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## **Madhya Pradesh Integrated Urban Sanitation Programme Guidelines, 2009**

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# Madhya Pradesh Integrated Urban Sanitation Programme

## *Guidelines*



Urban Administration and Development Department  
Government of Madhya Pradesh  
February 2009





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**Urban Administration and Development Department**  
**Shivaji Nagar, Bhopal**



**Subject: Integrated Urban Sanitation Programme- Guidelines**

## **1. BACKGROUND**

The status of sanitation in the state, especially in the low income settlements, is not satisfactory. As per the figures of census 2001, the urban households in the state are about 3.2 million and the urban population is about 16 million. The estimates based on national coverage studies suggest that over 1 million households in the state do not have access to toilet facilities and therefore defecate in the open. The facilities for safe disposal of solid and liquid waste are also inadequate. Inadequate sanitation facilities not only pollute the environment, but have deleterious impacts on health. It is a well documented fact that it is the urban poor especially the women and children living in the slums who suffer the most due to the lack of sanitation facilities. Research findings suggest a loss of 2% in GDP due to lack of sanitation related facilities. Studies have also shown that people *lack awareness* about the importance of sanitation, which is one of the main reasons for low demand for sanitation infrastructure. Moreover, hygiene practices, which form a critically important part of sanitation, are not given much importance in sanitation promotion and until this is done, improvement in the sanitation outcomes will be very difficult.

The State Government and the Urban Local Bodies (ULBs) have been implementing various programmes to resolve the problem of urban sanitation, but in the absence of uniform policy guidelines, lack of a progress monitoring mechanism, the efforts have not been very encouraging. To tackle these challenges, the state has initiated the *Integrated Urban Sanitation Programme (IUSP)* in consonance with the Government of India's National Urban Sanitation Policy-2008. The goal of the programme is to achieve totally sanitized, healthy, livable cities and towns and to enhance living standards of the communities with special emphasis on the urban poor. The programme is designed to be demand driven and led by the





community. Provision of prize money has also been made to encourage participation and incentivize the urban local bodies.

## 2. OBJECTIVES

The main objective of the Integrated Urban Sanitation Programme is to design and implement integrated citywide sanitation plans focusing on all aspects of sanitation with support from the local communities and other stakeholders. The programme strategy is based on the following principles:

- i. Development of sanitation facilities in the urban areas with special emphasis on the slums, with the active participation from the communities, especially women.
- ii. Eradication of the practice of open defecation in the cities and towns by construction of individual household toilets, community toilets and public toilets.
- iii. Safe disposal of human excreta, safe disposal and management of solid and liquid waste, including strengthening the implementation of the policy guidelines of Government of India on Management of Municipal Solid Waste and Management of Biomedical waste.
- iv. Improvement of the '*quality of life*' of the sanitation workers
- v. Engagement of civil societies and communities, women in particular, in awareness generation, hygiene education and creation & maintenance of the sanitation infrastructure.
- vi. Strengthening of institutional arrangements and building capacities of the municipal staff for effective programme implementation to handle technology and management challenges.
- vii. Encourage Public Private Partnership (PPP), as a means to generate funds and to ensure sustainable programme implementation.
- viii. Ensure interdepartmental coordination and integration of relevant projects, schemes and programmes for effective outcomes.

## 3. PROGRAMME IMPLEMENTATION PLAN

For inclusive and effective programme implementation, every urban local body is expected to prepare a City Sanitation Plan (CSP). The City Sanitation Plan is to be prepared after



conducting a situational analysis and wide stakeholder consultations and shall be based on the following basic principles:

- i. Adoption of a demand based strategy with community participation in planning, implementation and management of sanitation infrastructure .
- ii. Adoption of locally suitable methods and technologies.
- iii. Encouraging community and private participation and fixing their role in creating and maintaining sanitation infrastructure, so that a sense of community ownership in the infrastructure is achieved.
- iv. Bring coordination among the various departments such as Health, Education, PHED, Industry, Environment, transport, pollution Board, etc, working in the water and sanitation sector.
- v. Ensuring better utilization of funds allocated under 12th and proposed 13th Finance Commission for management of municipal solid waste.
- vi. Bringing coordination among various externally aided projects and schemes in the state to achieve better outcomes.
- vii. Encouraging innovative ideas for fund generation including reforming tax regime, public private partnership, financial market, private companies, user fee, etc.

#### 4. INSTITUTIONAL FRAMEWORK

An institutional framework that enables effective programme implementation is necessary to achieve the expected programme outcomes. Institutional Framework at *two levels* as given below is envisaged:

**A. Facilitation and Advocacy Framework:** To make the IUSP a community centred programme, effective leadership and motivation is necessary. Additionally, to achieve qualitative outputs and effective operation and maintenance, regular monitoring, reviews at various levels are necessary. To enable effective facilitation and advocacy at various levels, state level, district level and city level committees as given below will be formed:

- i. *State level Coordination and Monitoring Committee*
- ii. *District level Urban Sanitation Committee*
- iii. *City level Sanitation Committee*



- i. ***State level Coordination and Monitoring Committee:*** This committee shall review, monitor and evaluate the programme from time to time. The committee shall also provide feedback and strategic direction to improve the quality of the programme implementation. Principal Secretary, Urban Development Department shall be the chairman and the committee shall consist of Principal Secretaries/Secretaries of various departments as its members. (Annexure 1)
- ii. ***District level Urban Sanitation Committee:*** A *District level Urban Sanitation Committee* with Collector as its chairman shall be formed at the district level. (Annexure 2) This committee shall be empowered to approve the City Sanitation Plans, review the progress of sanitation activities, provide guidance and issue necessary guidelines and instructions to meet the targets set under the programme. The committee shall also have representatives from NGOs. Nomination of the NGOs shall be based on the guidelines issued separately in this regard.
- iii. ***City level Sanitation Committee:*** Mayor, Municipal Corporation or President, Nagar Palika/ Panchayat shall be the chairman of this committee and, the committee shall directly support and facilitate preparation and implementation of the City Sanitation Plan. (Annexure 3) This committee shall also have representation from NGOs, business associations, association of sanitary workers, subject experts, etc. Nomination of the NGOs shall be done as per the guidelines issued in this regard by the department..

## **B. Implementation Framework**

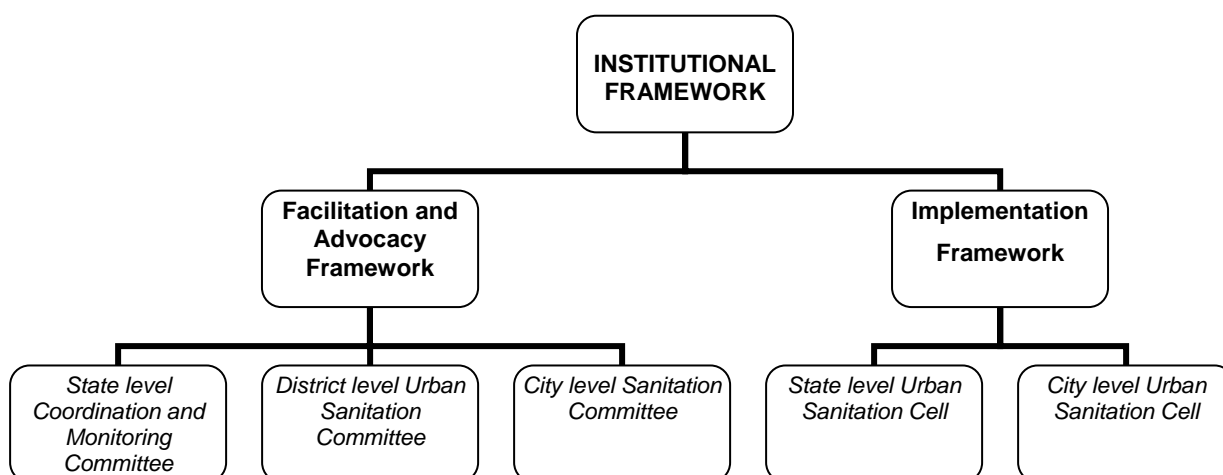
Implementation Framework at two levels as given below shall be established to implement and coordinate the programme on a day to day basis:

- i. ***State level Urban Sanitation Cell***
  - ii. ***City level Urban Sanitation Cell***
- i. ***State level Urban Sanitation Cell:*** The Commissioner, Urban Development Department shall be the head, Project Director (Project Uday/ Utthan) shall be the Controller, Chief Engineer, Urban Development Department shall be the technical Advisor of this cell at the state level. Providing technical support to the ULBs,



facilitating interdepartmental coordination for preparing City Sanitation Plan and implementation of sanitation infrastructure, etc shall be the core responsibilities of the cell. Officers from Project Uday and Project Utthan, as given in Annexure 4, shall be the members of the cell, who; in addition to performing their routine duties, shall also perform duties allotted to them under this cell. Support from experts and consultants, as required shall be taken in programme implementation.

- ii. **City level Urban Sanitation Cell:** A City level Sanitation Cell shall be formed at the ULB level. The cell shall be responsible for preparation and implementation of the city sanitation plan. Commissioner/ CMO shall be the head of the cell and he/she may appoint a suitable officer as the *officer-in-charge*. Commissioner/CMO may also nominate other suitable officers as members of the Cell, in addition to the members proposed in Annexure 5.



## 5. TARGETS

Though the programme targets to cover all the ULBs in the state over a period of five years, targets for the next two years have been fixed. Accordingly, 68 community toilets, 100 public toilets and 20000 individual toilets will be supported by the State Government. Support for individual household toilets shall be provided to the economically weaker sections of the society under the Government of India's Integrated Low Cost Sanitation Programme, which has provision of upto Rs.10,000/- for an individual toilet (Central Govt. share: 75%, State Govt. share: 15% and Beneficiary share: 10%). Financial support of Rs. 5.00Lakh and Rs. 15.00Lakh each for a public toilet and community toilet respectively has been fixed by the





state Government, which shall be released to the ULBs after the preparation of the CSP. ULBs shall also utilize funds from the 12th and the proposed 13th finance commission for management of municipal solid waste. In addition to this, the ULBs shall utilize their own funds and other grants from state and central government, as may be available. Other sources of financing shall also be explored by the ULBs and the State Government so that more cities and towns are covered under the programme.

City level targets shall be fixed at the time of preparing City Sanitation Plan in such a way that various existing and proposed sanitation schemes and programmes are converged, so that the programme becomes inclusive, the city/town becomes open defecation free and has a self contained system for management of solid and liquid waste.

## **6. PLANNING AND IMPLEMENTATION OF CITY SANITATION PLAN**

The process for preparing and implementing the City Sanitation Plans is proposed to be completed in the following steps:

- i. Situational analysis
- ii. Technology feasibility and options analysis
- iii. Financial Analysis
- iv. Preparing ward/ town/ city wise plans
- v. Implementation of the Plans
- vi. Monitoring and Evaluation

These are the core planning and implementation steps, which are grouped as stage 1, which shall be followed by a set of activities which are more promotional in nature to ensure that the programme becomes sustainable and the ULBs are recognized for their efforts. Accordingly, three more stages are envisaged for intended outcomes. Various stages have been depicted in chart 1.

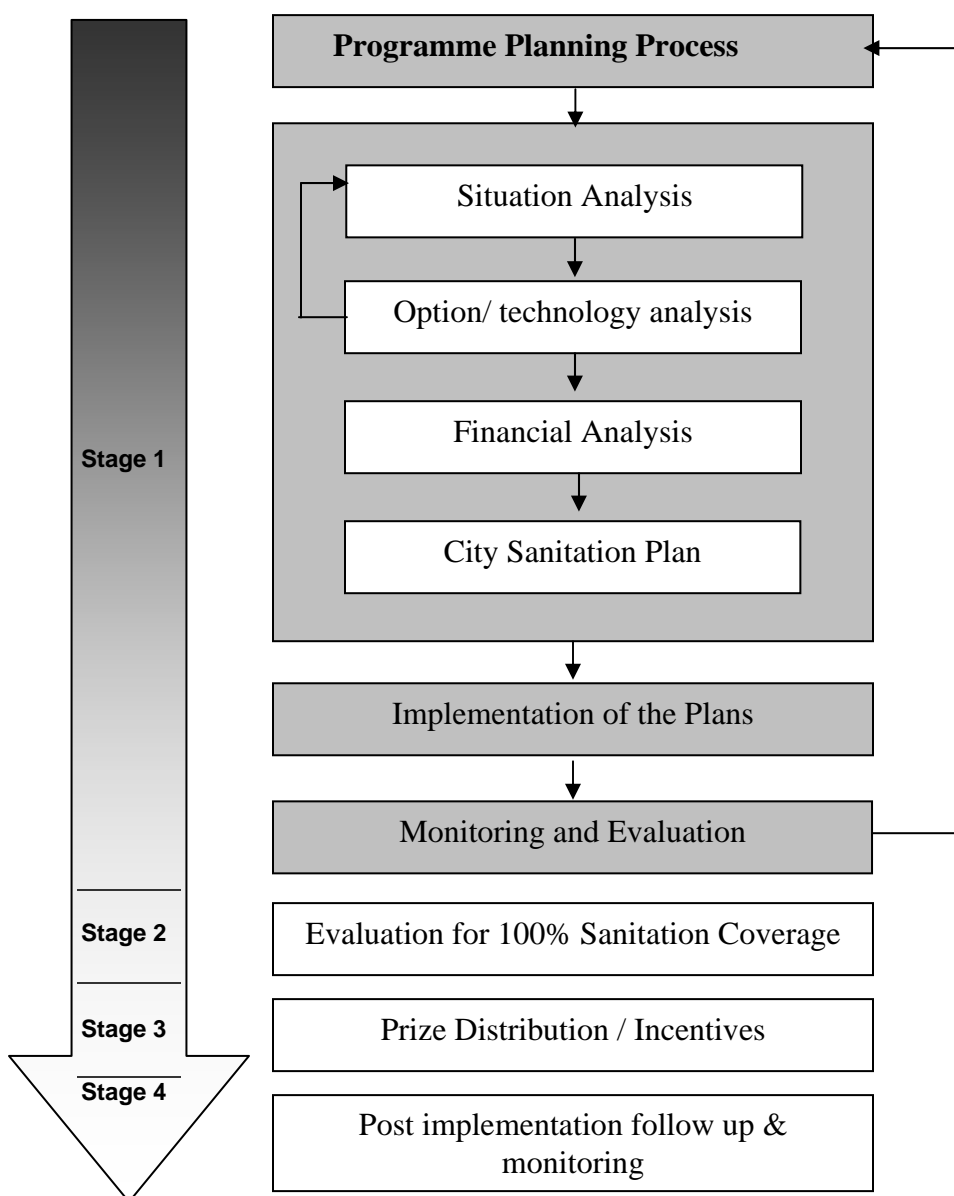
### **Stage 1:**

- i. **Situational Analysis:** Analysis of sanitation coverage, socio economic conditions, geographic situation, etc is necessary for planning and implementation so that the exercise is inclusive and takes socio economic and cultural aspects into consideration. Wide consultation with elected representatives, business associations, slum



community, especially women, NGOs, associations of sanitary workers, shop owners, etc shall be done while preparing the CSP to ensure that their concerns, demands and real needs are considered.

**CHART 1: PLANNING AND IMPLEMENTATION OF CITY SANITATION PLAN**



- For making the cities and towns free from open defecation, survey and analysis of the extent of open defecation, reasons for open defecation, technical feasibility, willingness to pay for operation and maintenance of the infrastructure shall be done. Provision of



individual household toilets shall be made for the households without access to toilets. Public toilets may be provided at markets places and crowded areas, where they do not exist or are not adequate. Low income settlements/ slums, where construction of individual toilet is not possible may be provided with community toilets. Schools with inadequate access to toilets must also be provided with separate sanitation facilities for boys and girls along with hand washing facilities. Before considering a new facility, feasibility of renovating the existing sanitation infrastructure must be done. Analysis of collection, transportation, treatment, disposal and management of municipal solid waste, disposal of waste water must also be planned in such a way that the entire areas becomes free from filth, 100% human excreta is collected and disposed off in a safe manner, waste water is treated and reused wherever possible. Additionally, assessment of capacities of the municipal staff and required capacity building programme must be built into the programme to ensure that the staff is in a position to face the new demands and challenges. Views of community members, especially women, children and poor, NGOs, sanitary workers must be given special importance in designing the programme and finalizing options.

- ii. **Technology feasibility and options analysis:** After analyzing the situation and elaborate consultations, the arrangements for suitable technological options, their operation and maintenance, etc must be discussed and finalized in a consultative manner. From available technological options for disposal and treatment of human excreta such as leach pit, septic tank, ecosan, sewer, etc the best suitable option may be chosen depending on local needs, requirements and suitability. Similarly, type of superstructure ranging from low cost local material to high cost brick masonry work may be selected based on the financial capacities and arrangements. Options for management of municipal solid waste must be selected in such a way that waste is segregated, collected, transported, disposed and treated effectively on the principles of reduce, recycle and reuse. Wherever possible waste may be separated and treated at source and if not possible it may be sent for community processing for recycling and conversion into compost, energy (gas, electricity), etc. Provision of door to door collection, community bins, supported by suitable transportation means may be made with due care to ensure that the waste is not piled up, cleared regularly. Selection of



technology for effective management of waste water may also be done by selecting best suitable options that may include soakage pits, sewerage system, sewage treatment plants and various other innovative technologies for treatment and waste management. The State Urban Sanitation Cell shall support, guide and provide necessary support to the ULBs in selection of technologies.

- iii. **Financial Analysis:** Sufficient financial resources are necessary for effective programme implementation. After identifying the real needs and finalising the technologies, the financial requirements for the city/ town must be calculated. Accordingly the sources of financing also must be analyzed. The possible sources of financing include ULBs own funds, funds from centre, state and other schemes and programmes. State Government may also explore external grants. The programme strongly encourages community contribution, fully recovery of user charges, public private partnerships and other innovations to make the programme financially sustainable. Depending on the financial arrangements the CSP may be broken into a multi year implementation plan. In addition to the financial arrangements for infrastructure, a mechanism for effective operation and maintenance of the infrastructure must be developed. The best way to recover operation and maintenance expenditure is to develop a structured mechanism for maximum collection of user charges.
- iv. **City/ town/ ward wise implementation plan:** As per the process elaborated above, the CSPs must be finalized and broken into *annual action plans* and annual budgetary provisions may be made accordingly as per requirements, priorities and availability of funds. The annual targets and coverage must be fixed by ULBs in such a way that the entire city is covered with sanitation infrastructure over a period of two years.
- v. **Implementation of the plans:** The implementation should begin with comprehensive IEC (Information, Education and Communication), awareness generation, capacity building and training activities so that the need and importance of the programme is appreciated. Awareness about good hygiene practices such as hand washing, safe water storage, safe treatment of food stuff, etc forms the key to improved health outcomes. Therefore, these aspects of hygiene education must be dealt with carefully. Active participation of local communities, women, children, community based organizations and associations play a critical role in the success of the programme.



- vi. **Monitoring and Evaluation:** To ensure that the targets are achieved and the programme achieves expected results, review and monitoring shall be done on a fortnightly, monthly and quarterly basis at city, district and state level respectively. Various committees must take the lead in monitoring and evaluating the programme.

### **Stage 2: Evaluation for 100% Sanitation Coverage**

Once the expected targets and results are achieved, the target area shall be evaluated for 100% sanitation coverage. Importance shall be given to 100% open defecation status, safe disposal of solid and liquid waste including human excreta and hygiene behavior. This end line evaluation may be done by an external agency, based on predefined formats and criterion. The state level cell shall be responsible for developing and implementing this stage.

### **Stage 3: Prize Distribution / Incentives**

The prize money and incentive encourages the participating ULBs to perform better. The best performing ULBs shall be given an award by the state government. The ULBs may also develop an award scheme for wards/ slums, so that the local communities are also encouraged to participate and perform better. The best performing ULBs shall also be nominated for the national awards. The state sanitation cell shall facilitate the ULBs in applying for various incentive and award schemes.

### **Stage 4: Post implementation follow up & monitoring**

Regular follow up and monitoring the coverage and usage are important aspects of the sanitation programme to ensure 100% sanitation coverage is maintained and the facilities are functional and performing effectively. The City Sanitation cell shall be responsible for post implantation follow up and monitoring.





## ANNEXURE

### Annexure 1: State level Coordination and Monitoring Committee

1. Principal Secretary, Urban Administration and Development Department	Chairperson
2. Principal Secretary/ Secretary- Finance	Member
3. Principal Secretary/ Secretary- Planning, Economics and Statistics	Member
4. Principal Secretary/ Secretary- Education	Member
5. Principal Secretary/ Secretary- Health	Member
6. Principal Secretary/ Secretary- Women and Child welfare	Member
7. Commissioner, Urban Development and Administration Department	Member
8. State Programme Officer, Urban Sanitation Programme	Member
9. Project Director (Project Uday)	Member Secretary



## **Annexure 2: District level Urban Sanitation Committee**

1. Collector	Chairperson
2. Commissioner/CMO of the ULBs	Member
3. Mayor/ Presidents of the ULBs	Member
4. NGO representatives	Member
5. Representatives of Professional/ Business Associations	Member
6. Project Officer, DUDA	Member Secretary



### **Annexure 3: City level Sanitation Committee**

1. Mayor/President of the ULB	Chairperson
2. Members of MIC/PIC	Member
3. Women ward member nominated by Mayor/ President	Member
4. Representative of Business Associations	Member
5. Representative of sanitary workers associations	Member
6. NGO representatives	Member
7. Officers from various departments associated with sanitation	Member
8. Subject Expert - with permission form the Chairperson	Member
9. Commissioner/CMO of the ULB	Member Secretary



#### **Annexure 4: State level Urban Sanitation Cell**

1. Commissioner, Urban Development and Administration Department	Chief
2. Project Director (Project Uday)	Controller
3. Chief Engineer, Urban Development and Administration Department	Technical Advisor
4. Assistant Project Officer (Project Uday)	Technical Officer
5. Deputy Director (Nominated by Commissioner)	Planning and Development Officer
6. Public Relation Officer	Public Relation Officer
7. Urban Governance Officer (Project Uday)	Administrative assistant Controller
8. Sanitation Expert from Project Uday and Project Utthan	Technical and Social Advisor



## Annexure 5: City level Urban Sanitation Cell

1. Commissioner/CMO of the ULB	Chief
2. Assistant Engineer/ Sub Engineer (City Engg. Water works and drainage)/ Asst Engg., (City Engg. PWD)/ ZO, Dy Comm. (Estd.) (HOD Water Supply), Garden Suptd.	Technical Officer
3. Health Officer/ Sanitary Inspector Chief Health Officer Health Officer Sanitary Inspector	Technical Officer
4. Sanitation worker	Social Organizer
5. Chairperson of Sanitary Workers Association	Social Expert





## Annexure 6: Programme Outline for Two Years

Sr. No	Activity	Time Line
1.	<ul style="list-style-type: none"> <li>i. Complete Urban Sanitation Survey and analyze data</li> <li>ii. Passing resolution in the MIC/PIC and committing to achieving totally sanitized cities</li> <li>iii. Formation of district and city level committees and cell</li> </ul>	1st Month
2.	<ul style="list-style-type: none"> <li>i. Prepare City Sanitation Plan</li> <li>ii. Fixing annual targets as per requirements and availability of funds</li> <li>iii. Seeking technical and other sanctions for creating sanitation infrastructure</li> <li>iv. Begin awareness programme with the help of community and NGOs</li> </ul>	2nd Month
3.	Issue work order to begin work on sanitation infrastructure during first phase of the plan	3rd Month
4.	Monthly review, monitoring and regular evaluation of the programme	Every Month
5.	Complete year one activities	End of 12 month
6.	Finalize activities in stage two and start implementation work	13th Month
7.	Monitoring to assess achievement as a totally sanitized city/ town	19th Month
8.	Initiate work necessary to declare the city/ town as totally sanitized	20th Month
9.	Declare the city/ town as totally sanitized, nominate and declare awards	22-24th month