

**CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN**

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FOREWORD

Reforms in the Rural Sanitation Sector were introduced in 1999, with a view to scaling up the coverage in rural areas. The Total Sanitation Campaign (TSC) is implemented in a project mode with a demand responsive and participatory approach. With the experience gathered and the initiatives taken through Sector Reforms, the Guidelines for the Total Sanitation Campaign under Central Rural Sanitation Programme have been simplified and amended. I have the pleasure to present the amended Guidelines for effective implementation of the Total Sanitation Campaign and am confident that these Guidelines will be useful to all the stakeholders working in the area of rural sanitation.

(S.K. Tripathi)

**New Delhi
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CENTRAL RURAL SANITATION PROGRAMME TOTAL SANITATION CAMPAIGN

BACKGROUND

1. A direct relationship exists between water, sanitation and health. Consumption of unsafe drinking water, improper disposal of human excreta and lack of personal and food hygiene have been the major causes of many diseases in developing countries like India. High infant mortality rate is also attributed largely to poor sanitation. It was in this context that the Central Rural Sanitation Programme (CRSP) was launched in 1986 with the objective of improving the quality of life of the rural people and to provide privacy and dignity to women. The concept of sanitation was earlier limited to disposal of human excreta by cess pools, open ditches, pit latrines, bucket system etc. today it connotes a comprehensive concept, which includes liquid and solid waste disposal, food hygiene, personal, domestic as well as environmental hygiene. Proper sanitation is important not only from the general health point of view but it has a vital role to play in our individual and social life too. Sanitation is one of the basic amenities people must have as it has a direct link to food hygiene. Good sanitation practices prevent contamination of water and soil and thereby prevent diseases. The concept of sanitation was, therefore, expanded to include personal hygiene, home sanitation, safe water, garbage disposal, excreta disposal and waste water disposal.
2. A very comprehensive Baseline Survey on Knowledge, Attitudes and Practices in rural water supply and sanitation was conducted during 1996-97 by the Indian Institute of Mass Communication, which showed that 55% of those with private latrines were self-motivating. Only 2% of the respondents claimed the existence of subsidy as the major motivating factor, while 54% claimed to have gone in for sanitary latrines due to convenience and privacy. The study also showed that 51% of the beneficiaries were willing to spend upto Rs. 1000/- to acquire sanitary toilets.
3. The Central Rural Sanitation Programme moves towards a “demand driven” approach. The allocation based” Sanitation Programme is being phased out by the end of the 9th Plan period. The revised approach in the

Programme emphasizes more on Information, Education and Communication (IEC) activities to increase awareness in order to enhance options through alternate delivery mechanisms with beneficiary participation of higher degree to meet the demand. The Programme is being implemented with focus on community-led and people centred initiatives. Considering that the children play an effective role in popularizing new ideas and concepts and to tap their potential as the most persuasive advocates of good sanitation practices in their own house-holds “School Sanitation” has been introduced. The aim is also to provide separate urinals/toilets for boys and girls in all the schools in rural areas in the country.

OBJECTIVES

4. The main objectives of the TSC are as under:
 - Bring about an improvement in the general quality of life in the rural areas.
 - Accelerating sanitation coverage in rural areas.
 - Generating felt need through awareness creation and health education.
 - Covering schools in rural areas with sanitation facilities.
 - Encouraging suitable cost effective and appropriate technologies.
 - Bringing about a reduction in the incidence of water and sanitation related diseases.

STRATEGY

5. The Programme is to be implemented as ‘community led’ and ‘people centered’. A “demand driven approach” is to be adopted with increased stress on awareness building and meeting the demand with alternate delivery mechanisms. Subsidy for individual units has to be progressively reduced and phased out. Rural School Sanitation is to be a major component and entry point for wider acceptance of sanitation by the rural masses. Technology improvisations according to customer preferences and location specific, intensive IEC Campaign and involving Co-operatives, Women Groups, Self Help Groups, NGOs etc. are also important components of the Strategy.

TSC IMPLEMENTATION

6. TSC will be implemented in phases with some start-up fund made available for preliminary IEC Work. The actual physical implementation will have to be oriented towards satisfying the felt-need using the “vertical up gradation” concept wherein individual beneficiaries get to choose from a flexible menu of options that allow for subsequent up gradation depending upon their requirements and financial position. While appreciating the “campaign approach”, which envisages a synergistic interaction between the Government machinery, active NGO participation, intensive IEC; the provision of an alternate delivery system and more flexible demand-oriented construction norms are also being stressed.
7. The TSC is being implemented in selected districts of the States/UTs with support from the GOI and the respective State/UT Governments. The States/UTs are expected to draw up a TSC Project for the selected districts to claim GOI assistance. The number of TSC project districts are allocated to States and UTs primarily on the basis of the rural population in respective State/UT. Selection of the districts is to be done by the respective State/UT Governments. The coverage of districts will be progressively increased to cover the entire rural area of the country.

COMPONENTS OF TSC

8. The components to be undertaken under the TSC are as follows:

A. Start-Up Activities:

The start-up activities includes initial publicity, motivational campaign, conducting of preliminary surveys to assess the demand and thereafter preparation of the district TSC project proposals for seeking Government of India assistance etc.

B. IEC Activities:

Information, Education and Communication (IEC) are the important components of the Programme so as to create the demand for sanitary facilities in the rural areas. The activities carried out under this component should be area specific and should also involve all the

sections of the rural population in a sustained manner so that the willingness of the people to construct latrines is translated/interpreted as demand generated. The motivator can be given his/her incentive from the funds earmarked for IEC. The incentive will be based on his/her performance i.e. in terms of motivating the people to the extent that they construct the latrine and soakage pits and also use it subsequently. The IEC campaign should also include focus on health and hygiene practices as well as environmental sanitation aspects in holistic manner.

C. Rural Sanitary Marts/Production Centres:

The Rural Sanitary Mart is an outlet dealing with the materials required for the construction of not only sanitary latrines and other sanitary facilities in rural areas but also those items which are required as a part of the sanitation package. It is a commercial enterprise with a social objective. The main aim of having a sanitary mart is to provide materials and guidance needed for constructing different types of latrines, technologically and financially suitable to the areas and other sanitary facilities. Production Centres are the means to improve the access and production of cost effective affordable sanitary materials. The Production Centres/Rural Sanitary Marts could be opened and operated by NGOs/Panchayats. For this purpose less than 5% (subject to a maximum of Rs. 35.00 lakh) of the total TSC district project cost has been earmarked. Moreover Rs. 3.5 lakh per Rural Sanitary Mart/Production Centre can be provided.

D. Construction of Individual Household Latrines:

As stated earlier, for the purpose of this Programme, a duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit (without the super structure). In the first phase, the Programme is primarily aimed at the Below Poverty Line families.

The financing pattern (subsidy) for the Basic Low Cost Unit's is given in Table below.

Basic Low Cost Unit Cost (Rs.)	Contribution (as %age) to the cost		
	GOI	State	Beneficiary
Upto Rs. 625/-	60%	20%	20%
Between Rs. 625/- and Rs. 1000/-	30%	30%	40%

Additional amount can be spent by the beneficiary or the State Government on the construction of super structure and/or of one extra pit. However, the Central subsidy will continue to be admissible with reference to the cost of the basic low cost unit as given in above Table and in no case will the overall quantum of Central subsidy exceed the admissible amount.

E. Women Complex:

Village Sanitary Complex for women can be provided under the Programme. The maintenance of such complexes is very essential and for this purpose Panchayat should own the responsibility or make alternative arrangements at the village level. Upto 6% of the total Project Cost can be used for construction of Sanitary Complex for Women. The beneficiary contribution can be given by the Panchayat.

F. Total Sanitation of Village

Disposal of liquid and solid wastes and clean surroundings are important components of sanitation. I village per block of TSC district can be taken up. The maximum assistance for a Total Sanitation Village is to be restricted to Rs. 5.00 lakh. Facilities such as drainage, individual latrines, women complexes, environmental components etc., can be taken up.

G. School Sanitation:

Children are more receptive to new ideas and, therefore, the school is the best suitable institution in changing the conditioned habits of people from open defecation to the use of lavatory through motivation & education. The experience gained by children through use of toilets in school and sanitation education imparted by teachers would definitely be carried home and passed on to parents, who in most cases do not have formal education. School Sanitation, therefore, forms an integral part of every TSC. The Central subsidy per unit will be restricted to Rs. 12,000/- for a unit cost of Rs. 20000/-. Separate toilets for girls and boys

are to be made, which can be treated as two separate units and each unit will be entitled to Central Subsidy upto Rs. 12000/- each. However, State/UT Govts and Panchayats are allowed to contribute from their own resources over and above the prescribed amount.

SPECIAL PROVISIONS

9. For adequate coverage of the weaker sections of the people, while selecting the districts, blocks, villages and demand for sanitary latrines, preference should be given to the Scheduled Castes and Scheduled Tribes. Out of the total funds earmarked for construction of individual latrines under CRSP, a minimum of 25% should be earmarked for the individual households from Scheduled Castes and Scheduled Tribes.
10. Further, 3% reservation for individual toilets to the disabled persons shall be provided. It may also be noted that while constructing toilets in the institutions, the construction should be made in such a way that the facilities can also be used by the disabled students.

IMPLEMENTING AGENCIES

11. The Implementing Agencies for the Programme will be decided by the State/UT Governments. The implementation at the District level may be through the Public Health Engineering Department/ Rural Development Department/ Panchayati Raj Department/ District Rural Development Agency/ District Water & Sanitation Mission or any other Authority/ Board. However, separate bank account in any public sector bank would have to be opened exclusively for this Programme.
12. In case a separate Mission is formed it should be got registered under the Society Act. Wherever the Mission has already been established for implementation of Sector Reforms for Water Supply for Sector Reform districts, if the State/UT Governments so desire, this Programme may also be executed by the same Agency in the District.
13. At the State level, the States/UTs may continue with their existing institutional set up or constitute appropriate institutional set up as deemed fit, to supervise the implementation of the TSC projects.

ROLE OF PANCHAYATI RAJ INSTITUTIONS

14. As per the Constitution 73rd Amendment Act, 1992 on the Panchayats, Sanitation is included in the 11th Schedule. Accordingly Panchayat has a pivotal role in the implementation of Total Sanitation Campaign. They will carry out the social mobilization for construction of toilets and also maintain the clean environment by way of safe disposal of wastes. Women Complexes constructed under the TSC will be maintained by the Panchayats/Voluntary Organisations/ Charitable Trusts. Panchayats can also contribute from their own resources for School Sanitation over and above the prescribed amount. They will act as the custodian of the assets created under the TSC such as Women Complexes, Environmental components, Drainage etc. Panchayats can also open and operate the Production Centres/Rural Sanitary Marts.

ROLE OF NON GOVERNMENTAL ORGANISATIONS (NGOs)

15. NGOs will have to play an important role in the implementation of TSC in the rural areas. They have to be actively involved in the IEC activities. Their services are required to be utilised not only for bringing about awareness in the rural masses for the need of rural sanitation but also ensuring that the rural population actually make use of the sanitary latrines. NGOs can also open and operate Production Centres/ Rural Sanitary Marts for the benefit of rural people.

FUNDING

16. The Table below gives the percentage share of the allocation (i.e. the total approved TSC project cost) for different components of a TSC, the GOI/State share and the beneficiary contribution towards each component. In the case of Union Territories, the State share under the TSC will be borne by the Govt. of India.

Table

Sl. No	TSC Components	Amount earmarked (as %age) of the total TSC project cost	Contribution (as %age)		
			GOI	State	Beneficiary
a.	Start-up Activities (Preliminary Surveys, Initial Publicity etc.	Less than 5%	100	0	0
b.	IEC Including Motivational Campaigns. Advocacy etc	More than 15%	80	20	0
c.	Administrative Charges including training, staff, support services. Monitoring & Evaluation etc.	Less than 5%	80	20	0
d.	Alternate Delivery Mechanism (PCs RSMs)	More than 5% (subject to a maximum of Rs. 35 lakhs per districts)	80	20	0
e.	School Sanitation (Hardware and Support services)	More than 10%	60	30	10
f.	Provision of Hardware (inclusive of Individual/Institutional Latrines, Sanitary Complex for Women, Total Sanitation Village etc.	Less than 60%	60	20	20

17. In case the amount asked for under any component of TSC is less than the earmarked percentage, the balance percentage will be adjusted for construction of individual household latrines. In the first phase, the total project cost of District is restricted to about Rs. 20.00 crores due to limited availability of the budget. However, in no case the percentage earmarked for components relating to start-up activities etc. and for administrative charges etc should exceed 5% each.

RELEASE OF FUNDS

18. The Central assistance shall be released to the Implementing Agency in four instalments (30, 30, 30, and 10). The first instalment will be released immediately after approval of the project proposal by the National Scheme Sanctioning Committee subject to receipt of details of the Implementing Agency at District level and name of the bank and A/c. No. etc. The release of further instalments will be subject to the following conditions:

- ❖ The Second and third instalments will be released only if the expenditure is at least 60% of the available funds. This will be contributed separately by Centre and State. (Release made by the Centre and State Government plus carryover unutilized funds from the previous years).
- ❖ Submission of progress reports in prescribed formats and separate Utilisation Certificates for Central and State shares.
- ❖ Submission of AG Certificate/Chartered Accountant's Certificate of actual expenditure.
- ❖ The fourth instalment will be released only if the expenditure is at least 80% of the available funds (separately for Centre and State) and on submission of Utilisation Certificates and AG Certificate/Chartered Accountant Certificate of previous years.
- ❖ Other conditions that may be prescribed from time to time.

MAINTENANCE

19. It is essential to train the community, particularly all the members of the family in the proper upkeep and maintenance of the sanitation facilities. The maintenance expenses of individual household sanitary latrines

should be met by the beneficiaries, where as that of sanitary complexes for women may be met by the Panchayats/voluntary organisations/charitable trusts.

SCHEDULE OF INSPECTIONS

20. Monitoring through regular field inspections by officers from State level and district level is essential for the effective implementation of the Programme. The inspection should be to check and to ensure that construction work has been done in accordance with the norms, the community has been involved in construction, the latrines are not polluting the water sources and also to check whether there has been correct selection of beneficiaries and proper use of latrines after construction. Such inspection should ensure that the sanitary latrines are not used for any other purpose.

UTILISATION OF INTEREST EARNED ON DEPOSITS

21. The TSC funds (Central, State and Beneficiary/Panchayat) should be kept in a bank account. The interest accrued on TSC funds shall be treated as part of TSC resources.

REPORTS AND RETURNS

22. The following reports and returns will be sent by the States/UTs. To Govt. of India.

- ❖ Monthly progress report will be furnished by the 20th of the succeeding month (Appendix-I).
- ❖ Cumulative quarterly progress report shall be furnished by the 20th of the succeeding month (Appendix-II).
- ❖ Cumulative Annual Report of achievements under the Programme during the year shall be furnished by 30th April of the succeeding year (Appendix-III).

EVALUATION OF THE PROGRAMME

23. The States/UTs should conduct periodical Evaluation Studies on the implementation of the Central Rural Sanitation Programme. Evaluation studies may be got conducted by the reputed Institutions and Organisations. Copies of the reports of these evaluation studies

conducted by the States/UTs should be furnished to the Government of India. Remedial action should be taken by the States/UTs on the basis of the observations made in these evaluation studies and also in the Concurrent Evaluation conducted by or on behalf of Government of India.

RESEARCH AND DESIGN

24. NGO/VO with proven track record in the areas of Sanitation and National/State level Institutions involved in the Research related to the issue of Health, Hygiene and Sanitation should be involved to study the present technology of human excreta and waste disposal system in the rural areas. The Research outcome should provide an affordable low cost technology to suit the requirements of different geo-hydrological conditions for ecologically sustainable long term solution for disposal of wastes.

AUDIT

25. The funds released under the Restructured Rural Sanitation Programme will be subject to audit by the Comptroller and Auditor General of India.

**CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN
QUARTERLY PROGRESS REPORT**

State/UT: _____

Quarter ending: _____

Physical Performance

Components	During the quarter
Individual Household latrines	
Sanitary Complex for women	
Latrines for Schools	
Latrines for Balwadi/Anganwadi	
Rural Sanitary Mart/Production Centres	

Financial Performance**Releases:**

1. Opening Balance as on first day of the quarter: _____ (Rs. in lakhs)
2. Central Releases: _____ (Rs. In lakhs)
3. State Releases: _____ (Rs. In lakhs)
4. Beneficiary/Panchayat contribution: _____ (Rs. In lakhs)
5. Total availability of funds (1 to 4): _____ (Rs. In lakhs)

Expenditure:

1. Expenditure under Central share: _____ (Rs. In lakhs)
2. Expenditure under State share: _____ (Rs. In lakhs)
3. Expenditure under Beneficiary/Panchayat share _____ (Rs. In lakhs)
4. Total expenditure during the quarter: _____ (Rs. In lakhs)

Percentage of expenditure to total availability of funds: _____

Special Provisions:

Category	During the quarter
Household latrines for SCs	
Household latrines for STs	
Household latrines for Physically Handicapped	
Separate toilets for Boys and Girls in Schools	

**CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN**

ANNUAL PROGRESS REPORT

State/UT: _____

Year: _____

Physical Performance

Components	During the year
Individual Household latrines	
Sanitary Complex for women	
Latrines for Schools	
Latrines for Balwadi/Anganwadi	
Rural Sanitary Mart/Production Centres	

Financial Performance

Releases:

1. Opening Balance as on 1-4-____: _____ (Rs. In lakhs)
2. Central Releases: _____ (Rs. In lakhs)
3. State Releases: _____ (Rs. In lakhs)
4. Beneficiary/Panchayat contribution: _____ (Rs. In lakhs)
5. Total availability of funds (1 to 4): _____ (Rs. In lakhs)

Expenditure:

Expenditure under Central share: _____ (Rs. In lakhs)
 Expenditure under State share: _____ (Rs. In lakhs)
 Expenditure under Beneficiary/Panchayat share: _____ (Rs. In lakhs)
 Total expenditure during the quarter: _____ (Rs. In lakhs)

Percentage of expenditure to total availability of funds: _____ (Rs. In lakhs)

Special Provisions:

Category	During the year
Household latrines for SCs	
Household latrines for STs	
Household latrines for Physically handicapped	
Separate toilets for Boys and Girls in Schools	

