe a dirty latrine and to talk about what needs to change. They practice making it fly proof – the location of the training is always arranged so some non fly-proof latrines are available nearby.

   Next, the Action Plan developed during the Institutional Triggering (see Section 3.2) is made even more precise. In this way the NGO knows the dates set for triggering in each village and is able to schedule for NGO presence alongside the triggering.

2. ***Presence and support for NLs triggering for the first time***

   There is always good support for Natural Leaders in their early triggering.

3. ***Occasional intervention in triggering***

   The NGO members might intervene in a triggering at which they are present if it is about to fail. It may also intervene and trigger directly in a village which emerges as 'difficult'.

4. ***Small incentives for the triggering team***

   There is a small reward for the indirect triggering team when the whole *fokontany* is declared ODF. This motivates the team to continue work until specific outcomes are achieved.

The important skill, acquired through practice and experience, has been gaining the right balance between involving a large number of actors and entrusting them with the role of carrying out CLTS in a wider area, and offering the right amount of support at key moments and in challenging situations. Actors at village level have been empowered with a vision and an approach, and offered the opportunity to take responsibility for creating change with those basic ingredients. The trust invested by the SG in the ability of local people to lead the process is essential. At the same time, the role of the SG in guidance and 'quality control' of the process remains very important.

Lessons Learned 9

Direct and indirect interventions and support

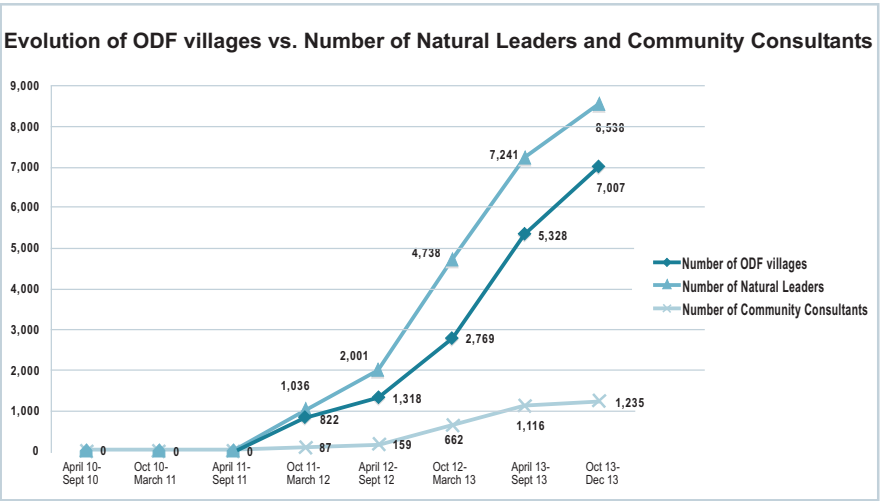
- Reliable but 'hands-off' support to new Community Consultants and Natural Leaders from experienced practitioners is necessary during the scaling-up process.
- Finding the right balance between giving support and allowing experimentation and freedom is an important step.
- A model in which a framework of principles and specific objectives are agreed but methods for achieving these are not specified has been successful at several different levels of partnership.

3.4 Expanding the base of implementing actors

A single organisation or body of actors cannot hope to achieve nation-wide ODF alone. In this section we look at how CLTS action roles have been

actively created at different levels, and how local actors have been empowered to step into these roles, assisting in implementation of CLTS in their neighbouring communities and beyond. Using community members to assist in the immediate follow up process after triggering is critical to ensuring that action is sustained. Early on in the FAA process, sub-grantees assumed that they themselves were responsible for all aspects of triggering and follow up in communities, as they had been trained and felt they had the knowledge. As a result, follow-up was lacking and triggering was slow simply due to the lack of sub-grantee capacity. However, once they were alerted to the importance of involving local actors to assist them in the implementation process, progress could continue at a much greater speed, and as Figure 10 shows, the numbers of local actors involved has increased exponentially, in line with the numbers of ODF villages.

Figure 10: ODF Villages, Natural Leaders and Community Consultants



Several of the roles into which local actors are placed are familiar to CLTS practitioners everywhere, but have taken on new dimensions in the scaling up process. Others roles are as yet less familiar, and are evolving as experience with putting scale-up plans into action increases.

3.4.1 Natural Leaders

Natural Leaders have long been characters in the CLTS cast. These individuals tend to be enthusiastic citizens within their communities, though they may

not have been active in any official role in the past. They tend to naturally emerge during the CLTS triggering or follow-up process, and with some nurturing, support and encouragement, they can be empowered to take on a leadership role to transform their own community to become ODF. Natural leaders help in motivating their fellow community members, in monitoring as households become ODF, and in ensuring that behaviour change is sustained. Sub-grantee staff simply identify these Natural Leaders during the triggering, collect their contact details, and can then liaise with them in the weeks following until the community becomes ODF. All sub-grantees of FAA now systematically work with Natural Leaders and furthermore, encourage them to take the next step towards facilitating CLTS in neighbouring communities.

This latter is the evolution evident in Madagascar: the success of the programme has much to do with the effective involvement of a current total of 8538 Natural Leaders who have consistently emerged out of triggering processes in their own villages. This means that the number of Natural Leaders is greater than the current total number of ODF villages. Given that Natural Leaders work in more than their own village, this means that several Natural Leaders are in principal available to each village.

Indeed, the programme has made conscious efforts to systematically use Natural Leaders not only in supporting the ODF process in their own villages, but then drawing on this experience to spread the word and action to neighbouring areas. They are actively encouraged to stay involved as CLTS spreads in their immediate neighbouring areas. When they have gained experience through being associated with achieving ODF in several villages in their area, they may be called on to work as Community Consultants further afield.

Profile 1

Profile of Angela, a Natural Leader

Angela has been a Natural Leader since 2012. She was called upon to take the role by the mayor and was given training. Then she went out and conducted triggering in communities and gives follow up and support until they are ODF. That usually takes two more visits. Following the training, she triggered her own village first and then 11 further villages.

She attributes her success partly to the fact that she is well known as a singer, so when she speaks people listen to her. She

believes a good Natural Leader is someone who has the confidence to speak up, and who is dynamic. Angela enjoys working with people, and moving to different villages – and this helps in her professional work too, as she also becomes well known for her singing.

She says that after triggering, most people accept the need to change, and the few who resist usually follow when they see others start to change. At this stage, she may take resistant people to a fruit tree where they can see how the flies on the rotten fruit on the ground also fly up to the fruit on the trees. She also talks about a fly having six legs and that it can fly six km per day so it reaches a lot of places. The glass of water tool, she says, also has a huge impact.

She meets with staff from the sub-grantee every three months to assess progress. ASOS also visits after triggering, and this is an opportunity to discuss any issues that they might have.

Once the community is ODF they stop the regular work there, but visit one month later to encourage them to continue their behaviour.

3.4.2 Community Consultants

The FAA programme in Madagascar has now 1184 identified Community Consultants drawn from among the most motivated Natural Leaders, and they are fast becoming standard cast members across the country. These are now available to contribute to scaling up the outcomes of the programme in other communes, districts and regions. Being drawn from Natural Leaders, they have already gained experience in actively supporting the achievement of ODF status in their own and several neighbouring communities. They also tend to have a certain charisma, and some mobility.

In some cases Natural Leaders spontaneously decide to start triggering in neighbouring communities, without any support or encouragement. However, all sub-grantees now systematically empower promising Natural Leaders to help spread CLTS further, and when they have gained sufficient experience, to become Community Consultants. Through this, they can extend their influence across neighbouring communes as part of the scaling up strategy.

Some sub-grantees have gone a step further to facilitate the organisation of Community Consultants into a cooperative and to offer them financial

incentives for achieving targets of a certain number of ODF villages. In Analanjirofo Region, the sub-grantee ASOS has supported Community Consultants to organise at the commune level, and has given them training and encouragement to work in a systematic way. The Community Consultants then work in teams of three or four to trigger communities across the commune. They are able to achieve an ODF *fokontany* within a couple of weeks, and once this is achieved ASOS gives a small financial reward to the group.

In MIARINTSOA NGO in Vakinankaratra Region, one or two Community Consultants have also been absorbed in the organisation more formally, as technical specialists, such as Behaviour Change Specialists, but more commonly Community Consultants work to carry experience developed in one commune – usually their 'home' commune – to a different, often neighbouring or nearby, commune.

Profile 2

Profile of a Community Consultant: Etienne Randriarison, Vakinankaratra

"Sometimes you trigger someone when you're just talking to them in the street".

Etienne Randriarison lives in Ambodifarihy and is married with five children. He is 48 years old. His twin sons, age 22, are both married and have their own land. The next son, age 19, is also a Community Consultant in a different district. His other children are aged 14 and 11.

In 2010, sub-grantee MIARINTSOA NGO came to his village to trigger and he was therefore amongst those being triggered. His family already had a latrine, but he helped the Community Health Workers to sensitize the other villagers. This was a successful process and now the village is ODF.

After ODF, the MIARINTSOA team asked him if he would be willing to help other villages become ODF. They explained that since a fly can travel six km, if there are non-ODF villages within six km of his village, it is his problem too. So he worked in these villages until about six more were ODF. The FAA team visited these villages for the first time, but didn't suggest anything then. Then they came a second time and saw the villages were still ODF.

After that, MIARINTSOA contacted him personally and gave him training. Then they offered him a contract to work in another commune, in the same way he had worked in his own village.

Now he's the Community Consultant in charge of Ambodiriana Commune. He triggers the community at village level – the same as he did before - always looking for Natural Leaders in this early process, so as to collaborate with them. Sometimes the Natural Leaders don't emerge straight away, so he does follow up and a lot of activities and actions until they really emerge. Most of the time, Etienne says, it is the chief of the *fokontany* who first emerges as a Natural Leader.

Etienne Randriarison describes the other tasks that are involved as well: talking to the Mayor, talking to church leaders, to the principals of schools. He also does triggering at the institutional level, then these key people trigger their own church/school for it to impact in their own place as well. This is important as a balanced situation is needed in which people are using latrines in these institutions as well as at home. In these processes, Etienne also provides hygiene information.

For triggering at the village level, he uses mapping first, then the glass of water tool. If people are still not triggered at this stage he takes the Walk of Disgust. It has never happened to him yet, but if they are still not triggered the last tool is to say that he will leave them to it. He is certain that if he ever did have to use this tool, someone would stop him from leaving.

He says his main motivation is that he was really convinced by this process so he wants to convince other people too. He is also quite busy with other work, but says it is just a question of time management. He gives two hours a day to do this community work, and rest of the time he works to take care of his family. Apart from agriculture, he also helps his wife in machine stitching clothes. He has ½ a hectare of land and grows mainly cassava and maize. The family also helps with this work, and sometimes he hires people in to help. The work is seasonal, so when it is less busy in the fields, he has more time for community work.

For the future, Etienne Randriarison sees life is a constant learning process. He always wants to improve and go higher. In this job, he intends to eventually become a district supervisor. "The reason I enjoy the work so much is only because I am really convinced about it," he says. "Sometimes you trigger someone when you're just talking to them in the street!"

Profile 3

Donatien: Leader of the co-operative of Community Consultants in Analanjirofo

Donatien is a farmer, married with three children. He is well known because he has triggered a lot of villages since he started in 2011 - he triggered his own village and also around 29 others. He was involved with other organisations and programmes before this one – for example, he used to work on natural disasters. In that programme, he feels, there were a lot of meetings but these didn't impact on people's lives.

CLTS is different because it really touches people's lives and big behaviour changes have occurred with real impacts. He had used sensitisation approaches before but when he learned about the triggering tools he found that they really shocked people into taking action.

He says that an adaptation he has made to the standard CLTS practice was in going house to house. People are too busy and don't have time to meet. He finds the house to house method more successful. He has a booklet outlining the steps and the tools for CLTS, but he does it his own way and also uses his own ideas to trigger people. For example, to church goers he says that God had given us a clean world, clean water, etc. Churches use water for baptism which is a pure process so it should not be made impure by using dirty water. To others, he also talks about the fight for independence in 1947 when people fought and shed their blood for a better and cleaner life. They washed the environment in their blood so we should not make it dirty again.

On 28 Feb 2013, a group formed a Natural Leader and Community Consultant organisation, which Donatien leads. There are 12 members (three women and nine men). They have organised themselves into three teams to work in three different areas covering six *fokontany*. So far they have triggered 30 communities.

Looking to the future, he hopes that soon the commune will be 100% ODF. Maybe then they will move to other communes if ASOS can provide some support. If he is to go further afield to do triggering, his livelihood will have to come from this work. He also hopes that he might have the chance to visit other regions. It would be very interesting to learn from the experiences of people like him elsewhere.

3.4.3 Champions

Champions are also familiar characters in CLTS. What is new here, however, is the active nature in which they are being sought out, built up, acknowledged and groomed into the role by the 'catalyst' sub-grantee actors. In Vatomandry District of Antsinanana Region, for example, sub-grantee MAMIZO has carefully nurtured strategic champions who have sufficient motivation – and influence – to take CLTS further, give it credence, and are a big asset in the pursuit of sustainability.

Champions include individuals working at several different levels. Their central role is in creating an enabling environment to speed up the attainment of programme objectives at the level at which they work. Their involvement is also a contribution to the sustainability of programme outcomes because they are permanent and usually significantly influential members of their communities.

A common strategy – and one linked to the scaling up strategy of identifying strategic locations – has been to nurture the support of commune Mayors and other individuals in the district administration. The mayor of Sahamatevina Commune in Vatomandry District, for example, was proud that his commune was one of two selected, and had been an influential actor in ensuring success of the process. But Champions are also extremely effective at lower levels too. MAMIZO found, for example, that Champions at *fokontany* level were able to exert wide influence, often beyond their own *fokontany*.

Profile 4

Picture of a Champion: Benjamin Zafinaly, Fokontany Chief, Salehy Commune, Antsinanana Region

Benjamin Zafinaly is the chief of Salehy Fokontany of Salehy Commune of Vatomandry District. He is a CLTS champion. Besides ensuring an enabling environment for CLTS work in his fokontany, he has also played the role of Natural Leader and, of late, as Community Consultant. He not only took strong initiative in his own village and *fokontany*, but also has been quite instrumental in motivating another 20 villages in the entire commune.

Benjamin Zafinaly, Champion in Salehy Commune. Photo: Sisir Pradhan

Benjamin got interested in the work when MAMIZO came to him and explained their purpose. As he elaborates, "I am the chief of the *fokontany*. Anything that is going to happen in the *fokontany*, I am the first person to know and act upon it. From MAMIZO's explanation, I became convinced that it is high time to stop open defecation."

He started his work from his own village and when people were sensitized through hands on CLTS exercises, they became convinced and immediately prepared themselves to stop OD. He was very encouraged by this response and so continued pursuing the issue in other villages of his *fokontany*. In these he also met success. Gradually he took active interest in the surrounding fokontany, along with other Natural Leaders which emerged during the process of making his own fokontany ODF.

Responding to the question of why he became a Champion, rather than any of his friends and colleagues, he said, "The issue is very close to my heart. I want to see my people healthy and disease-free. At the same time, I started my work immediately after I received input from the sub-grantee, which allowed me to sustain my interest in the area of work I like."

He is very happy to see the positive changes happening around him. In his village, they have changed the old OD area into a restaurant site. One family is now earning their livelihood out of this business. This only became possible because the community took responsibility for stopping OD.

He aspires to continue his work and contribute to an ODF Madagascar at a higher level as Community Consultant. He is interested in helping people develop mechanisms to improve their toilets. Since people are poor and have low purchasing power, he will encourage community members to pool resources and build revolving funds to finance improved sanitation.

3.4.4 BCC experts, local technicians, masons

It has been recognized that a successful scaled-up sanitation movement will need to involve a broad range of different actors fulfilling tasks in villages, market places and organisations. In keeping with this, some organisations have been training and creating several other kinds of implementing actors:

- MIARINTSOA NGO in Vakinankaratra Region has absorbed some former Natural Leaders showing particular promise into the organisation as specialists in Technical Support and Behaviour Change Communication (BCC). BCC experts have also been trained by ADEMA, in Itasy Region.
- MIARINTSOA NGO has trained four local businesses in the production of san plat slabs.
- FAMONJENA in Itasy Region has trained selected young people to install an innovative design of san plat in existing latrine spaces.
- Some organisations have trained masons to build latrines where there is demand.

ADEMA's BCC experts, for example, are assigned roles focused on education, mobilization, spreading the three key messages of WASH[10] and in using the local radio broadcasts. They are involved in the design and development of visual and audio-visual tools that will be used to enhance the triggering, to reinforce the idea of communities' own capacity to solve their sanitation issues; to maintain the ODF status, and for their education. A BCC expert must therefore have the capacity to identify efficient communication tools and at which step they should be used. For CLTS, the use of audio-visual and visual material should begin after the triggering in order not to bias the triggering process.

A number of community engineers emerge from the ODF process in their own villages. SGs select from among these individuals with particular aptitude and recommend them for training to carry technical capacity more widely across the commune. At present 75 senior local technicians /'Master Trainers' have been trained in five types of low cost improved latrine technologies as well as in the process and implementation of sanitation marketing. These master trainings are carried out in partnership with the

[10]The three key messages of Diorano WASH are: 1) hand washing with soap or ash; 2) have and properly use an improved latrine (fly proof and using a san plat slab); 3) use safe drinking water.

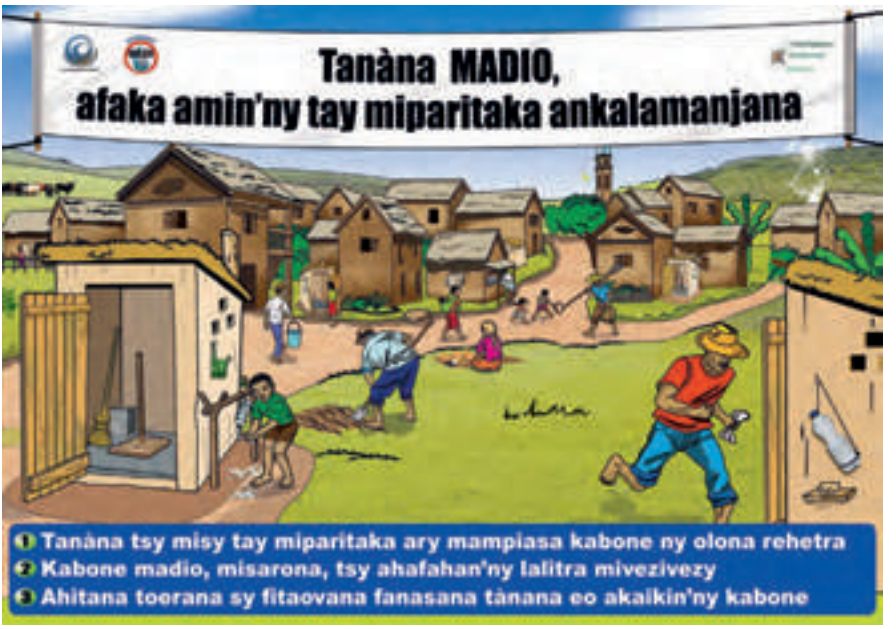
NGO Saint Gabriel, and trainees are expected to train junior engineers at the local level. These technicians then play a significant role in the scaling up process by offering services in latrine improvement via local technologies in ODF villages (see Section 4). They offer paid services related to improved sanitation, advice, production, sale, installation and after sales services.

3.4.5 Monitoring committees and the follow up 'push' (mandona)

At the beginning of the FAA programme in Madagascar, follow up was weak, triggering was often in itself considered an outcome rather than the ODF villages it is intended to produce, and the ratio of triggered villages to ODF villages was low. In some cases, the time taken between triggering and ODF was excessive. Recognising this as a problem area, the EA set up activities to draw the attention of sub-grantees to the follow up process, and eventually prepared a follow up protocol or guidelines. These guidelines were, however, loose enough so that sub-grantees were able to operationalize follow up in the way that best suited their area and project strategy.

The guidelines include suggestions for follow up preparation, approach and sequencing. They highlight, for example, that setting the right time for follow up meetings is important if the maximum number of village residents are to be present. For the approach, emphasis is given to recognising and applauding the achievements already made, as well as to dynamic reinforcing of the ODF goal.

The guidelines also specify a clear objective: to achieve ODF more quickly – and identify tasks of monitoring immediately after triggering (the next day); follow up over the next few weeks, and primary ODF verification.



IEC material developed by FAA: the three criteria for ODF

- ***A village where there is no shit outside and everybody uses a latrine.***
- ***The latrines must be clean, covered and fly proof.***
- ***Next to all latrines there is a handwashing device.***

However, confronted once more with the limited capacity of sub-grantees to follow up adequately when CLTS was operating at scale, different SGs developed their own solutions. These are variations on the theme of setting up monitoring committees with membership from across the wider community. In some cases, monitoring committees were set up to follow up after triggering, provide advice and support, and assess ODF status. Usually these involve large numbers of people, and a number of levels of monitoring.

MIARINTSOA NGO has created monitoring committees at each administrative level.

- At the district level, these include representatives from the Departments of Water, Environment, Education etc. as well as representatives from the district level Diorano WASH if there is one, and from the federation of churches and other religious groups; NGOs working on WASH such as SAF/FJKM and WaterAid, and members of the local radio station.

- At the commune level, the committee would include the commune Mayor; some executive officers; the chief of education; chief of the local hospital; pastors; representatives of local organisations and Community Consultants.
- At the *fokontany* level, monitoring committees consist of the chief of *fokontany*; the vice chief; school teachers; Community Health Workers; security personnel; pastors; representatives of local organisations, Community Consultants and representatives of cultural groups.
- At the village level, monitoring committees include security men; a health worker, a school teacher, a pastor, village elders, village organisation leaders etc.

Similarly **AINGA MADAGASCAR** built Diorano WASH organisations at district level and in 87 communes. Like in MIARINTSOA NGO's committees, at district level these include representatives from the Ministries of Health and Education. At the commune level, they include the chief of the Health Centre; a representative from schools administration, and teachers, etc. As the triggering process spreads, all of these committees will be involved in follow up. AINGA MADAGASCAR expects that in the course of bringing 800 villages to ODF, 330 actors will be involved.

In some cases, as noted earlier, the results of increased attention to follow up and a clear strategy to put it into place have been dramatic. AINGA MADAGASCAR, for example, had only 16 ODF villages five months after the start of triggering, but in the three months after allocating follow up duties to the commune and district level Diorano WASH Committees, a further 425 villages became ODF. Indeed, by December 2013, AINGA MADAGASCAR had produced 934 ODF villages although they had triggered only 639. This was possible due to the excellent work done by the other actors including follow up committees, Natural Leaders and Community Consultants.

Lessons Learned 10

Facilitating large numbers of actors

- Skills and experience gained through one's own village achieving ODF status should be tapped to spread CLTS to wider areas. Failing to identify and develop the right Natural Leaders and Community Consultants squanders this opportunity.
- Clear mechanisms for progressing effective individuals to work more widely should be proactively developed. Career planning for

Natural Leaders and Community Consultants to take on higher order roles in the CLTS process is constructive to keep up their motivation. Similarly, developing incentive structures like attributing a clear identity and defining rewards helps to enhance their performance.

- Champions can be made as well as found. They are rich resources at many different levels – key individuals in strategic positions can have wide effect. Identifying these individuals and actively building them as Champions can be an effective strategy.
- Follow-up work is essential, and is another reason why sub-grantees cannot do it all themselves. People brought into the follow-up process can come from all parts of the community, but need to fully understand the spirit of CLTS. Guidelines and/or clear terms of reference are helpful for specifying their role.

3.5 Collaborations across a range of actors to reach scale

Collaboration is a central peg in Madagascar's vision of an ODF country. To be effective as a method for growing the movement, collaboration has to go beyond paying lip service to protocol and etiquette around basic communication between the bigger and more powerful actors. Rather, collaboration needs to take the form of a sincere search for the most appropriate roles for each player in each setting. To arrive at roles which support rather than undermine the actions of other actors, full communication of intent and approach from each actor is essential, as is a certain level of trust which can arise out of a recognised shared vision.

There have been several examples of collaboration driving CLTS action at different levels:

- As seen, sub-grantees have used collaboration across key individuals in neighbouring groups of villages to spread CLTS from one area to another.
- Collaborations between sub-grantees have enabled the mentoring of one by another in key processes. For example, MIARINTSOA NGO – at 15 months into their scaling up process – has offered support and guidance to GREEN and the Sofia Mankadio Project as they are starting to expand CLTS on a large scale. This is one form in which a kind of specialised coaching system is evolving. As a result, the number of ODF villages in

GREEN targeted area has been tripled in only three months.

- Collaborations between the private sector and a sub-grantee, such as ASOS NGO training private traders in making san plat.

3.5.1 Collaboration between sub-grantees and Diorano WASH

In a striking example of a win-win collaboration which has produced excellent results for both organisations involved, AINGA MADAGASCAR in Vatovavy Fitovinany Region co-ordinated with the Regional WASH coalition right from project proposal development stage. In effect, they wrote the building of the district and commune level WASH coalition organisations into their project, partially fulfilling a long-held objective of the national level Diorano WASH to establish organisations at these levels in regions.

Spotlight 6

Success strategy in Vatovavy Fitovinany – AINGA MADAGASCAR NGO

In Vatovavy Fitovinany Region, the FAA programme is implemented by AINGA MADAGASCAR. They started implementation in October 2012 and already by July 2013 they had achieved 425 ODF villages out of 441 that were triggered in November and December 2012. What are the reasons behind this very rapid achievement of results? A key aspect appears to be their strategy of working through the structure of Diorano WASH.

In Vatovavy Fitovinany Region, the Regional Diorano WASH was established in 2009. It is made up of representatives of the Ministries of Health, Population, Environment, Water, Tourism and Education; representatives of NGOs such as the Red Cross, AINGA MADAGASCAR, ASOS and others; the head of churches, the head of the scouts and representatives of the media.

When it was established, it was intended that the Regional Diorano WASH would establish further committees at district and commune levels. However members reported that they had initially been unable to establish these due to a lack of funds. Therefore when the FAA

programme was allocated for the region, part of the project implementation included AINGA MADAGASCAR establishing these committees and implementing the project partially through these new bodies, potentially creating a mutually beneficial arrangement between the Diorano WASH and the sub-grantee. The representative of AINGA MADAGASCAR reported that they had a lot of previous experience in institution building and were happy to take this approach. In the early stages of the project, therefore, AINGA MADAGASCAR established six District WASH Coalition Committees (DWCCs) and 87 Commune WASH Coalition Committees (CWCCs).

Initially, the triggering of 441 communities by AINGA MADAGASCAR Technical Assistants was proving fairly slow in achieving ODF outcomes. During a national level sharing workshop organised by FAA in March 2013, it was suggested that AINGA MADAGASCAR use the CWCCs and DWCCs more actively in the process of follow up after triggering.

Once this strategy was implemented, the results radically improved: by March 2013 only 16 villages were ODF, but between March and end June 425 further villages became ODF. Members of the Commune WASH Coalition Committees divide the villages in the commune between them, and pay regular visits to encourage behaviour change. They give some technical support where needed, and they mobilise people without pressuring them. On average they make two or three visits before the community becomes ODF. They don't get any payment for their contributions but when they attend district level Diorano WASH meetings they get paid a per diem and transport.

The DWCC members undertaking a monitoring visit are always accompanied by a CWCC member from that area. Sometimes this role can include facilitating discussion to arrive at technical solutions. One monitoring group, for example, reported that in the village they had just visited, no-one was defecating outside, but there were too many flies around to be able to declare ODF. So they had spent the visit discussing the flies and helping the community identify ways to reduce their presence, including through general waste management strategies.

The DWCC has quarterly meetings to review progress and to address problems and challenges. There is a representative of CWCC in the DWCC and there is regular informal communication outside of meetings. The DWCC has a budget to bring people to meetings and to travel to communities for verification.

3.5.2 Collaboration between sub-grantees and other implementing actors in sanitation

In a different example of collaboration, MAMIZO, a sub-grantee working with a small FAA grant in Antsinanana Region, experienced some tensions with other NGOs and agencies running projects in the same areas, and the Diorano WASH was instrumental in helping them to resolve this issue. MAMIZO was new to CLTS: they had their first training in CLTS three months before the start of their first grant, and no previous experience. They aimed to trigger 100 villages over the 16 month grant period. Half way through the project, they also joined a training run by Kamal Kar, and on his advice started to integrate Natural Leaders and Community Consultants/Champions more strongly into the project strategy. As a result, at the end of 16 months, results exceeded objectives. In the course of this, however, they found that other organisations' work in sanitation was not always supportive of their implementation of CLTS and sometimes threatened to prevent their work from properly igniting. They found the regional level Diorano WASH was a space in which these conflicts could be resolved and complementary and mutually supportive roles established.

Spotlight 7

Actor conflicts and the magic of the Diorano WASH: MAMIZO collaborates in Antsinanana Region

MAMIZO experienced many challenges in negotiating the different approaches and styles of work on both water and sanitation that were present in the areas where they were starting to work with CLTS. USAID, UNICEF and WaterAid all had projects in the area, mainly working through implementing NGOs or government agencies. Although by the time MAMIZO started work other organisations were also using CLTS, there were still differences in methodology.

MAMIZO found the regional level Diorano WASH immensely helpful in solving many of these territorial problems. The coalition has brought actors together both formally in meetings and informally in outings. At one level, this communication simply means that the actors know much more about what each other are doing. Beyond this, the information exchange means that actors with objectives or populations in common have an opportunity to find out about each other's strengths and weaknesses, which can result in better strategies.

In one example, communication through the Diorano WASH meant it was possible to overcome difficulties MAMIZO was having with another NGO, Saint Gabriel. Through the coalition, they worked out an arrangement such that both organizations were working to their strengths, with MAMIZO doing behaviour change work and Saint Gabriel developing the sanitation marketing mechanisms. In another example, MAMIZO was finding that their way of working with CLTS conflicted to some extent with that already established in Mahanoro District, where USAID was finishing up a project. MAMIZO had been working with one village in that district which was organizing an ODF celebration, so on the basis of contact with USAID through the Coalition, they invited the USAID actors to the celebration. After that, they had a meeting in which it was agreed that as the USAID wound up their work, they would 'hand over' the sites to MAMIZO to ensure sustainability and to continue the process in villages which had not become ODF. All levels of information, good and bad, were exchanged in order to optimize this strategy.

When it is necessary to enhance coordination and synergy to get a harmonized approach, Diorano WASH has a fundamental role in conflict resolution. This is also true at the national level of Diorano WASH, where harmonization of approaches to sanitation is not complete. In particular, the Decree on Sanitation regulating the activity of the Directorate of Sanitation states that CLTS is a priority approach but others are also possible. This is a point of disagreement between the Directorate and the FAA, which Diorano WASH attempts to negotiate.

3.5.3 Collaborations between SGs and the regional and district administration

At the national level, relatively active collaboration between the EA and government departments has been established via the close involvement of the Programme Coordinating Mechanism (PCM). At regional level, also, there are examples of good collaboration, although not necessarily through the formal governance process. Sub-grantee MIARINTSOA NGO, working in Vakinankaratra Region, for example, had conducted an extended advocacy process at different levels of the administrative structure. It had also built Monitoring Committees at each level: district, commune and *fokontany*. Both district and commune level committees included representatives from

government departments – such as the Departments of Environment and Education – although these representatives saw their involvement in the committees as personally motivated and voluntary rather than mandated as part of their role in the Department.

Institutional Triggering (See Spotlight 4) is an important tool for initiating and maximising collaboration at region, district and commune level and for creating the follow-up committees at all levels which bring a number of different actors together. From the Vakinankaratra example (MIARINTSOA NGO), this triggering strategy has been rolled out to other regions such as Diana, Sofia, Boeny etc.

Scope for deeper collaborations may be limited in Madagascar in some areas at this time by the unresolved political crisis. In one case at regional level, this was cited as a major blockage to the government's ability to act in co-ordination with NGOs, but also as an excuse for other agencies to bypass government departments, despite the fact that these are the pillars of sustainability of the project outcomes:

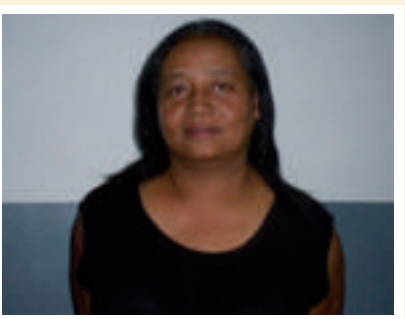
Profile 5

Better collaboration would benefit everyone:

Interview with the Director, Water, Sanitation and Hygiene, Antsinanana Region

Mme Marie Pierrette Ramihaja Vonintsoa has been the director of water, sanitation and hygiene for two regions including Antsinanana since 2009 but since 2012 when the regions were separated, she became responsible only for Antsinanana Region. She is very enthusiastic about CLTS.

Mme Ramihaja Vonintsoa explained that although sanitation initiatives in the region are not new, there was earlier not much communication among the actors nor emphasis on behaviour change. Only when FAA came into the picture did the many meetings begin to be conducted and an environment of working together was built.



Antsinanana Regional Director of Water, Mme Marie Pierrette Ramihaja Vonintsoa.
Photo: Sisir Pradhan

Before adopting the CLTS approach, many actors including the Government of Madagascar constructed toilets on behalf of the community, but this approach failed to serve the purpose. In the case of community toilets, when these became dirty no one was interested in managing them and they were abandoned. Household toilets generally met the same fate. But with CLTS, the results are tangible. Citing her experiences from involvement in the ODF certification process, she said that she was amazed to see how clean the villages are, that there is no smell, that people are taking responsibility without any coercion from outside and they have built latrines themselves without any outside support. She believes that this approach is more sustainable and should be implemented everywhere.

The director expressed unhappiness about various actors who are still following the subsidy approach, and sometimes by-passing the local government in order to do so. For example, one NGO came to discuss a subsidy-based project with her before implementation. She emphasised that a behaviour change approach is necessary, but the NGO simply did not come back to her and went ahead with implementation.

Although FAA has initiated a collaboration, trying to bring together all stakeholders including her office, the director noted a few challenges impeding greater involvement of her office in the process:

- Because of the political crisis, many donors do not recognise the government and hence some are neither accountable nor seek government support. But when there is a problem, in many cases the incident is referred back to her office for solutions. Since the director's office is not involved in the implementation process, at times it is very difficult to solve problems that arise later.
- Regional and district level WASH coalitions exists but they do not have resources to perform properly. They have an action plan, but it is seldom followed for lack of funds.
- There are many partners who are interested in working in accessible areas but few are interested in reaching the communes farthest from

the district headquarters. So the government is left with responsibility for these areas, but lacks the financial resources to perform this role fully.

- The FAA programme is functioning well, showing results on the ground, and has started collaboration. But there could be even greater collaboration if it is intended that the director's office will take up the approach and the resources gained once the project is phased out. The government structure is the sustainable structure. Hence the people working within this structure should be involved in the capacity development and experience sharing process. Only being involved in the ODF certification is not enough.

She concluded by saying that the process of collaboration initiated by FAA is good and she is optimistic that it will get stronger and have better results if the Regional Director, Diorano WASH and all other actors come together and work coherently.

3.5.4 Collaboration with schools, churches and other local actors

The process of scaling up CLTS has also involved other kinds of collaborations, because the process makes appeals to all kinds of community members, and often specifically to individuals responsible for influential organisations.

There have been instances, for example, in which interactions with teachers and church leaders in institutional or community triggering processes have caused those institutions to seek sanitation improvements at their own school or church. This was done usually through their own initiatives, or alternatively by seeking support from the church structure and/or the Diorano WASH. In one example, CLTS triggering acted as a catalyst to re-ignite a sanitation in schools project which had earlier failed to stop open defecation.

Spotlight 8

School sanitation links in Itasy Region

Before the sub-grantee FAMONJENA NGO worked with the FAA project, they facilitated a schools sanitation project which built school toilet blocks in all the schools in Ampefy Commune, in Itasy Region, with funding from a French NGO. This was in 2011. The teacher, Randriamaholitiana Simonette, in Soavinandriana Fokontany primary school, said, however, that before the village became ODF the children didn't use the toilet as they were not used to the cubicles and were afraid to use them. They continued to go to the bush.

However, once the village was triggered in 2012 the children started to use the toilet at school alongside their household or shared latrines at home.

The teacher reported that the difference in the school since the *fokontany* became ODF has been huge. Before, up to 50 per cent of the 95 children in the school were absent at any one time due to sickness, but now the attendance rate is near to 100 per cent. The children are more motivated to study and their performance has improved. She reported that she is much more satisfied in her job as the children are attending school, they are clean, and she also has a toilet that she can use. She noted that the whole village is cleaner. The children sang songs about using the toilet, hand washing with soap, and hand washing before eating.

Of the students in the school, five do not live within the commune but come from non-ODF villages. Those children have spread the ODF message to their families and all have a latrine in their household, though their villages are still not 100 per cent ODF. Those villages will be triggered under the next phase of FAA's support to FAMONJENA NGO.

As might be expected given the scaling up process and the need for multiple actors, for most projects, a number of different kinds of collaborations operate together to bring about ODF.

In Ampasime Manantsatrana Commune of Fenerive Est District of Analanjirofo, Natural Leaders were asked to identify all the institutional actors which had been involved in the ODF process. The commune was almost fully ODF (only the *fokontany* encompassing the local town was still OD). The Natural Leaders identified 15 different actors and then agreed on a ranking of these actors according to their contribution to the ODF process.

Table 1: Ranking of institutional actors in Ampasime Manantsatrana Commune

Actor	Score out of 10	Reason
Natural Leaders / Community Consultants	10	They do the hardest job because they go to villages.
Deputy Mayor	10	Visits different villages, helps NLs and CCs and gives training and support.
ASOS – the sub-grantee	10	Nothing would have happened without them.
Mayor	9	He provides technical support.
Fokontany chief	9	He provides technical support and strength.
CCDW (Commune WASH Coalition Committee)	9	Works hard in collaboration with CCs and NLs.
Tangalamena (Traditional Leaders)	7	They have power in the community.
Ministry of Water	7	The MoW provides some sensitization.
Commune police/ security agents	7	They supervise the rules about OD. After a first warning they fine a household without a latrine 5000-10000 Ariary.
Ministry of Home Affairs	6	MoHA helps by sensitizing people in meetings.
Land Agency (BIF)	5	When they go to measure land plots, if they see OD they inform people.
Churches	5	They sensitize people in meetings.
Local technicians	5	These work with NLs and CCs.
Journalists	5	They report on ODF progress and events on local radio.
UNICEF	1	Works on school sanitation.

Lessons Learned 11

Local and regional collaboration

- Collaborations between different kinds of actors should be nurtured as a priority at all administrative levels. Collaborations are the basis for involving sufficient numbers of actors to scale up.
- Win-win situations in which other organisations are supported to enable CLTS to flourish can benefit everybody. These can also greatly improve sustainability.
- Identifying actors can reveal contributions from unexpected sources, such as from land agency officials, who can also then be fully engaged in the process.
- It is important to recognise that different actors have different roles in various stages of CLTS implementation from pre-triggering to post-ODF follow up. Some, like Natural Leaders and Community Consultants are very effective in pre-triggering and follow up; other agencies like BIF (the land survey department) could be very effective in post ODF monitoring action.

3.6 Leveraging traditional structures and cultural processes

A vital element of the success stories taking place in Madagascar has been the ability of different organisations to draw traditional and cultural features into the CLTS process. This has played out in different ways across the varied and complex social landscape of this large island, but a common feature has been the absolute necessary to work through traditional structures.

3.6.1 Active involvement of traditional leaders

A common strategy, seen in different manifestations in different regions, was to pay particular attention to bringing traditional leaders on board with CLTS. The different social groups across the country of Bara, Sakalava, Antemoro, Betsimisaraka, etc. have leadership structures named variously Ampanjaka, Apanjaka and Tangalamena, but strategies to bring them into the CLTS process have emerged consistently and are similar. Often this is achieved through some version of Institutional Triggering. This strategy

was usually not present in the initial stages of the FAA programme in different regions, but was put into place because of slow progress and a gradual recognition that traditional leaders hold authority that can be tapped in a useful way. Institutional Triggering to include these actors might take place directly in meetings with groups of traditional leaders, or via introductions and persuasion by the Mayor or other Champion; or traditional leaders might be invited to a wider Institutional Triggering. Advocacy strategies have also included courtesy calls, calling a traditional leader's conference; and holding monthly meetings at the commune level with them.

Spotlight 9

Key strategy: Triggering the Tangalamena

In Antsinanana Region, MAMIZO found that addressing the traditional leaders – known in this area as Tangalamena - has been an absolutely necessary step in their CLTS process – and traditional leaders also reported that the project just didn't work before MAMIZO called them together for a workshop.

MAMIZO's initial experience was that customs, overseen explicitly or implicitly by Tangalamena, were a significant blockage in CLTS. People struggled with a taboo or perception that it was disgusting to keep shit in one place as the latrine system requires. They also found it difficult to change from a system based on defecating outside the village to one based on bringing the shit into the villages, and often closer to home.

Triggered Tangalamena with the Champion Mayor (centre) in Antsinanana Region
Photo: Kirsty Milward

MAMIZO also recognised that, especially in situations related to culture or appropriate behaviour, traditional leaders have a lot of authority when they speak. Their strategy was first to invite Tangalamena from their working villages to join a WASH committee, and then have a separate meeting with all of them. Effectively, this was a triggering with adaptations designed to address the particular concerns of these leaders. The symbolic importance of clean water for rituals was emphasised and drawn on when facilitators asked if the Tangalamena were sure the water was free of shit. Facilitators drew attention to the

fact that there is often shit, or even a whole OD area, very close to every village's sacred place, so they asked, "How is this sacred?"

At this meeting, Tangalamena agreed that if they were to take this forward, it was first necessary to build their own latrines, and then ensure that each household in their direct families also had latrines. Several then set deadlines of 15 days for every household to have a latrine and a fine of 5000 AR for not building a latrine. For some of the smaller villages, the period from the Tangalamena meeting to village ODF was only two weeks; for the bigger villages the process took up to six weeks. The Tangalamena are very pleased they were consulted in this process, that they are recognised as key actors, and are proud of the results. They also think that they should be recognised as responsible authorities more often.

3.6.2 Understanding the authority structure – the Ampanjaka

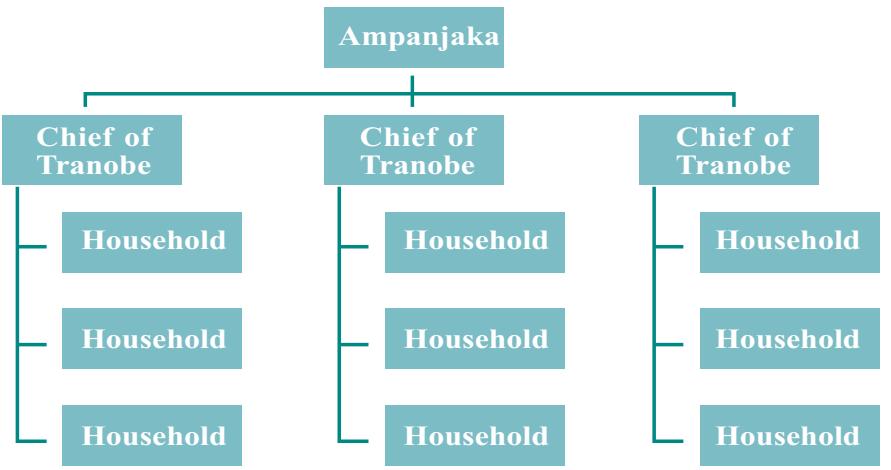
Adding depth to the realization that traditional leaders are key gatekeepers to the success of a CLTS process, AINGA MADAGASCAR in Vatovavy Fitovinany Region discovered that once the local traditional leaders – here known as the Ampanjaka, or literally 'kings' - were on board, progress to ODF for the whole community could be remarkably rapid. The main criterion generating this speed was whether all of the relevant authority figures had been brought on board. Ensuring this involved fully understanding how the Ampanjaka hierarchy worked.

In this case, the Ampanjaka is the 'King of the big house' and represents a village or sometimes a group of villages. Working as his mouthpiece and implementers, below him there are chiefs of the 'big house' – Chiefs of Tranobe. Each of these chiefs has authority over three or four households of his direct family (see Figure 11).

The key, AINGA MADAGASCAR explained, is making sure each of the Tranobe Chiefs is triggered as well as the Ampanjaka. This is because the Ampanjaka by tradition does not make decisions in isolation from the people he is responsible for. For him, the mouthpieces of the situation of his people are the Chiefs of Tranobe. Therefore, addressing the Ampanjaka directly will not yield a decision – rather it is the Chiefs of Tranobe who have to convey advice to him. Once that is done, very little else is needed as the Tranobe Chief has the authority to ensure each of the households in his group will build a latrine fast. The Tranobe Chiefs not only involve

themselves in triggering, motivate their clan group but also ensure the follow up process in their locations. In fact, the Diorano WASH monitoring committee now claim that the ODF process is much easier in villages with an Ampanjaka structure. In some cases, Ampanjaka/Tangalamena representatives are invited to be members of the Commune WASH Coalition Committee.

Figure 11: Schematic example of the Ampanjaka hierarchy in Vatovavy Fitovinany Region



3.6.3 Working to change custom

The Diorano WASH members in Vatovavy Fitovinany have, however, found that it is not just a case of buying into traditional structures in order to align their authority with CLTS objectives. Rather, they have found that there are in fact spaces for negotiation within 'traditions' – however fixed and unchangeable these are presented as being.

Spotlight 10

Reinventing tradition: the Diorano WASH argues the case for latrines

Some of AINGA's working areas in Vatovavy Fitovinany Region, are said to be 'very traditional' and hard to change. Some groups in this area have claimed open defecation as a custom or tradition. People in Manazare

District, for example, said that defecating on the beach is their customary practice. The implication, of course, is that OD is an important feature of cultural identity, therefore inalienable – especially by outsiders or strangers. But members of the regional Diorano WASH – the regional co-ordinator; a representative of the Ministry of Water; and a representative of the Ministry of Environment, argue convincingly that together AINGA MADAGASCAR and the Diorano WASH can make a new tradition of latrine use amongst these groups. The formula they use, says Ada Herinjaka of the MoW, is "1 + 1 = 3": that is the value added of this sub-grantee-Diorano WASH collaboration.

The regional co-ordinator, who comes from this region, points out that nowhere is it cast in social laws or practices that defecating on the beach is an unchangeable custom, rather it is just a bad habit. And habits, like traditions, can be changed with the right strategies. The team is fully aware that this can only be achieved by working carefully with the guardians and spokesmen of tradition: in this case, the Ampanjaka, or traditional leaders. If the Ampanjaka institutes a Decree or local law forbidding OD and encouraging latrine use, and uses latrines himself, then this change will become the next custom, because custom is in the hands of Ampanjaka behaviour. If CLTS leaves the Ampanjaka out of the behaviour change process, the custom will not change either.

3.6.4 Using songs as a vehicle for spreading the message

Involving traditional leaders and using these structures to strengthen CLTS has been a way of embedding sanitation more deeply into social and cultural life. A second strategy with a particular focus on cultural life has been the use of songs and song groups to convey sanitation messages. There are a number of ways in which this has been done:

- Groups of children – either through school or simply in the community – have learned sanitation songs, including actions/dance depicting OD behaviour. These songs can be performed at neighbourhood events and also as part of neighbouring village triggering or follow up processes. Sanitation songs by children are also involved in Clean Schools competitive processes organised by Diorano WASH, and at other events at the commune and *fokontany* levels such as during ODF celebration events.

- Women's groups perform sanitation songs, teach the songs to children, and spread them in similar ways through local performance opportunities and in neighbouring CLTS activities. Both women's and children's song groups have also been featured on local radio.
- Traditional singers and singing groups, who have a local entertainment role, are requested to compose songs on sanitation. These can then be included in their regular repertoire and/or also taught to children's and women's groups.
- Competitions are arranged between different groups and for performance of sanitation songs, as well as among traditional singers for the best new composition. In one case in Vakinankaratra, children's performances of sanitation songs were one element of a wider 'clean village' competition around which an event involving several villages was organised. Often, these take place at fokontany or at commune level. These events can also be used as triggering activities, and can include demonstrations of triggering tools.

Songs are recognised by the SGs which encourage their use for sanitation messages as an important way of displaying feelings. Often people spontaneously create songs after triggering, and then use these songs to trigger other people. Creating songs is a common reaction to many major events so their use here taps into behaviours which are familiar. The songs and dances / gestures that go with them are also very unifying, and help to build collectivism. In addition, they are a learning tool: repeated singing is a reminder to singer and listener of the message.

Other kinds of performance, such as drama and poetry writing / reading, have also been used but are less common.

In three districts of Vakinankaratra Region there are at present 161 singing groups –

Children in Vakinankaratra Region singing a sanitation song.
Photo: Onisoa Rindra Ralidera

some of these are children's groups and some women's groups. There are 925 ODF villages, so song groups have been used/formed in approximately one in every six ODF villages in the area of MIARINTSOA NGO's operation.

Implementing CLTS at scale therefore needs to seek ways of using the resources of culture to synchronise with objectives of eliminating open defecation.Institutional Triggering must always take on board the actual structures of influence, and include traditional leadership at locations where this exists alongside newer power structures, in particular the decentralised administration.

Since power structures are configured differently from area to area in Madagascar, as in many countries, it is once again important to retain sufficient flexibility with methods and approach at SG level so that these different contexts can be successfully addressed and all of the right actors inspired. It is also important specifically to analyse which structures are strongest in a particular location and work mainly with those structures. At national level in Madagascar, for example, there is a structure of tradition leaders but these actors are not very powerful at this level. But local level traditional leaders are very powerful. In operational terms this means that at the national level informing the leaders about the project is sufficient; while at the local level much more is required.

Similarly, the resources of culture can vary from place to place: those activities that bring people together in a spontaneous and celebratory way should be sought out as spaces in which to nurture the generation of behaviour change.

Lessons Learned 12

Engaging with the resources of culture

- It is essential to work with the power structure of traditional leaders where it exists and to trigger the leaders.
- However, it is important that this happens alongside triggering at the village level. Rather than using traditional leader power to enforce behaviour change, the objective is to align leadership with the motivation for behaviour change created in the community.
- It is important to fully understand how the power structure works. Focusing strategically on key individuals within it can also lead to very fast-moving CLTS processes.

- 'Traditions' of open defecation are rarely a true impediment, because traditions are often changed and re-invented. CLTS aims to encourage communities to invent a tradition of fly-proof latrine use.
- Working with the existing cultural resources – such as traditional song groups, groups of children and women singers, poem writers – can help to change the traditions.
- Sanitation songs are effective and powerful message carriers, and they can help bring a community together to act collectively. Through this and the 'reminder' effect of performing and hearing songs, they can help to create and sustain ODF status.
- It is important to create space and institutional platforms like competitions for performing the songs as this keeps them in circulation and helps to disseminate the message to a large number of people.

Photo: Kamal Kar

Chapter 4

Participatory technology development and challenging the prototypes

Previous page: Upgrading pit latrines in Itasy.

Participatory technology development and challenging the prototypes

Participatory technology development and moving up the sanitation ladder has been a grey area among the CLTS fraternity across the world. There is a strong tension between those who advocate the introduction of technological prototypes with a wide range of incentives, often justifying a case for upfront household subsidy, and those who believe that diverse technological options must evolve by capturing the imagination of local communities and their ability to adapt. This approach to technology development is unusual in sanitation work, and has the potential to break important new ground regarding methods for promoting progress up the sanitation ladder.

This section is organised into the following sub-sections:

- The FAA approach to technology improvement and the sanitation ladder.
- Building upon available technology options.
- Innovations for technology adaptation.

4.1 The FAA approach to technology improvement and the sanitation ladder

Madagascar paints a special canvas of local technology development in sanitation by appreciating the diversity of responses, context specificities, local innovations, indigenous knowledge and gradual adaptation by different groups of the local community. The spirit of CLTS has taken centre stage in encouraging community engineers and transmitting local knowledge into the design of technologies. In fact, it is the community imagination that is reflected in the process of technology adaptation rather than the more usual picture in sanitation programmes in which outside technology manipulates community choice.

The FAA programme and sub-grantees have been constantly challenging themselves to identify the best technological options and promote innovations selectively, bearing in mind accessibility in the market, and the ecological and economic landscape. For example, in Antsinanana, communities have come up with raised toilets with a strong superstructure that can withstand cyclones, a common feature of the region. In addition, the SG is seizing the advantage of Saint Gabriel, an NGO which has been offering low cost

sanitary hardware choices. Recognising the strong specialised skill base of Saint Gabriel in offering both technology and technical assistance for capacity building of local masons, FAA contracted them to support other SGs as a part of the sanitation ladder strategy. In Analanjirofo, a wide basket of choice of technological options is tested with trained masons, who are linked up with hardware suppliers. Further, to reduce costs procuring materials in bulk, the masons form groups and operate in a cluster of households. These examples are not isolated anecdotes – rather FAA has tried to expand these methods through effective communication across SGs and by incorporating them as systematic elements in the technical assistance and training provided by the EA and its training agents.

The key thinking in the FAA programme has been to allow the community to inform the technology development process that complements their ability to manage and afford to the technological options. This strategy accommodates the low purchasing power of the community while still addressing the main issue of breaking faecal-oral contamination.

This approach is effectively challenging the dominant paradigm of sanitation technology. This dominant paradigm tends to include high levels of anxiety about the significance of improved technology, which ultimately acts as a serious impediment to basic sanitation for all because it is unaffordable for many. For this reason, it is often a stated reason for reintroducing subsidy after a basic CLTS process in the name enabling the sanitation ladder.

In operationalizing this approach and perspective on sanitation technology and marketing, FAA Madagascar has its share of challenges as well as positive outcomes. The following sub-section throws some light on contextual issues with which the sub-grantees are confronted, as well as highlighting successful programmatic attempts to promote technological innovations with the potential to make a difference at scale.

4.2 Building on available technology options

For most of the sub-grantees in Madagascar, some level of addressing sanitation marketing and technology upgrading forms a part of project objectives. However, all organisations, in line with CLTS principles, have rightly been careful to fully complete the behaviour change component – i.e. arrive at ODF – before talk of sanitation marketing and latrine improvement is introduced.

Because of this, several have found they have progressed less far with the latrine improvement component than they had scheduled – most projects were in mid-implementation at the time of research. But where some action had been taken to lay the groundwork for sanitation marketing and moving up the sanitation ladder, a number of other challenges were also evident, most clearly the cost of transport, the ability to pay by poor communities and the challenge of the shift required in structural design to accommodate the kind of improved latrines that are most commonly available.

Sub-grantee MIARINTSOA NGO, for example, intended to take advantage of existing possibilities by keeping sanitation marketing in the hands of the private sector. They had publicised the opportunity at commune and district level, emphasising that it was likely that 10,000 or more households would build latrines over the next three years. They invited local traders and entrepreneurs to a training to learn how to produce san plat slabs, and four enterprises took the training. Of these, three are now working on production but business has not yet taken off. 97 san plats have been sold at a price of 12,000 AR (US$ 6) across nearly 1000 ODF communities.

In Antsinanana Region, MAMIZO had developed a multi-activity strategy for information dissemination about improved technologies, and was carefully tracking san plat buyers, but they had similarly not yet experienced the large scale improvements they were hoping for.

Spotlight 11

Challenges of scaling the sanitation ladder: a picture from Antsinanana

In Antsinanana Region, a national NGO Saint Gabriel, was already working on sanitation in some areas and had started an outfit – Sanitech - making san plats in three grades. When the sub-grantee MAMIZO began doing CLTS in some of the same areas this caused considerable tension because the behaviour change was incomplete and Saint Gabriel was thus putting the cart before the horse. MAMIZO used the Diorano WASH mechanism to address this conflict, and the result was an agreement that MAMIZO would do the 'soft' work of behaviour change, and Saint Gabriel would do the hardware production and distribution.

MAMIZO has carried out several activities publicising and generating awareness about the san plat technology. It has been discussed on radio programmes at harvest time when cash is available. It has been advertised with a mobile van broadcast unit. They have shown video demonstrations of the technology in ODF villages. Nevertheless, they are somewhat

surprised that across the 14,161 ODF individuals, only 200 san plats and 51 ceramic latrines have been sold so far. Of these, only 80 latrines have as yet been installed. MAMIZO keeps detailed data of the purchase of Sanitech products, and household profile data of purchasers. Five local technicians were trained in installation.

The project chief, Christian Fellack, puts this slow progress down to lack of cash – or poverty. The three grades are:

- Simple san plat – 20,000 Ariary (US$ 10)
- San plat with siphon / U bend – 25,000 Ariary (US$ 12.50)
- Ceramic plate – 30,000 Ariary (US$ 15)

He believes that many of the sold units have not yet been installed because installation also requires cash and it is possible that owners are waiting till the next 'cash season' (generally two per year) to take the next step.

Because of this situation, publicising the san plat has been put on hold for the time being: MAMIZO would prefer to see the currently sold units installed before they take the next step.

As Spotlight 11 suggests, scaling the sanitation ladder faces a number of challenges. Nevertheless, FAA has been making a systematic attempt to optimise opportunities within these limitations. By improvising the modalities of technology access, organisations like ASOS in Analanjirofo, as described briefly below, have facilitated more than 34,140 persons to use 3,538 improved latrines out of a total 153,408 people living in an ODF environment.

Lessons Learned 13

Realities of the sanitation ladder

- The process and pace of demand-driven progress up the sanitation ladder may vary from place to place depending on many factors. This should be factored into timescales in a realistic fashion. Ambitions to make it faster should not jeopardize the CLTS principle that sustained and collective behaviour change must come first.
- Affordability and easy access to sanitation hardware appear to be central challenges for improving latrines. Therefore facilitating the development of low cost models using local technology in partnership with the ODF community is essential.

Besides tapping existing opportunities for technology adaptation, early recognition of challenges and the continued quest to overcome them has paved the way for some suitable alternatives. The EA is not only facilitating the sub-grantees to identify actors in the private sector who have the social ethos and values to understand people's priorities, they have also strategically engaged with the private sector by including their representation in the PCM.

This, however, is just the first step of the solution. The next step is to facilitate mass production. At the time of this research, the EA with the PCM is starting to grasp and conceptualise strategies to address this. In one strategy, FAA has created space for one private sector entrepreneur to work hand in hand with NGOs over a long period of time to internalise the principles of CLTS. The following sub-section outlines the outcome of this in greater detail. Nevertheless, it is clear that grappling with issues of participatory technology development is pushing the EA to deal with the challenge of mass production and scale.

4.3 Innovations for technology adaption

Alongside the as yet unfulfilled potential in some regions, some very promising work is being carried out in others, producing innovations in locally appropriate design and manufacture for sanitation marketing. Key innovations in Itasy Region have been led by Tovo Ratefy and his private sector organisation, Famonjena Consulting Development (FCD).

Developing improved latrine models that can be easily maintained and cleaned whilst maintaining a reasonable price has been a challenge all over the world. Most options offered so far have been san plats, ring and slab, or a slab with a lid cover all made from cement or reinforced cement concrete (RCC). The problem with these models are as follows:

- They are heavy hence difficult to carry from the production/sales centre to the point of use.
- They are easily broken or damaged during transport.
- There is a high transport cost.
- They require a stronger sub-structure to carry the weight of the heavy san plat.
- They require a lot of effort and money to reinstall to a new pit once the old pit is full.

Spotlight 12

Solving technology problems: Designing a light and strong model in Itasy Region

The innovation of Tovo and his organisation has successfully addressed all the above problems and constraints. The model is made of a light and strong compound material that makes it very easy to transport, install and reinstall to new locations once a first pit is filled up.

Tovo is an engineer by training. Since 1997 he has been looking into sanitation. When he got involved in the FAA programme he visited a lot of ODF villages but was shocked at the state of the latrines, and recognised that there is strong confusion around the notion of an improved toilet promoted by the Joint Monitoring Programme of the UN. Tovo could see that it was difficult to scale up the use of concrete san plats as they are heavy and expensive. So he tried constructing a slab using waterproof pre-fabricated plates made of sand, silica, saw dust and glue. A local technician came up with the idea of the hinged lid as people forget to put the lid back. The idea of the elastic spring means that people do not have to bend and touch the lid – it will close with a tap of the foot.

FamoPlat© with hinged cover as developed by Famonjena Consulting Development.
Photo: Katherine Pasteur

A fly-proof lid is cut out very cleverly from the hard board and fixed with a hinge at the wider end of the hole. There is an elastic spring attached to the lid cover which opens up the lid with a single touch. The lid cover rests on a ridge cut carefully from the platform which makes it very close fitting and totally fly proof.

The user also puts ash inside the pit including down the walls of the pit after every use, leaving no human excreta exposed to air. This is essential to ensure no movement of flies from within the pit to outside. As a result of a completely fly-proof lid and the use of ash, maggots cannot grow and the pits are free from foul odour.

The model developed here has ensured that the direct pit latrines are completely fly proof.

According to the ODF communities, the other advantages of this model are as follows:

- They are affordable (17,000 Ariary or US$ 8.5).
- They are easy to bring from the market/production centre to the village.
- They can be easily cleaned and maintained.
- Installation of this model on the existing pit latrine with any kind of structural platform is very easy, rapid and cheap.

Installation of such a FamoPlat© on an existing latrine was demonstrated by a young man of the village who was trained by a mason sent by the FAA programme. The whole operation was complete within 30 minutes in front of many visitors and the community. The process of installation was as follows:

1) Measurement was taken of the existing platform on the area of the new model by using chalk.
2) A bucket of sand was spread uniformly on that area leaving the hole of the pit in the centre.
3) The FamoPlat©, painted green, was then placed onto the sand.
4) After ensuring that the FamoPlat© sits horizontally a mud plastering is done around the four edges of the platform and it is left to dry out.
5) After a couple of days, once the mud has dried out, the owner of the toilet is free to use it and even make a clean cement plastering on the rest of the floor area for easy sweeping and cleaning.

So far Famonjena Consulting Development (FCD), the private sector organisation, has installed about 250 FamoPlat© out of the total number of about 1000 targeted households in Itasy region. This has been done by creating a market chain using the *fokontany* leadership over a six month period. The FamoPlat© is sold with a clever hand washing facility (FamoSoapTap©) constituting a small shelf with two 1.5 litre water bottles. One bottle is filled with soapy water and the other with plain water, and each has a small hole near the bottom. When the lid is opened, pressure is released and the water flows. The user washes first with soapy water then rinses with plain clean water. FamoPlat© and FamoSoapTap© are sold as a non-separable kit.

Experimental urine collection kit.
Photo: Katherine Pasteur

FCD has also developed urine collection kits either integrated into the FamoPlat© or as a separate standing urinal for men only. It has also started experimenting with composting human waste and selling the soil. FCD hopes that as people see there is a value in their shit, they will start to use it themselves.

Thanks to the FAA programme Tovo's eyes have been opened to understand the challenges of technology options and to seek to meet a demand. He markets the technology by involving the *fokontany* chiefs and other local institutions. They market the technology to the community on behalf of Tovo's association. The production, installation and maintenance services chain is assured by FCD, while promotion and distribution are supported by the FAA programme.

Though this initiative is still in its early phase and community uptake is relatively low as yet, key considerations have been taken into account while developing the technology: it is easy to transport, easy to fit without altering the sub-structure of the pit latrine, easy to clean, low cost and durable. For these reasons, it holds much promise as an important contribution to achieving scale.

Profile 6

A new FamoPlat© user: Fidy in Itasy Region

Fidy installed his new FamoPlat© just three days ago. Since he built his latrine around one year ago, the cover over the pit had been made from wood with a mud covering and a piece of wood to cover the hole. He

heard about the FamoPlat© from the fokontany chief and decided to invest in one. These FamoPlat© are better because they are totally fly proof, whereas with his old cover, flies could get in and out through small gaps. He has also noticed there is less smell now. He paid 4,000 Ariary up front for the FamoPlat© and he will pay 2,000 Ariary per month until he has paid a total of 17,000 Ariary (US$ 8.5). The FamoPlat© was brought to the village and a mason has trained up a local person to install it, who did not charge for installation in this case.

Fidy outside his FamoPlat© toilet
Photo: Katherine Pasteur

The FamoPlat© came with a bottle holder for hand washing. This holds two bottles – one for soapy water and one for clean water. Fidy also showed a bucket that they use for going to the toilet in the night. He says that when it is cold and dark the women and children do not like to go out to the toilet so they use the bucket and lid, and then empty it in the morning.

The superstructure of Fidy's toilet is made of wood, clay and thatch with some tin sheet for the door. It cost him around 30,000 Ariary to build one year ago. He plans to improve the walls of his latrine to make them smooth.

Lessons Learned 14

Local approaches to the sanitation ladder

- Local innovations for improving simple pit latrines may happen silently, but they must be identified, observed, understood and encouraged.
- Lightness for ease of transport, strength and very low cost of sanitation hardware are attributes which may be important everywhere.

- Linking the private sector appropriately in scaling the sanitation ladder is a key factor for success.
- Sanitation hardware developed by adopting local innovations and technology from ODF communities generally has a good fit with local expectations and is more affordable than more sophisticated prototypes prescribed by outsiders.
- Community arrangements and organizations can therefore alleviate the barriers of finance and access to durable and sustainable sanitation products and services.

4.4 Breaking the inertia caused by subsidy

Working with CLTS in areas where the subsidy approach is also operating or has been operating until recently is widely recognised as a challenge, with the subsidy acting an impediment to successfully achieving ODF. Subsidy driven projects and approaches are evident in seven out of the 14 FAA operational regions, and these may represent a considerable obstacle for effective roll out at scale. The FAA is addressing this challenge at various levels. They work through the PCM and the Diorano WASH to influence policy as well as actors at the national level. At regional level, the SGs are trying to address this issue through the regional Diorano WASH in various ways. Meanwhile, at the village level, there are some promising examples in evidence which demonstrate the possibility of breaking the inertia caused by subsidy.

One of such examples is fromVatovavy Fitovinany Region. Here AINGA MADAGASCAR's project has been able to turn the previous subsidy-based work to its advantage, using the san plats distributed during that process to make a few quality latrines while a large number of simple latrines were also being built. How did this happen? Facilitators and villages say that during triggering, villages really came to understand the need for ODF. But facilitators also emphasised that the process was about using whatever resources the village has to stop OD. Since the san plats were there, they could obviously be used to support the process. The focus was off the technology itself, and on the question of how existing resources could be used to solve a problem that everybody now wanted to address.

Spotlight 13

CLTS success where subsidy failed: Manakakora village, Ifanadiana District

Manakakora is a village which had previous experience of sanitation projects. A local organisation working in villages around the Ranomafana National Park had worked on hygiene. PAMOLEA, a project implemented by an NGO consortium, had run a subsidy-based project in the village: PAMOLEA provided the substructure and the superstructure was the responsibility of the community. This project had ended in January 2013, and AINGA MADAGASCAR had begun working on sanitation from November 2012. Prior to that, AINGA had worked on a governance programme in the village.

PAMOLEA provided seven san plats to the village – clearly inadequate for a big village - but there was little behaviour change and the village was a long way from ODF. But four months after AINGA MADAGASCAR's CLTS triggering, the village declared ODF status and eight months later some other developments were also evident.

The village now has and uses the seven latrines built with the previously unused san plats and – so that it was really possible to be ODF – they built 36 simple latrines built with motivation from CLTS and no subsidy at all.

The san plat latrine and the simple latrine in the same village. Photo: Kirsty Milward

But this village had gone even further than latrines: there were also composting pits for waste management, and one household had a simple bamboo bathroom.


Composting pits and a simple bathroom in Manakakora Village. Photo: Kirsty Milward

Taking advantage of hardware distributed in the course of subsidy driven approaches may be one possible pathway towards the spread of improved latrines. Through this and other methods, by the end of December 2013, the FAA programme had facilitated about 19,027 improved latrines, including both individual and shared latrines. About 189,417 persons out of 840,780 persons living in ODF villages are currently using such toilets.

Lessons Learned 15

Working with communities which received free sanitary hardware

- A good quality triggering of CLTS often turns the negative aspects of earlier top-down subsidised sanitation interventions into an advantage. Often the unused hardware supplied free/subsidised to communities is brought back to use immediately after triggering, when the community realises the meaning of collective behaviour change and total sanitation.
- CLTS should be the entry point activity to move to wider areas of sanitation in the community, such as solid and liquid waste management, including the handling of animal and other waste.

Photo: Kamal Kar

Chapter 5

Building a learning organisation

Previous page: Using video documentation to capture the learning process — Analanjirofo.

Building a learning organisation

To be relevant and effective over time and space, any organisation and approach must be alive to the learning arising from experience. Promising practices need to be identified, captured and brought into the discourse of a shared learning process across the constituencies of the organisation's work – including communities, implementing actors and policy makers. But in any on-going process, this new knowledge must also remain dynamic, changeable – essentially open to adaptation on the basis of experience, results, and evolution of the programme process.

Important features of a successful process are therefore likely to be threefold:

- A culture that is open to experimentation, so that innovation can happen and improvements can be made.
- Iterative mechanisms for documenting, sharing, discussing, negotiating, altering, and re-broadcasting reviewed knowledge.
- Mechanisms for spreading knowledge – such as use of the media, sharing workshops, and documentation.

The following sub sections outline various contours of FAA's endeavour towards institutionalizing learning and using learning to achieve scale:

- Mechanisms for systematic sharing of best practices.
- Creating model villages as local knowledge hubs.
- Recognising and creating space for exchange of technological know-how.
- Capturing and communicating health outcomes.
- Tracking knock-on effects beyond sanitation.
- Use of media tools for greater outreach.

5.1 Mechanisms for systematic sharing of best practices

While specific mechanisms for sharing learning were put into place relatively recently in the FAA programme, there have been a number of activities across different projects which have supported a culture of experimentation, learning and then sharing and disseminating new knowledge.

The FAA program includes the capture and sharing of best practices and lessons learned among its intermediate results. Therefore, the programme has already begun the process of developing a knowledge management strategy. This has included:

- Organising exchange visits and exchange workshops with the intention of promoting good practices in both scaling-up approaches and strategies and in local technologies.
- Documenting good practices using media ready to be shared, such as DVDs, newsletters, flyers, etc.
- Capacity building in emerging good practices by sharing locally developed know-how with SG actors in coaching roles.
- Participating in all sharing opportunities such as the Diorano WASH General Assembly, thematic workshops, etc.
- Promoting and participating in national harmonization process activities. These have enabled the adoption of some principles at national level as guidelines for the sector, such as the ODF criteria promoted by the FAA.

Sharing workshops

As evidence increased that several interesting methods and approaches were developing in sub-grantee projects, an opportunity was made to reflect on and share these practices. The FAA engineered a structural space into programme administration and roll out in the form of learning events. These provide opportunity for analysis of the pros and cons of any new practice through systematic consultations. Through this they also allow wider debate within the policy making structure of FAA, in a process of building consensus and reflecting the learning into implementation strategies.

To cite one such example, in March 2013, sub-grantees were invited to a six-day workshop in Vakinankaratra in order to learn from each other and offer their own examples of action. The workshop began with an evaluation process through which the SG's performance in relation to objectives was presented and reflected upon, and through which SG good performers became apparent. These were asked to present good practice, which was also discussed and in some cases participants were trained in the practice. Participants were taken to practice triggering and to do live follow-up themselves. At the end of the workshop, two additional days

were necessary to perform a planning and budgeting exercise for all sub-grantees. They were requested to identify and plan at least one key best practice that would be most appropriate for accelerating their progression towards objectives in the next annual work plan.

While participants made suggestions for improving this kind of workshop, it was clear that:

- The process of sharing good practices helped the sub-grantees to improve the orientation of their activities for the coming year and choose approaches suitable to their contexts and situations.
- The discussions and constructive criticism during the sharing sessions generated interesting food for thought which is useful in fine-tuning and improving the good practices.
- The sharing process can help motivate both good and bad performing sub-grantees and can be a mechanism for providing support for those whose work is progressing more slowly. For these reasons it should be carried out at least once a year.

The workshop also improved understanding of what constitutes a good practice: there was agreement that a good practice must be evidence-based before it is shared with others, so experience with using the practice has to be substantial.

Periodical Performance Assessment (PPA)

The Periodical Performance Assessment (PPA) of sub-grantees has also been an effective tool for reflection and replication. This is part of the programme review process and is essential in selecting SGs for extension grants. It is organized at least once a year and the results are shared during the programme review and sharing workshop. It aims to assess the performance levels of SGs based on (i) their own objectives, (ii) the programme's objectives, i.e. to assess the level of contribution of each SG in achieving overall programme objectives, and (iii) the volume, speed and quality of achievements in line with the work plan and budget for the evaluation period.

The PPA is conducted in an objective way and allows each SG to be categorized according to a traffic light system. In the case of weak performance, measures can be identified to improve future work. The PPA is therefore a crucial decision-making tool to orientate efforts and grants towards the achievement of objectives.

Lessons Learned 16

Sharing and learning

- Opportunities to bring implementing organisations together to share experience and successful strategies are fruitful in at least two ways:
  - They give organisations opportunities to reflect on their work and identify success areas.
  - They give less successful organisations opportunity to learn from more successful ones, and to build relationships that can lead to mentoring.
- The institutionalisation and scaling up of positive experiences by adjusting implementation plans promotes an Action Learning Cycle which can multiply good practice as an informed choice.
- Sharing and learning are used to address weak capacity in sub-grantees and other actors and must be included in a capacity building strategy, i.e. capacity building, should be a clear component of learning.

The organization of the PPA among grantees creates a spirit of competition, stimulates a spirit of results-based performance and speeds up the achievement of results.

5.2 Creating model villages as local knowledge hubs

Combined with the mobilization of Natural Leaders and Community Consultants, the establishment of model villages is a key strategy adopted by the FAA programme to implement scaling up.

Several projects have made very good use of model villages – indeed the scaling up model which identifies 'strategic villages' is very much based on the idea of neighbouring villages learning from one village's journey to ODF. Among criteria for selecting a 'strategic' village are its potential for being used as a model – this might relate to accessibility such as road access, or may relate to how it is located in relation to a group of other villages, and the dynamism of the community. ASOS in Analanjirofo, for example, particularly considers villages located at road junctions because of the potential for many passers-by to observe the new ODF status.

In Vakinankaratra, MIARINTSOA's mechanism for bringing ODF and non-ODF neighbours together and adding 'village testimony' to the Institutional Triggering recipe is an extension of the model village concept. Here, rather than taking outsiders or actors from new working areas to observe the model village, actors from the model village are requested to travel to other areas to talk about the changes in their villages and their experience of bringing these about.

In every sub-grantee location, there are a number of model ODF villages identified and nurtured to creating a cascading impact in their own region. In various ways, they can function as village-level 'CLTS schools' where other communities can visit and learn from them.

Lessons Learned 17

Model villages

- The selection criteria for model villages must be focused on the potential of these villages to induce positive effects on surrounding villages. They should be carefully chosen.
- The introduction of model villages could be considered as a way to accelerate scaling up through the learning available at each site.

5.3 Recognising and creating space for exchange of technological knowhow

An important CLTS principle is that local people will find solutions to their agreed problems if given the credence to do so, and that there should be no prescription of latrine models at village level so that people are free to design the latrines that they can manage to build.

At the same time, each village is not expected to reinvent the wheel. Where good local models exist, which can be made at no cost or very low cost using freely available local materials, these should not be withheld from villages newly taking on CLTS.

In Madagascar within the FAA program, a productive balance seems to have been struck between maintaining a culture of respect for local knowledge and the ability to come up with solutions at the same time as providing simple, clear and minimalist guidelines on latrine building. As mentioned, guidelines usually give advice on:

- distance from water source
- existence of hand washing facility
- depth of pit
- fly-proof criteria

Within this framework, the FAA program has encouraged the emergence of local technological innovations by allowing the freedom to SG sand communities to take innovative steps. Several examples exist where small adaptations and innovations have been made to improve latrine design and make it fit for local conditions.

In Ampasinimaningory village, Analanjirofo Region, raised bamboo structures were built in some coastal areas.
Photo : WSSCC/KatherineAnderson

Different designs have been made to deal with high groundwater and vulnerability to flooding. In Vakinankaratra Region (CARITAS Project), there were mud structures with raised latrines in low-lying: the door and floor level is about 70 cm from ground level.
Photo : Kirsty Milward

A range of innovations have been made to aid fly proofing, like this wooden cover with handle, with an ash box alongside and a shovel made from a plastic bottle.The number of fly-proof latrines established in the programme reached 31,507 by the end of December 2013.

Photo: WSSCC / KatherineAnderson

In Antsinanana Region (MAMIZO Project), there were latrines with a stronger superstructure to withstand cyclonic wind. This was built after the March 2012 cyclone which flattened several of the newly built simple latrines.

Photo: WSSCC/Katherine Anderson

Various devices have been made for hand washing, including this Tipi Tap.
Photo: WSSCC/ Katherine Anderson

A foot-operated Tipi Tap.
Photo: FAA

A bigger tap-operated model.
Photo: FAA

In Ambohimanana village, Itasy region (ADEMA NGO Project), bamboo pipes were being used as vents. Because of the earthen wall of the pits there is actually no need for a vent pipe for release of the methane gas which might accumulate in the pit. However, these vent pipes were duly covered with mosquito net at the open end, making them fly proof.

On the corners, pieces of tin are inserted into the walls to prevent rats from climbing up and damaging the super-structure.

Photo: WSSCC/Katherine Anderson

Here, a stone slab has been used to make cleaning easier. Photo: FAA

In some cases, households have made commodes, or sitting latrines, rather than the standard squat latrine.
Photo: FAA

The programme gives value to local technology and local materials such as those used in the construction of traditional local houses. Here, father and daughter use a mixture of cow dung and clay for the wall and the slab.
Photo: Latrines Amboasary - Station

Lessons Learned 18

Local innovation for adaptation

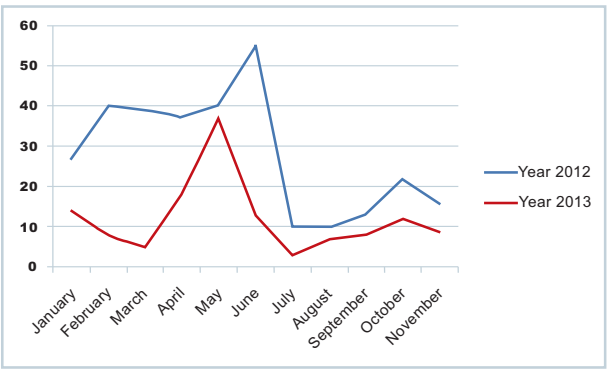
- Local level innovations and adaptations to local conditions happen all the time. It is important to showcase these innovations widely, both to cross-fertilise models and design, and to encourage further locally appropriate innovation.
- Local innovations can over come the problems of affordability for households and promote the empowerment of communities and households through self-construction of latrines.
- Technological innovations can lead to sustainability of sanitation facilities if communities are sufficiently oriented towards innovation for problem solving including durability.

5.4 Capturing and communicating health outcomes

Those sub-grantees who received FAA grants in the first round of funding and subsequently were recipients of extension grants have now been implementing for up to 30 months. Some very strong results have emerged in terms of ODF villages (7,007), ODF *fokontany* (728) and communes (15). However, residents of newly ODF villages suggest that results of the FAA programme penetrate deeper than simple ODF status. They perceive a number of diverse advantages of adopting new behaviours on sanitation and hygiene, most significantly better health.

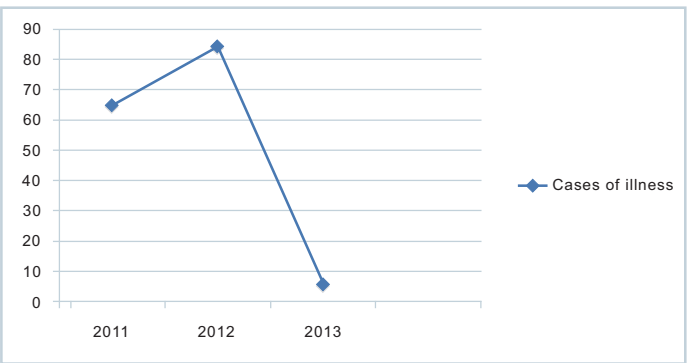
Some local level health data is becoming available which supports this perception and suggests dramatic health results from the CLTS process as it works to ODF status. Data from the Primary Health Centre in Mahazoarivo, Ampefy Commune, Itasy Region in the working area of SG FAMONJENA NGO, confirms a consistent drop in the incidence of diarrhoea between 2012 and 2013 (see Figure 12), during which time CLTS was carried out.

Figure 12: Cases of diarrhoea in Ampefy Health Centre, Itasy Region



Similarly, data from one commune Health Centre in MAMIZO's working area shows a dramatic drop in cases of diarrhoea and dysentery between 2012 and the first five months of 2013. The CLTS process took place in late 2012 and early 2013.

Figure 13: Cases of diarrhoea and dysentery, Sahamatevina Commune, Antsinanana 2011-13



Information generated in Focus Group sessions at village level conducted as part of this research provides further evidence that outcomes are clear to residents of newly ODF villages. In Ambodiaviavy village in Vatomandry District and Antsorokahitra village in Ambatolampy District, for example, all five groups – Natural Leaders; two women's groups; children; and men – listed health improvements among the main outcomes of the project. In the ranking exercise that followed, 'Better Health' was overwhelmingly ranked as the most significant outcome. Similarly, a Focus Group with villagers from four villages in Mahasoabe commune in Vatovavy Fitovinany Region also ranked 'Less Diseases' as among the top three most significant outcomes. They elaborated that diarrhoea has strongly and clearly decreased in the village which was ODF already at the end of the last rainy season, when diarrhoea is usually at its worst. The whole household has felt this

benefit, as incidences have decreased among everyone. This has resulted in considerably reduced health expenditure – estimated at around 10,000-20,000 AR before ODF to about 1500-2000 AR a year now. Since ODF was in fact declared less than a year ago, these testimonies should be treated as anecdotal, but the perception that CLTS has had visible health benefits is clear.

Lessons Learned 19

Monitoring health outcomes

- There may be highly significant health outcomes resulting from ODF status which can be traced using data from local health facilities and community discussion.
- More methodical and widespread monitoring of these health benefits would be immensely useful to future advocacy processes.
- The monitoring of health impacts could be easier if sanitation data (e.g. information on ODF status) was integrated into the routine health data collection at primary health centre level.

5.5 Tracking knock-on effects beyond sanitation

As a result of better sanitation, in addition to better health, a large number of other outcomes and knock-on effects were identified and discussed in focus groups. Villagers associate ODF status with a range of positive changes in life and livelihoods at community level. While several villages are proud of their endeavour to make their village and living environment clean, they also saw clear links with economic improvement, food security, clean playing space for children, social cohesion, increase in school attendance, human dignity, enhanced self-esteem and better security for women.

Bringing these impacts to light and communicating them to neighbouring villages which are not yet ODF has begun to take place in Madagascar through the scaling up strategies, but further focus will also be necessary here to ensure that these effects are widely known. Steps are currently being taken in the FAA programme to ensure that the M&E system will systematically capture impacts, including these non-sanitation knock-on effects, in order to use them for Institutional Triggering, advocacy and to facilitate the scaling-up process.

Spotlight 14

Women, men and children catalogue the benefits of ODF in Vatomandry District

The women's group in Ambodiaviavy village of Sahamatevina Commune of Vatomandry District, during a focus group discussion, expressed a lot of self-satisfaction as they proudly revealed that their neighbours are envious of them now. They are clean; there is reduced prevalence of diarrhoea. The children of the village were cheerful and are happy that they don't have to worry about stepping on shit while running around the village. They can play everywhere and they can freely collect and eat the fallen fruit without the fear of faecal contamination.

The men's group revealed another dimension: they are now more productive as they themselves are less ill and they also spend less time attending to sickness in their families. They also claim to fetch more revenue from their horticulture produce now, as many buyers prefer to buy lychee and oranges from ODF villages which they know are not contaminated with shit. According to one farmer, "Earlier about 10 to 20 buyers used to come to our village to buy lychees and oranges. This year, about 60 buyers came, and they offered about 5000 Ariary per basket of oranges and 8000 Ariary per basket of lychee, which is about 90% more than the previous year's price".

Aside from raising the value of produce, in many coastal villages becoming ODF has served a more basic function: food security. Many villages have found that becoming ODF significantly improved food security because of the extra fruit that can be harvested from former open defecation sites.

Spotlight 15

Soanambo: the wonder fruit to mitigate hunger during food scarcity periods

Soanambo is the wonder tree that fruits twice a year. The fruiting seasons are February and September which exactly coincide with the food scarcity periods for coastal people in Madagascar. This fruit contributes significantly to warding off starvation from local communities. It is nutritious; people already know various ways to cook it; and now the National Office of Nutrition has come up information on how to cook it so that it maintains its nutritious quality.

A Natural Leader showing the clean Soanambo fruit, Analanjirofo Region.
Photo: WSSCC/Katherine Anderson

The fruit is sweet and susceptible to falling with the slightest wind. It is relatively heavy, varying from 800g to 4kg a piece. A challenge when collecting the fruit is that the tree's branches are extremely fragile, so it cannot be climbed for harvesting.

Before the CLTS intervention in Analanjirofo Region, people used to defecate under these trees. Often during triggering events it is found that the main OD area is around the Soanambo trees, because these large groves of broad leaf trees do not allow much undergrowth, so it is clear for OD. However, the humid coastal climate and low sunlight penetration also makes the area ideal for insect growth and reproduction. With faeces around and a high concentration of insects,

the area was very unhygienic and a prime site for faecal-oral contamination via the Soanambo fruit to people.

According to Francine, a Natural Leader, before last year people were always hesitant to eat the windfall fruit as they knew very well where it had fallen. This made the hunger situation worse. Francine also pointed out that during triggering they always make the defecation area transect to the Soanambo area so that people realise the loss due to OD. Many people then see the clear link between food security and open defecation and make the decision to construct toilets for themselves.

Since September 2012 and during 2013, a huge increase in collection and sale of Soanambo has been noticed in most of the ODF villages. One family said they used to collect only one and a half bags of Soanambo and leave the fallen fruits on ground. The harvest was also quite cumbersome as they used to pluck the fruit with a long pole and had to be very careful that it did not fall on the ground. This year the family has collected eight bags of Soanambo fruit. Another old traditional leader revealed an equally interesting fact. Only two members of his family live in the village. This year after meeting his own food needs and giving a good quantity of fruit to the other family members living in the city, he managed to earn about 80,000 Ariary -about US$40 - from the sale of the fruit.

The collective effort of communities to stop OD has brought new opportunities to address the problem of food scarcity periods. Soanambo, which was often a wasted fruit, has become the wonder fruit which can solve the food crisis and to some extent meet cash needs for many poor families of Analanjirofo Region.

In addition to better food security for all, for some individuals ODF behaviour has given the new possibility of earning an income within the village because of the land that is freed up by stopping OD.

Profile 7

Migrant farmer to settled farmer: the case of Remi

Remi is a young farmer of Ambodiaviavy village. His land is situated near a stream that flows in the north of the village. Before last year Remi was a daily labourer, but today he is a resident farmer of the village. Although he had a good piece of land, he could not cultivate as it was

commonly used as the open defecation ground for the village. According to Remi, "Earlier I used to hate to come to this place as it was very smelly and full of shit everywhere. Though I had some orange trees, I could not harvest them properly as it was impossible to spend much time on the plot. Now that the entire village is Open Defecation Free, I am able to cultivate my land."

Remi is now very enthusiastic about his farm. He has planted cassava and pineapple as intercropping with the orange trees. He has also invested in fencing his land and hopes to get a very good harvest this year. Since this is the first year, it is not yet possible to arrive at the economic benefit of this change, but the standing crop gives a strong impression of a good return.

Remi, a labourer turned farmer.
Photo: Sisir Pradhan

"New cultivation on previously OD land".
Photo: Kirsty Milward

This is not a lone story. These knock-on effects appear to be quite common in most regions. One village of Ambatolampy District, for example, also tells the same story of one landless villager making a new livelihood by cultivating a piece of land which was previously an unproductive open defecation site.

In another striking story from Sahamatevina Commune, Antsinanana, two families are now earning income from a restaurant they built on a former open defecation area.

Spotlight 16

From OD zone to eatery

A restaurant built on a former OD ground.
Photo: MAMIZO, Vatomandry

Mrs Jonizia Gargote of Salehy Commune, Vatomandry District has opened a restaurant in a place which earlier used to be the OD area. Her family employs a waitress and the business has a turnover of about 40,000 Ariary – about US$ 20 – per day. Since most of the clients of her restaurant are bus passengers, she now wants to build pay public toilets to cater to about 100 passengers as her next venture. She intends to charge 100 Ariary from each person using the toilet. She thinks this will solve two issues – contributing to her family income and helping to control open defecation by outsiders.

The villagers of four villages of Mahasoabe Commune in Vatovavy Fitovinany Region attributed the story of ODF to the blessings of God and the virtue of their traditional leaders, the Ampanjaka. According to the men and women, a number of good things have happened since they became a clean village. Now they are harvesting clean coffee beans with ease; children have better knowledge of sanitation; there is stronger collective action with regular community meetings. Young women also pointed out that there is less opportunity for boys and men to spy on or threaten them in a sexual way now that they do not defecate in the open: this, they said, is about dignity as well as safety.

The ODF story is not very old in many of these locations: in most it was six months or less. Yet the trends paint a clear case of strong linkages of ODF with the overall social and economic development of the community.

Lessons Learned 20

Tracking knock-on effects

- There is often a wide range of benefits upon achieving ODF status that are associated with better livelihoods, food security/nutrition and other social and individual benefits. These are clearly evident to communities.

- More methodical monitoring and documentation of these benefits could greatly contribute to spreading the process further and thus moving towards an ODF country.
- The experience of collective action through CLTS not only brings different sections of the community together but also gives them leverage to use this for other collective initiatives.

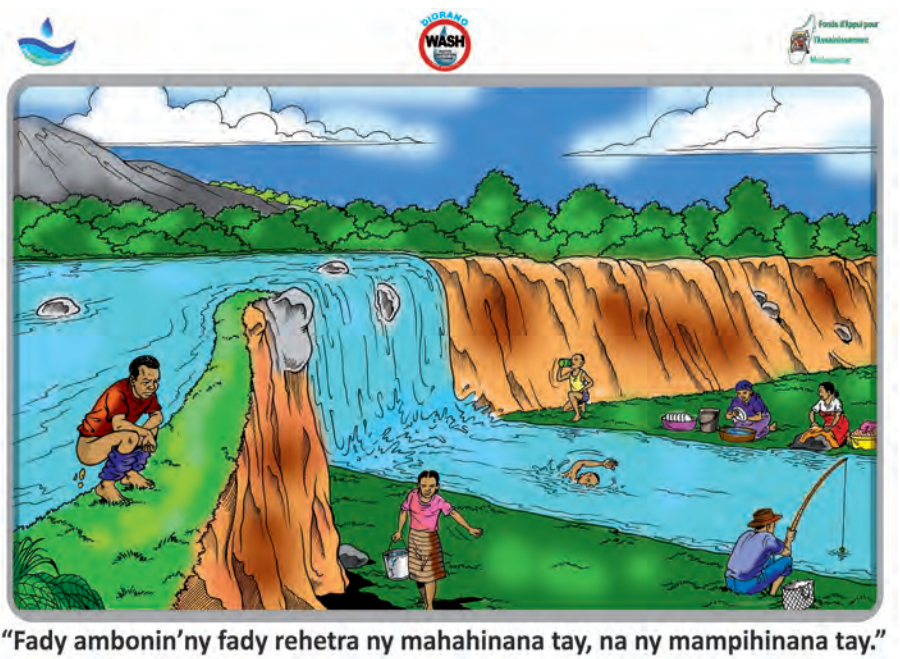
5.6 Use of media tools for wider outreach

Disseminating information widely and regularly is an important element of the scaled up Madagascar-wide vision: if CLTS is to involve thousands of actors across the country and inspire them to take roles fulfilling a range of tasks, then various kinds of media are available to reach these actors. FAA and its sub-grantees have developed a number of activities using media to spread information on sanitation more widely. These include both national level awareness raising activities as well as local level initiatives to promote discussion and communication alongside a CLTS process.

Two types of strategy documents have been developed within the framework of the communications strategy. These are institutional communications for the programme's visibility and advocacy, and programmatic communications which promote positive behaviour change – i.e. Information Education Communication/ Behaviour Change Communication (IEC/BCC) materials. Materials produced by the programme have also been adopted by other partners. In addition, media campaigns have been conducted and media supports and tools produced. At least 14 local media stations work closely with grantees funded by the FAA.

- **National TV** has carried a short advertisement on sanitation developed by the EA and depicting a shocking scene of child death due to diarrhoea. This was carried on TVM (Télévision Malagasy), the only national government based channel. Responses have not been systematically assessed as yet, but anecdotal reports suggest it was certainly shocking and in some cases sufficient to trigger people in villages where OD is rampant.
- **Local TV** has also been accessed by some sub-grantees for their own, locally adapted, advertisements. Local TV has also carried news items on CLTS related events, such as ODF celebrations, visits to the area focusing on sanitation, and some district level activities and meetings. These have included testimony from Champions and interviews with villagers and visitors.

- **Local Radio** has specifically been used by sub-grantees to support the scaling-up process. However, care has been taken to retain the 'surprise effect' of the CLTS tools during triggering. The EA advises sub-grantees to phase-in media activities carefully because a media campaign that begins too early may undermine the success of the triggering session. Thus sub-grantees are encouraged to start the media campaign at the moment of *fokontany* or even commune triggering. A media campaign could consist of a phone-in radio programme on sanitation, with discussion and testimony from local people, or a classic advertisement, or an education media session.
- **Other communication tools** – FAA has developed a limited amount of carefully designed visual material to reinforce triggering experiences in CLTS sites. These include laminated posters depicting how a single case of OD can, via flies, withhold from everybody the health benefits of behaviour change by the majority. A second poster depicts positive changed behaviour: each house having a latrine; hand washing facilities; latrine covers, etc. These are used in ODF villages as reminder stimulus.



IEC Material developed by FAA: "There are many taboos, but eating shit or making someone else eat shit is the worst."

One of the key strengths of the types of communication used here has been the focus on conveying the stories of local ODF communities by their Natural Leaders and by communities themselves, with strong local flavours. Many types of national and local communication media have been used in sharing the messages and learnings of CLTS in order to reach out sufficiently widely to create a sanitation movement.

Lessons Learned 21

Maximizing communication

- The focus on local level stories as told by communities has been a strong factor in communicating CLTS messages widely.
- The combination of appropriate electronic and print media has been important in disseminating information in poorer areas.
- There is a role for all kinds and levels of communication tools. It is important to use several in order to reach out sufficiently widely to create a sanitation movement.
- The issue of timing is important in using the mass media for communicating locally emerging messages. Care should be taken to calibrate media slots so that they do not undermine the 'element of surprise' of triggering tools.

Photo: Kamal Kar

Chapter 6

Working Towards Sustainability

Previous page: Natural Leaders of Anpasimbe Manatsatrana commune in Analanjirofo.

Working Towards Sustainability

Programme implementation is relatively new in most of the regions, varying from six months to two years. It is therefore premature to expect concrete evidence of sustainability in terms of long running ODF communities. However, the programme has demonstrated sound process features that suggest elements of sustainability, understood here in terms of the quality of outcomes and as people-driven rather than data-driven. The central feature of the sustainability pathway in this case is the behaviour change of large numbers of actors. A component of this concerns building sensitive institutions to sustain such behaviour change processes. Some of the early indications of sustainability, grouped into a few broad categories, are as follows:

- Recognition of benefits by the community.
- Bestowing trust on community extension by building on Community Consultants, Natural and Traditional Leaders.
- Capitalising on institutions and their actors at the local level.
- Advocacy at local level.
- Creating robust institutional arrangements to ensure sustainability.
- Working through Diorano WASH at the regional and national level.
- Continued decentralisation of Diorano WASH.
- Ensuring and sustaining quality at scale.

6.1 Recognition of the benefits of the programme by the community

There are several indications that communities are strongly convinced of the positive impact of stopping open defecation. A project leader in ASOS, for example, observed that when people have toilets they feel honour and self-respect, and that once this behaviour change is complete, slip back to OD is unlikely. This opinion is lent credence by Focus Group discussions in which self-respect and the respect / envy of outsiders and neighbours emerge clearly alongside other outcomes of ODF status. Evidence that maintaining ODF and the benefits that accompany it as a priority is also

suggested by the fact that communities in Antsinanana, an area vulnerable to cyclones, without prompting from MAMIZO, quickly rebuilt latrines damaged by the cyclone of February 2012.

6.2 Building on Community Consultants, Natural and Traditional Leaders

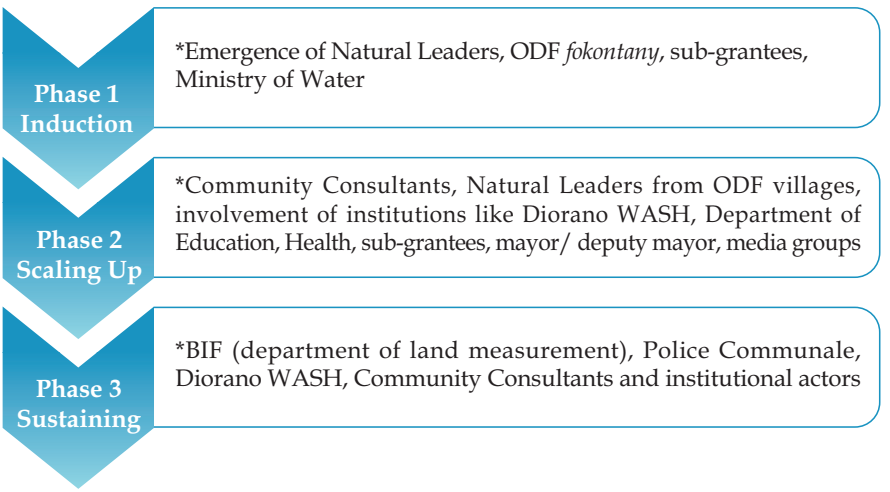
The FAA programme emphasises creating local constituencies of informed individuals, mainly Natural Leaders and Community Consultants, and providing them with opportunities to sharpen their skills and strengthen local collective action. Sub-grantees have also succeeded in developing Champions, many of whom are placed in strategic positions in society. Embedding the work within the traditional social and cultural leadership of the Tangalamena / Ampanjaka also strengthens those constituencies. Schematic evidence suggests that many Champions are sufficiently motivated that their work will be continued even after the phasing out of the project. There is also strong evidence of Community Consultants and Natural Leaders taking proactive steps to trigger neighbouring communities and expecting work to continue under their own initiative where possible, such as through the Natural Leader organization in Analanjirofo Region.

6.3 Capitalizing on institutions and their actors at local level

As a scaling-up strategy, the SGs are utilizing available institutions and institutional actors at every level and multiplying the action through them. Institutional actors in this case are understood to include actors affiliated to formal and informal institutions as well as to community groups, and this understanding maximises involvement in different spaces. This leaves behind a group of motivated people to continue efforts and help others to climb the sanitation ladder.

The shift in approach from counting ODF villages to counting ODF districts/ communes / *fokontany* through Institutional Triggering contributes greatly to building an enabling environment for quick action. But importantly, the greater involvement of local governance actors through this feature of implementation helps to mainstream the project in the larger local governance framework and thereby contributes to greater sustainability. Local governance

Figure 14: Actors involved in various phases of CLTS facilitation: an example from ASOS



actors can be very effectively mobilized when they see the scale and coverage of their respective administrative units. The strategy of fostering team work right from village to regional level not only helps in achieving ODF at scale, but also contributes to this enabling environment.

6.4 Advocacy at local level

Most sub-grantees are working proactively to put CLTS on the agenda in the commune and regional planning processes so that some financial and human resource support can be ensured irrespective of project support. For example, Ampasime Manantsatrana Commune provides some food and travel expenses to Community Consultants and Natural Leaders who are trying to trigger other villages. Similarly, MIARINTSOA NGO has successfully lobbied for a small budgetary provision at the commune level to support CLTS activities on the ground. Sub-grantees have also been trying various ways to develop internal funding mechanisms to finance improvements up the sanitation ladder. In Antsinanana Region, for example, there has been an initiative to create a revolving fund by pooling resources among different families to finance latrine improvements. Though this initiative is at its nascent stage, it shows promise for sustainability.

6.5 Creating robust institutional arrangements to ensure sustainability

The resilient design of the FAA programme in Madagascar with the PCM at the centre and involving all sanitation actors from various institutions including the government is an in-built mechanism to articulate the wider vision of ODF Madagascar and ensure positive institutional interplay. The organic link and overlap of the Diorano WASH with the PCM provides good opportunity for a large buy in of actors at various levels of the administrative structure.

The PCM together with the Diorano WASH exerted influence to create a Department of Sanitation within the Ministry of Water. This is a big step forward. Mr Niry Lanto Rakotondrasoa, a member of PCM, was chosen by the Ministry of Water to become the first Director of Sanitation and Hygiene in Madagascar. With the formation of the directorate, all sanitation and hygiene programmes of the country came under this portfolio. The allocation of funds to sanitation and hygiene was also increased from its previous level when sanitation was a simple division within the Ministry of Water. The emergence of the new directorate not only signified the importance to sanitation sector, but has also facilitated the implementation of the FAA programme in the regions and districts.

The institutional spaces created through the programme, along with the strong national mandate, has the potential to work towards the budgetary framework to ensure sustainability. Financial support to the idea that is important to maintain ODF status and work towards a higher order of sanitation outputs will be important. The investment in human resources at various levels and the development of an appropriate institutional framework are factors that can ensure the effective use of financial inputs to sustain the strong momentum generated at the community level.

6.6 Working through Diorano WASH

The FAA programme has established an organic link with the institutional architecture of DioranoWASH. This has provided different kinds of opportunities in different areas: in Antsinanana Region, the Diorano WASH has been able to create partnerships between different stakeholders – for example, between MAMIZO and Saint Gabriel; in AINGA MADAGASCAR's project, commune and district level WASH Coalition organisations provide follow up and monitoring, and play a role in the ODF certification process. The Diorano WASH includes representation by many stakeholders in the

WASH sector, and is permanent in nature, not necessarily dependent on the FAA programme for continuity. Thus its involvement in follow-up action will continue beyond the project.

6.7 Continued decentralisation of Diorano WASH.

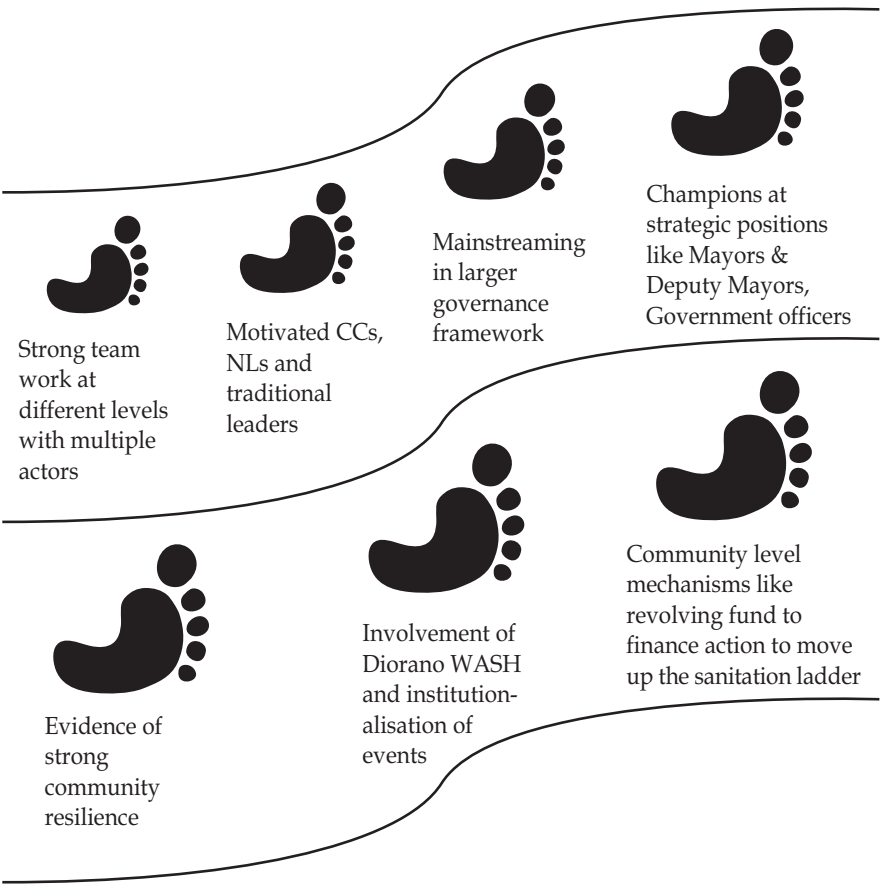
In some regions such as Analanjirofo and Antsinanana, there has been considerable effort by FAA to institutionalise public events like the celebration of World Latrine Day, World Hand Washing Day, etc. MAMIZO, for example, in collaboration with the Diorano WASH and the Director of Water, is celebrating these events, providing a greater platform of information dissemination and reaching out to a wider community. These events are not only an effective tool for show-casing the work of ODF communities and inspiring others, but also the collaboration to organise them helps strengthen relationships between different stakeholders.

The 'WASH Everywhere' approach, which is the signature work of the Diorano WASH, has also been taken up by SGs in the regions working in post-ODF contexts. Several SGs in particular are working with schools, health centres, churches and other local institutions to promote 'WASH Everywhere' as these institutions are key locations for continued replication of sanitation learnings, and therefore are key tools for sustainability.

6.8 Establishing widespread knowledge and commitment to ensure quality at scale

The diverse range of actors with appropriate capacity and knowledge operating at different levels right from national to community levels in Madagascar ensures a high possibility of the maintenance of quality. These are actors who are observing the situation at local levels, and, more importantly, are involved often with a personal stake in the continued reinforcement of ODF principles. Such capacity at ground level, built with the mechanisms of scale described in Section 3, promises to make the process self-sustaining. It is these people, not a data-driven checking exercise, who promise to enhance sustainability. At the same time, the monitoring and evaluation data collection framework put in place by the FAA programme complements this people-led quality adherence mechanism while also enabling the broader perspective on progress and status at the regional and national levels.

Figure 15: Steps towards sustainability evident in the FAA programme



This diversity of strategies and processes potentially feeding sustainability suggest good prospects. It is clear that there is a high level of synergy between various actors as well as tenacity and conviction at the community level to help take the process ahead. The crucial shift in thinking towards counting ODF regions counteracts any project mode in approach, rather setting programmatic thinking on track and bringing in a strong orientation towards long term process and systems.

Lessons Learned 22

Enhancing sustainability

- Sustainability hinges upon sustained sanitation and hygiene behaviour change through proper community extension backed with mechanisms to reinforce community action for an extended period.
- Sustainability cannot be achieved unless most major actors of sanitation, including the concerned ministries of the government, are involved.
- The formulation of a national sanitation strategy and the development of structures within the concerned government ministries can ensure an enabling environment for CLTS through local empowerment and promises to contribute significantly towards sustainability.
- Mechanisms supporting institutional collaboration can support sustainability. The creation of Directorate of Sanitation within the Ministry of Water; the establishment a strong and very effective PCM; and budget allocation in a government planning process are good examples.
- Involving influential local actors such as local government and the Diorano WASH at the regional and district level and below, (commune and *fokontany* levels) and including key individuals are promising steps towards sustainability after the end of the project/programme.

Photo: Kamal Kar

Chapter 7

Conclusion

Previous page: Sakalaba King declaring the first ODF village in Tsarano Ambony commune, Boeny.

Conclusion

The FAA programme in Madagascar continues to generate ODF villages, *fokontany*, communes and rural areas of districts and promises to create many more. But since there are still around two years left of this five-year programme, it is not possible to draw definitive conclusions about specific levels of impact.

What is possible is to acknowledge that a remarkably effective process is taking place in the programme, and to offer some of the emerging lessons to a wider audience beyond Madagascar. These experiences can offer new hope, and the basis on which to improve strategies, as many off-track countries move towards their Millennium Development Goals on sanitation. There are now less than two years remaining for the MDGs, and few countries are on track with sanitation targets. But, as Madagascar's FAA programme shows, a lot can be done in the remaining two years. With the right strategies and the right outlook, and with a selection of tools to choose from, many countries may be able to get back on track.

Besides the MDGs, however, it is important also to acknowledge the 'post-MDG' landscape on the horizon. Now is the time to begin to contribute to the discussion of what will happen in sanitation after 2015. And much surely will happen, given the poor performance in general in sanitation alongside mounting evidence of the urgency to address it.

Included in this post-MDG landscape should be many more examples of countries with a nation-wide ODF vision along the lines of that emerging in Madagascar. Nation-wide ODF status is in fact essential if the full benefits of better health, stronger livelihoods, and increased productivity are to be felt for all. So the Madagascar experience documented here offers some learning for generating and allowing that vision to grow:

- Implementation of CLTS at scale requires an effective structure and mechanisms for consistent communication and engagement across stakeholders and government at all levels.
- Harmonization of efforts and a coherent policy environment to support the CLTS approach will yield faster results in sanitation coverage and benefits.
- It is essential to take the step from "We do it all" to "Let's all do it

together". Widespread ODF status will not be achieved with the involvement of a few NGOs or government departments alone: it requires a sanitation movement that will bring in thousands of actors.

- The "Let's all do it together" approach means bringing a range of actors on board at all levels but especially at the grassroots level.
- It is essential to be strategic about where to target direct action by the initial teams.
- Flexibility, adaptability and a spirit of learning are key attributes of involving all actors in the process. A partnership model consisting of an agreed and clear framework and objectives alongside freedom to develop and adapt strategy to achieve these objectives shows great promise at all levels of implementation.
- Involving all actors also means taking every opportunity to nurture, extend and draw on the developing skills and experience of local people with CLTS and achieving ODF: mechanisms must be found for making Natural Leaders into Community Consultants and have these work as widely as possible.
- Champions at all levels – national to local – should be actively created as well as appropriately acknowledged and recognised for their key roles.
- It is important not to be intimidated by tradition but to carefully and respectfully work with traditional leadership structures as well as other cultural phenomena. The power of local leaders can be an immense asset to CLTS if it is aligned with ODF objectives.
- The model followed here for progress up the sanitation ladder is unique and has great potential. Local communities are developing many innovative and alternative ways of improving their latrines. This is vital from the standpoint of ensuring that very poor people eventually access better latrines.
- Sanitation marketing initiatives often attempt to address cost issues by working at low cost, but usually do not consider the importance of starting with the existing technology and building on that. Here, actors working on sanitation ladder issues have taken pre-existing technologies of existing latrine models as a starting point to make improvements and adaptations that have good local fit. This approach has potential for much more widespread manageability as well as affordability.
- Methodical monitoring of health impacts of ODF status, as well as the knock on effects of achieving ODF on livelihoods, food security and

social outlook, will be a great asset to future advocacy campaigns in nearby or far off locations.

As is evident from this documentation and analysis of the FAA Madagascar experience, the CLTS story here offers a very rich variety of lessons. Nevertheless, it is clear that the programme in Madagascar also faces certain challenges. These include that there has not yet been replication of this particular institutional framework for implementation either inside or outside Madagascar, so there is not yet firm evidence that the mechanisms described here can be transferred elsewhere. GSF more widely clearly has an opportunity here, to find ways of putting mechanisms in place elsewhere that draw strongly on the journey pioneered in Madagascar.

The strategy embedded in the second round of FAA funding includes coverage of all the 22 regions of Madagascar. This is a great asset, as it increases the reach of the common platform nurtured at many different sites of inter-institutional collaboration. Nevertheless, there are still challenges facing the onward process of harmonization of initiatives in sanitation. Despite the emerging success of the mode of operation represented by FAA, there are still gaps in aligning with it closely. These gaps must be filled if the process is to reach its full potential.

In addition, after the completion of the FAA initiative, after however many years, there is as yet no guarantee that the government, particularly front line staff, will have gained the capacity to manage or deliver continued momentum for the process either at national or at local levels. The main challenge lies in the fact that, as is clear from many of the issues discussed in this document, CLTS is a continuous, iterative process of developing innovation and building on progress as it emerges. Unless the government mode of operation can build in an appreciation of the nature of this continuous learning and improving process, the gains made here may remain vulnerable.

But despite these challenges, the final message must be one of great optimism. In Madagascar, the CLTS vision is being successfully played out at scale. Evidence emerging from this experience strongly suggests that in this broad-sweep scaled-up version, like in the village-focused version, CLTS action which is strong in nurturing principles of local knowledge and community empowerment has the power to stop open defecation, bring health benefits and inspire social and economic development.

Photo: Kamal Kar

Annex

Previous page: Sustained behaviour change prompts appropriate technology adoption—Rarofinaritra Fokontany.

Annex

LIST of FAA Key Persons

Entities	Names
MCP	- RASAMISON Michèle (President du MCP) - RAKOTONDRAINIBE Jean Herivelo (National Coordinator of Diorano WASH Coalition) - RAKOTONDRASOA Niry Lanto (Director of Sanitation – Ministry of Water) - RASOLOFONIAINA Stephen (Ministry of Education) - TATA Venance (Ministry of Health) - RAKOTOARISON Norohasina (Ministry of Health) - RANDRIAKALOMALALA Fanjà Oliva (Ministry of Environment) - MAHAZOASY Roger Mevazara (Ministry of Decentralization) - RASOLOFOMANANA Lovy (International NGO: WaterAid) - RANDRIANARISOA Ridjanirainy (International NGO: WaterAid) - RALAIARIVONY Jacky (Donors: USAID) - RAZAFIMAHATRATRA Rova (Donors: UNICEF) - SYLVIA Gaya (Donors: UNICEF) - RATEFY Tovo (Private Sector: FCD Famonjena) - RAVELOSON Arsène (Civil Society: Taratra) - RANAIVOSON David (Local NGO: SAF FJKM)
CP	- RAMIANDRISOA Hugo, Program Manager - RAMANOARAY Narindra, Program Manager
AE	- RATSIRARSON Joséa (Country Representative) - FANOMEZA Rija Lalanirina (Program Manager) - RAKOTOZAFY Jerry (M&E Specialist) - RALIDERA Onisoa Rindra (BCC IEC Specialist) - RANDRIAMANALINA Aimé (Knowledge Management Unit) - RANDRIAMANATSOA Fano Lovatiana (Capacity Building Unit)

Entities	Names
AE	- RATEFINJANAHARY Joelina (CLTS Coordinator) - RAZAFIMAHEFA Mialy (Administration and Finance Unit) - RAMANANJOHARY Solonavalona (Grant Manager) - ALIJIMY Fabien (Grant Manager)
SGs	- Holiniaina RAKOTONDRALAMBO (Project Manager, SAF FJKM Analamanga Region) - Narisoa (Project Manager, MSIS Atsimo Andrefana Region) - RABENJA Grégoire (Project Manager, GREEN Boeny Region) - ANDRIANAMBININA Théodule (Project Manager, Ny Tanintsika, Amoron'I Mania Region) - TONGAZARA Désiré (Project Manager, CSGV Diana Region) - RAKOTOARISON Yves (Project Manager, CASH Sofia Region) - RAKOTONIRINA Jocelyn (Technical Advisor, ASOS Analanjirofo Region) - RAZAIVAOVOLOLONIAINA Helinoro Diamondra (Executive Director, AINGA MADAGASCAR, Vatovavy Fitovinany Region) - EUGENE DE Ligorie (Project Manager, MIARINTSOA Vakinankaratra Region) - RAKOTONDRANAIVO Charles (Project Manager, CARITAS Vakinankaratra Region) - RABEHARIVONY Seta (Project Manager, FASA Alaotra Mangoro Region) - FELACK Christian (Project Manager, MAMIZO Antsinanana Region) - RATEFY ANDRIANTAHIANA Tovoherisoa (Project Manager, FAMONJENA Itasy Region) - RAVELONJATO Léon (Project Manager, ADEMA, Itasy Region) - RABETOKOTANY Rivosoa (Project Manager, AIM Menabe Region) - NAMEARISON Robert (Project Manager, CODE, Menabe Region) - RAINIMANALA Blaise (Project Manager, SALFA, Haute Matsiatra Region)

"I believe that 'Promising Pathways' is an outstanding contribution to global knowledge on sustainable sanitation solutions. This book showcases the tremendous potential of the Community-led Total Sanitation approach to achieve true social transformation when it is supported and rolled out within the right supportive and enabling environment, backed by flexible institutional attitudes and context. By capturing the process from the outstanding Madagascar experience, this is an excellent reference document for the global sanitation and development family. While more than two billion people still lack access to basic sanitation globally and many countries are struggling to comply with their MDG sanitation target, 'Promising Pathways' is a must-read for practitioners, policy and decision makers interested in community-led development initiatives, who are also committed to eradicating the practice of open defecation to achieve improved sanitation for one and all."

Brendan Rogers
Director General, Irish Aid, Dublin

"Community-Led Total Sanitation (CLTS) is currently being implemented in over 60 countries globally to eradicate open defecation and improve sanitation and hygiene. As documented in this book 'Promising Pathways', the Malagasy people have taken CLTS to an entirely new level. In less than 36 months they have mobilized over a million people in 10,000 villages and freed themselves from living in an unhygienic environment with open defecation. They have also empowered Natural Leaders emerging from open defecation free communities who are not only transforming their neighbouring villages but also energizing local governments to address a wide range of social and economic issues. Kamal Kar and his colleagues at the CLTS Foundation have been instrumental in achieving this, having played a key role in this transformative process in Madagascar. They have supported the Executing Agency of the programme, practitioners and policy makers to internalize the behaviour change approach and fully utilize the funding and coordination mechanisms of the Global Sanitation Fund. Their efforts to document this process and lessons learned offer inspiration and guidance to all those committed to eradicating open defecation in Asia and Africa."

Christopher. W. Williams
Executive Director, Water Supply and Sanitation Collaborative Council (WSSCC), Geneva

What does it take to address poor sanitation, and the multiple health and livelihoods issues associated with it, at a large scale? How can Community Led Total Sanitation (CLTS) be operationalized at national and sub-national levels? What do the strategies for achieving exponential growth of Open Defecation Free (ODF) communities look like?

CLTS is a rapidly growing approach to solving the widespread sanitation challenges of the developing world. It is an approach that is proving to be effective in country after country, but most experience with the approach to date has been in a relatively bounded, project-based framework. This book looks at a particular experience in Madagascar of taking CLTS to a much larger scale. The Global Sanitation Fund's programme in Madagascar, the Fonds d'Appui pour l'Assainissement (FAA), is in the midst of a remarkable process currently producing thousands of ODF villages, which combine to make ODF communes and ODF districts.

'Promising Pathways' describes some of the mechanisms that have evolved to put this process into action, focusing on innovative strategies and models for scaling up. It identifies and highlights features of the actors and the institutional environment that are key to emerging successes. And it pulls out the lessons which can be applied in other settings where MDG targets for sanitation have not yet been achieved. These lessons are clearly situated in the framework of the bottom-up and community-led principles underpinning the CLTS process. Based on fieldwork conducted at community and national levels in Madagascar during 2013, the research for this publication was guided by Kamal Kar, founder and pioneer of CLTS, and conducted by a CLTS Foundation team.

CLTS Foundation is an association of like-minded development professionals and practitioners, focusing on issues around rural and urban sanitation globally. It strives to create a world free from open defecation by means of collective behavior change of the empowered local communities through capacity building, providing technical support and influencing national strategies and policies of the countries. The Foundation also undertakes research and action learning initiatives focused towards poverty reduction, rural and urban livelihoods and governance issues with CLTS as an entry point strategy. It is a Trust (Trust Registration No. 03956) being managed by a board of Trustees and headed by a Chairman with headquarters in Kolkata, India.

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