

GUIDELINES
CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN
JUNE 2010

1. BACKGROUND

1.1. Individual Health and hygiene is largely dependent on adequate availability of drinking water and proper sanitation. There is, therefore, a direct relationship between water, sanitation and health. Consumption of unsafe drinking water, improper disposal of human excreta, improper environmental sanitation and lack of personal and food hygiene have been major causes of many diseases in developing countries. India is no exception to this. Prevailing High Infant Mortality Rate is also largely attributed to poor sanitation. It was in this context that the Central Rural Sanitation Programme (CRSP) was launched in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women.

1.2 The concept of sanitation was earlier limited to disposal of human excreta by cesspools, open ditches, pit latrines, bucket system etc. Today it connotes a comprehensive concept, which includes liquid and solid waste disposal, food hygiene, and 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 determinants of quality of life and human development index. Good sanitary 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.

1.3. A comprehensive Baseline Survey on Knowledge, Attitudes and Practices in rural water supply and sanitation was conducted during 1996-97 under the aegis of the Indian Institute of Mass Communication, which showed that 55% of those with private latrines were self-motivated. 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 respondents were willing to spend upto Rs.1000/- to acquire sanitary toilets.

1.4. Keeping in view the above facts, the CRSP was improved. In the new format, CRSP moves towards a “demand driven” approach. The revised approach in the Programme titled “Total Sanitation Campaign (TSC)” emphasizes more on Information, Education and Communication (IEC), Human Resource Development, Capacity Development activities to increase awareness among the rural people and generation of demand for sanitary facilities. This will also enhance people’s capacity to choose appropriate options through alternate delivery mechanisms as per their economic condition. The Programme is being implemented with focus on community-led and people centered initiatives. Children play an effective role in absorbing and popularizing new ideas and concepts. This Programme, therefore, intends to tap their potential as the most persuasive advocates of good sanitation practices in

their own house-holds and in schools. The aim is also to provide separate urinals/toilets for boys and girls in all the schools/ Anganwadis in rural areas in the country.

2. OBJECTIVES

2.1. The main objectives of the TSC are as under:

- a) Bring about an improvement in the general quality of life in the rural areas.
- b) Accelerate sanitation coverage in rural areas to access to toilets to all by 2012.
- c) Motivate communities and Panchayati Raj Institutions promoting sustainable sanitation facilities through awareness creation and health education.
- d) In rural areas, cover schools and Anganwadis by March 2012, with sanitation facilities and promote hygiene education and sanitary habits among students.
- e) Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- f) Develop community managed environmental sanitation systems focusing on solid & liquid waste management.

3. STRATEGY

3.1. The strategy is to make the Programme 'community led' and 'people centered'. A "demand driven approach" is to be adopted with increased emphasis on awareness creation and demand generation for sanitary facilities in houses, schools and for cleaner environment. Alternate delivery mechanisms would be adopted to meet the community needs. Subsidy for individual household latrine units has been replaced by incentive to the poorest of the poor households. Rural School Sanitation is a major component and an entry point for wider acceptance of sanitation by the rural people. Technology improvisations to meet the customer preferences and location specific intensive IEC Campaign involving Panchayati Raj Institutions, Co-operatives, Women Groups, Self Help Groups, NGOs etc. are also important components of the Strategy. The strategy addresses all sections of rural population to bring about the relevant behavioural changes for improved sanitation and hygiene practices and meet their sanitary hardware requirements in an affordable and accessible manner by offering a wide range of technological choices.

4. IMPLEMENTATION

4.1. Implementation of TSC is proposed on a project mode. A project proposal emanates from a district, is scrutinized by the State Government and transmitted to the Government of India (Department of Drinking Water And Sanitation, Ministry of Rural Development). TSC is implemented in phases with

start-up activities. Funds are made available for preliminary IEC work. The physical implementation gets oriented towards satisfying the felt-needs, wherein individual households choose from a menu of options for their household latrines. The built-in flexibility in the menu of options gives the poor and the disadvantaged families opportunity for subsequent upgradation depending upon their requirements and financial position. In the “campaign approach”, while a synergistic interaction between the Government agencies and other stakeholders, intensive IEC and advocacy, with participation of NGOs/Panchayati Raj Institutions/resource organizations, take place to bring about the desired behavioural changes for relevant sanitation practices, provision of alternate delivery system, proper technical specifications, designs and quality of installations are also provided to effectively fulfill the generated demand for sanitary hardware.

4.2. The TSC is being implemented with a district as unit. The States/UTs are expected to prepare TSC Projects for all the districts and submit before the Government of India for sanction. The TSC Project cycle in the Project Districts is expected to take about 4 years or less for implementation.

5. COMPONENTS

5.1. The Programme components and activities for TSC implementation are as follows:

(a) Start-Up Activities

The start-up activities include conducting of preliminary survey to assess the status of sanitation and hygiene practices, people’s attitude and demand for improved sanitation, etc. with the aim to prepare the District TSC project proposals for seeking Government of India assistance. The start-up activities will also include conducting a Baseline Survey (BLS), preparation of Project Implementation Plan (PIP), initial orientation and training of key programme managers at the district level. The cost of Start-up activities will be met fully by the Government of India assistance and, should not exceed 5 percent of the total project.

(b) IEC Activities

Information, Education and Communication (IEC) are important components of the Programme. These intend to create demand for sanitary facilities in the rural areas for households, schools, Anganwadis, Balwadies and Community Sanitary Complexes. The activities carried out under these components should be area specific and should also involve all sections of the rural population, in a manner, where willingness of the people to construct latrines is generated. IEC is not a one-time activity. IEC strategy and plan have to be implemented not just to create demand but also for use, maintenance and up gradation, so that sanitation and hygiene become an integral part of rural life and thereby sustainable.

Community and culture specific plans may be necessary to achieve 100 per cent sanitation coverage. A national communication strategy and plan has been developed by Government of India giving emphasis on inter personal communication at the grassroots level. The details of the communication strategy and the tools are hosted on the website www.ddws.gov.in. As part of this strategy motivators can be engaged at the village level for demand creation and taking up behaviour change communication. The motivator can be given suitable incentive from the funds earmarked for IEC. The incentive will be performance based i.e. in terms of motivating the number of households and schools/ Anganwadis to construct latrines and soakage pits and also use the same subsequently. The IEC should also focus on health and hygiene practices and environmental sanitation aspects.

Under IEC, mass media campaign should be taken up only at the national and state level and not at the district level. At district level, focus should be on inter-personal communication, use of folk media and also outdoor media like wall painting, hoarding etc.- IEC funding will be in the ratio of 80:20 between GOI and the State Governments and the total IEC cost including start up grant will be limited to 15% of the total project cost.

Each project district should prepare a detailed IEC Annual Action Plan by February of the preceding financial year, with defined strategies to reach all sections of the community. The aim of such a communication plan is to motivate rural people to adopt hygiene behaviour as a way of life and thereby develop and maintain all facilities created under the programme. The Annual IEC Action Plan should be duly approved by the District Panchayat (or the DWSSM where such bodies are not in existence). The Communication and Capacity Development Units (CCDUs) set up at the state level must support the districts in developing a good IEC plan and also in implementing it.

For effective dissemination of the IEC material, funds may also be provided under this component to blocks and gram panchayats for execution of works. They may take up such activities like engaging local NGOs for interpersonal communication; selecting motivators; executing works like wall paintings, street plays etc. The development of such material executed by the panchayats may be standardized by the district or the CCDU.

Funds available under IEC may be used for imparting hygiene education to the rural communities, General public, as well as children in schools. The IEC plan should include a component for raising awareness among school going children, teachers and PTAs. It can also include training programmes for masons, Self Help Groups etc, for activities related to sanitation, such as production of sanitary pan, sanitary napkins, etc.

The Department has also separately issued IEC Guidelines 2010.

(c) Rural Sanitary Marts and Production Centers

The Rural Sanitary Mart is an outlet dealing with the materials, hardware and designs required for the construction of not only sanitary latrines but also other sanitary facilities, such as soakage and compost pits, vermi-composting, washing platforms, certified domestic water filters and other sanitation &

hygiene accessories required for individuals, families and the environment in the rural areas. RSM should necessarily have those items, which are required as a part of the sanitation package. It is a commercial venture with a social objective. The main aim of having a RSM is to provide materials, services and guidance needed for constructing different types of latrines and other sanitary facilities, which are technologically and financially suitable to the area. Production Centers are the means to improve production of cost effective affordable sanitary materials. The Production Centers/Rural Sanitary Marts could be opened and operated by NGOs/ SHGs/ women Organizations/Panchayats etc. Support of private entrepreneurs may also be taken for ensuring an effective supply chain.

Sufficient RSMs may be established with Production Centers or otherwise. Depending upon its function, the DWSC will decide the amount of revolving fund upto a maximum of Rs. 3.5 lakhs. RSMs who decide not to run production centers may procure good quality pans with rural specification from suppliers through competitive bidding. They should ensure that a variety of pans (ceramic, mosaic, HDP, fiberglass) are available for choice. To meet the needs of remote and difficult areas, mini-RSMs are permissible, run by CBOs/women SHGs/co-operatives. For this purpose, less than 5 percent (subject to a maximum of Rs. 35.00 lakh) of the total Government outlay has been earmarked. Funding for this component will be in the ratio of 80:20 between the GOI and the State Government. Further, under the TSC project, maximum amount of Rs.3.5 lakh per Rural Sanitary Mart/ Production Centre can be provided. The fund may be provided to the NGOs/Panchayats/ other agencies for setting up of RSMs/PCs. The fund can be provided for construction of shed, training of masons and also as a revolving fund. After RSM/ PC attain a level of sustainability, the revolving fund should be refunded to the District Implementing Agency. The District Implementing agency should identify key training institutions/ Resource persons to train the Mart/ Production Centre Managers, after ascertaining their training needs. They should also have a Memorandum of Understanding with the RSMs/PCs and, a system of joint monitoring evolved to ensure that the RSMs & PCs are on track with production plans and production targets, are able to respond to local requirements, have a method of quality certification of its products and a band of trained masons and motivators. They should demonstrate success as an enterprise and, function in accordance with the objectives of the Programme.

(d) Provision of Revolving Fund in the District

Based on the successful initiative taken by Self Help Groups and Dairy Cooperative Societies in arranging low / zero interest finance to their members for toilet construction in many parts of the country, a sum of upto Rs 50 Lakhs, subject to the restriction of 5% earmarked for alternate delivery mechanism (which includes the cost for setting up RSMs and PCs) may be given to each TSC project as revolving fund. This revolving fund may be further given by the Project Implementing Agency to Cooperative Societies or Self Help Groups whose creditworthiness is established, for providing cheap finance to their members. Loan from this fund should be recovered in 12-18 installments. District TSC projects will have the flexibility to decide the other terms and conditions for sanction of the revolving fund. This revolving fund can be accessed by APL households also. Loan can also be given to the owner of the household where ICDS center is located for construction of baby friendly toilet for ICDS provided the ICDS authorities agree to refund the loan from the rent paid to the house owner.

(e) Construction of Individual Household Latrines

A duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit with a super structure. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to Below Poverty Line (BPL) families, if the same is considered necessary for full involvement of the community. The construction of household toilets should be undertaken by the BPL household itself and on completion and use of the toilet by the BPL household, the cash incentive can be given to the BPL household in recognition of its achievement.

The unit cost of Individual Household Latrine (IHHL) under TSC is Rs.2500.00 (Rs. 3000.00 for hilly and difficult areas). The incentive given to BPL households by the Central Government would be Rs.1500.00 (Rs.2000.00 in hilly and difficult areas), the State Government incentive would be Rs.700.00 and the beneficiary contribution would be unchanged at Rs.300.00. State Governments are allowed the flexibility to provide higher incentive for a household toilet, of the same or higher unit costs from their own funds. The BPL household may also contribute to value addition to the basic unit at its own expense. All houses constructed for BPL families under Indira Awas Yojana shall invariably be provided with a toilet under TSC for that district. ~~this programme.~~

It is assumed that APL families, through motivation, will take up construction of the house hold latrines on their own. The IEC activities, will, however, cover all the families in the district, without exceptions. APL families facing cash crunch may access the revolving fund as outlined in the guidelines earlier. Construction of bucket latrines is not permitted in the rural areas. The existing bucket latrines, if any, should be converted to sanitary latrines and the unit cost and sharing pattern shall be identical to that of construction of individual house hold latrines.

(f) Community Sanitary Complex

Community Sanitary Complex is an important component of the TSC. These Complexes, comprising an appropriate number of toilet seats, bathing cubicles, washing platforms, Wash basins etc, can be set up in a place in the village acceptable to women/men/ landless families and accessible to them. The maintenance of such complexes is very essential for which Gram Panchayat should own the ultimate responsibility or make alternative arrangements at the village level. User families may be asked to contribute a reasonable monthly user charge for cleaning & maintenance. Maximum unit cost prescribed for a community complex is upto Rs 2 lakh. However, it will be approved by the National Scheme Sanctioning Committee based on the detailed design and estimates. Sharing pattern amongst Central Government, State Government and the community is in the ratio of 60:30:10. The community contribution, however, can be made by the Panchayat out of its own resources, from grants of the Twelfth/Thirteenth Finance Commission or from any other fund of the State duly permitted by it. However, total expenditure proposed on Community Sanitary Complex and Individual Household Toilets should be within the ceiling of 60 percent of the total Project outlay. Ordinarily such complexes should be constructed only when there is lack of space in the village for construction of household toilets and the community owns up the responsibility of their operation and maintenance. The ultimate aim is to ensure construction of maximum IHHLs and construction of community complexes will be restricted to

only when IHHLs cannot be constructed, for whatever reason, and also teach the community of “Hygiene practices”. Such complexes can also be made at public places, markets, etc. where large scale congregation of people takes place.

(g) Institutional Toilets

Children are more receptive to new ideas and schools/Anganwadis are appropriate institutions for changing the behaviour, mindset and habits of children from open defecation to the use of lavatory through motivation and education. The experience gained by children through use of toilets in school and sanitation education imparted by teachers would reach home and would also influence parents to adopt good sanitary habits. School Sanitation, therefore, forms an integral part of every TSC Project.

School Toilets

Toilets in all types of Government Schools i.e. Primary, Upper Primary, Secondary and Higher Secondary and Anganwadis should be constructed. Emphasis should be given on toilets for Girls in Schools.

Funding for School Sanitation in a TSC Project is provided by the Central and State Government in the ratio of 70:30. Accordingly the Central assistance per unit will be restricted to 70 percent for a unit cost of Rs.35,000/- (Rs. 38,500 in case of hilly and difficult areas). Separate toilets for girls and boys should be provided in all co-educational schools, which are to be treated as two separate units and each unit is entitled to Central assistance . The number of toilet units to be constructed should be adequate to meet the requirements of the school as per the strength of the students attending the school. State/UT Governments, Parent-Teachers Association and Panchayats are free to contribute from their own resources over and above the prescribed amount.

School toilet designs should be developed reviewed and standardized to address quality and cost concerns and more importantly to comply with benchmarks set for “child friendliness”, “gender responsiveness” and to provide access opportunities to children with special needs (children with disabilities). In addition to creation of hardware in the schools, it is essential that hygiene education is imparted to the children on all aspects of hygiene. For this purpose, at least one teacher in each school must be trained in hygiene education who in turn should train the children through interesting activities and community projects that emphasize hygiene behaviour. The expenditure for this purpose can be met from the IEC fund earmarked for the project. The district and panchayat implementing agencies should ensure good coordination with Department of Education and Health & other partners in order to fulfill the objective of SSHE i.e. to provide a safe, healthy learning environment to all children.

Anganwadi Toilets

In order to change the behaviour of the children from very early stage in life, it is essential that Anganwadis are used as a platform of behaviour change of the children as well as the mothers

attending the Anganwadis. For this purpose each anganwadi should be provided with a baby friendly toilet. One toilet of unit cost upto Rs 8,000 (Rs. 10,000 in case of hilly and difficult areas) can be constructed for each Anganwadi or Balwadi in the rural areas where incentive to be given by Government of India will be restricted to Rs 5,600 (Rs 7,000 in case of hilly and difficult areas). Additional expenses can be met by the State Government, Panchayats or funds from Twelfth/Thirteenth Finance Commission, MPLADS, MLALADS etc. Since there are a large number of Anganwadis operating from private houses, following strategy may be adopted;

- (a) In all the Anganwadis, which are in Government buildings, baby friendly toilets should be constructed from out of the TSC funds to the extent laid down.
- (b) Those Anganwadis, which are in private buildings, the owner must be asked to construct the toilet as per design, and, he/she may be allowed to charge enhanced rent for the building to recover the cost of construction. Alternatively, the toilet may be constructed from revolving fund component under the TSC and, suitable deductions made from the monthly rental paid to the owner to recover the cost over a period of time.
- (c) For new buildings, which are going to be hired for Anganwadis, buildings having baby friendly toilet facility only should be hired.

(h) Ecological Sanitation:

Under conventional systems of sanitation, large quantities of treated water that is even suitable for drinking is applied for flushing and carriage of waste. Significant energy is also consumed for treating wastewater. Ever increasing demand of water and lack of wastewater disposal systems in rural areas may lead to contamination of ground water sources where the water table is high. Pathogens present in the human excreta also get mixed with water causing the spread of diseases in people. As a result, supply of safe drinking water becomes more expensive.

Human excreta and urine are very rich sources of nutrients and can be used as fertilizer. This concept can be promoted for use of composted human excreta and urine as organic fertilizer for kitchen garden and agricultural operations. The human excreta compost enriches the nutrient content of soil and also improves productivity. Also, urine has a good fertilizer value and contains good quantities of macronutrients for plant growth.

The ecological sanitation structure consists of specially designed toilet seat to separate urine and faeces at source. The urine is collected in a container while faeces is deposited into a closed chamber under the toilet seat. Generally, twin chambers are constructed above the ground level. A hand full of dry soil/ash/sawdust is applied after defecation as dehydrating material to enhance composting. The second chamber is used after the first chamber is full.

Eco Sanitation structures that allow storage of human excreta and urine, for composting or converting to usable and safe manure or fertiliser can be taken up under Total Sanitation Campaign. It should, however, be ensured that it does not involve the practice of manually cleaning and removing human excreta and is not in contravention of any existing provisions of law. Further, the structure should be so

located that it does not lead to contamination of existing water bodies, water table below ground, rain water or other water streams.

The concept of waterless urinals can also be promoted particularly for institutional toilet complexes to save precious fresh water.

Such concepts should be promoted along with existing traditional approaches incorporating necessary modifications in consultation with community.

(i) Solid and Liquid Waste Management

One of the objectives of TSC is bringing about an improvement in the general quality of life in rural areas. This objective cannot be met if the general cleanliness of villages is not maintained properly. Panchayati Raj Institutions (PRIs) are required to put in place mechanisms for garbage collection and disposal and for preventing water logging. Upto 10% of the project cost can be utilized for meeting capital costs incurred under this component. The fund sharing pattern between the Centre, State and Panchayat /Community would be in the ratio of 60:20:20. Under this component activities like common compost pits, low cost drainage, soakage channels/ pits, reuse of waste water, system for collection, segregation and disposal of household garbage etc may be taken up. Successful models may be further replicated dovetailing funds from other Rural Development programmes. NGO cooperation may be sought to develop / test / document / replicate such models.

(j) Administrative Charges

The Administrative Charges include money spent on training, salary of temporary staff deployed during project period, support services, fuel charges, vehicle hire charges, stationery, monitoring & evaluation of TSC project. However, in any case no additional posts shall be created nor separate vehicle purchased for the implementation of the TSC project. But in order to implement the projects professionally, specialist consultants from the fields of Communication, Human Resource Development, School sanitation & Hygiene education and Monitoring may be hired for the project period. The fees of the consultants may be paid from the administrative charges. Purchase of one computer with accessories is permissible per district.

The following items of expenses are specifically prohibited under "administrative expenses":

- a. Purchase of vehicles
- b. Purchase of land and buildings
- c. Construction of official buildings and rest houses (this excludes toilet units needed for TSC projects)
- d. Purchase of office equipments
- e. Expenses for any political party and religious organisations
- f. Expenses for gifts and donations
- g. Purchase of cell phones
- h. Transfer of funds to the State level institutions for meeting administrative expenses.

6. NATIONAL SCHEME SANCTIONING COMMITTEE

6.1. National Scheme Sanctioning Committee (NSSC) was constituted to approve the project proposals for the select districts, as received from the State/UT Governments. There will be seven members in the NSSC. The constitution of the NSSC shall be as follows:

1. Secretary, Department of Drinking Water And Sanitation, Ministry of Rural Development - Chairperson
2. Additional Secretary & Financial Advisor, Ministry of Rural Development - Member
3. Four non-official experts in the field of rural sanitation - Members
4. Secretary in-charge of rural sanitation of the State whose proposal is to be considered - Member
5. Joint Secretary, Department of Drinking Water And Sanitation, Ministry of Rural Development - Member Secretary

7. IMPLEMENTING AGENCIES

7.1. Implementation of the Total Sanitation Campaign requires large scale social mobilization so its implementation at the District level should be done by the Zilla Panchayat. However, in case Zilla Panchayat is not in existence, District Water and Sanitation Mission should implement the project. The line departments will play the catalytic role in implementation.

7.2. At the state level, State Government should set up a Communication & Capacity Development Units (CCDUs) for taking up state level HRD & IEC activities as well as monitoring of TSC projects. In states here Water supply & sanitation are handled by two different departments, a separate CCDU may be set up, subject to the condition that officials handling water supply should be actively associated with this CCDU. Specialist consultants from the fields of Communication, Human Resource Development, and Monitoring and School sanitation & hygiene education may be engaged by the CCDU. The expenses towards engaging these consultants will be borne by the GOI and the States as per CCDU guidelines separately issued by the Department of Drinking Water And Sanitation.

8. ROLE OF PANCHAYATI RAJ INSTITUTIONS

8.1. As per the Constitution 73rd Amendment Act, 1992, Sanitation is included in the 11th Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of Total Sanitation Campaign. The TSC will be implemented by the Panchayati Raj Institutions at all levels. They will carry out the social mobilization for the construction of toilets and also maintain the clean environment by way of safe disposal of wastes. PRIs may engage suitable NGOs for inter-personal IEC and training. Community Complexes constructed under the TSC will be maintained by the Panchayats/Voluntary Organizations/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 such as

the Community Complexes, environmental components, drainage etc. constructed under the TSC. Panchayats can also open and operate the Production Centers/Rural Sanitary Marts.

8.2. Panchayats can play a key role in promoting regular use, maintenance and up gradation of toilets and inter-personal communication for hygiene education. Panchayats and NGOs who are in the frontline of implementation have a key role in ensuring that safety standards are being met with all components of TSC e.g. the distance between water source and a latrine – adhering to the minimum distance for IHHL, school and AW toilets and community sanitary complexes; regulating pit-depth, pit lining to prevent pollution, collapse of pit etc. The same will apply to key hygiene behaviour such as keeping the environment around hand pumps / water sources clear and tidy and free of human and animal excreta. Panchayats must also play a role in the monitoring of the TSC programme. Both Block level and District level PRIs must regularly monitor the implementation along with the concerned officials.

9. ROLE OF NON GOVERNMENTAL ORGANISATIONS

9.1. NGOs have an important role in the implementation of TSC in the rural areas. They have to be actively involved in IEC (software) activities as well as in hardware activities. Their services are required to be utilized not only for bringing about awareness among the rural people for the need of rural sanitation but also ensuring that they actually make use of the sanitary latrines. NGOs can also open and operate Production Centers and Rural Sanitary Marts. NGOs may also be engaged to conduct base line surveys and PRAs specifically to determine key behaviours and perceptions regarding sanitation, hygiene, water use, O&M, etc. Selection of NGOs should be done following a transparent criterion.

10. PROJECT FUNDING

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

Table 2: TSC Component-Wise earmarking and funding pattern

S.N.	Component	Amount earmarked as percent of the TSC project outlay	Contribution percent		
			GO I	State	Beneficiary Household/Community
a.	IEC and Start Up Activity, Including Motivational Awareness and	Upto 15%	80	20	0

	Educative Campaigns, Advocacy etc.				
b.	Alternate Delivery Mechanism (PCs/RSMs)	Up to 5% (Subject to a maximum of Rs. 35 Lakh per district for PC/RSMs and additional Rs.50 Lakhs as revolving fund for group lending activity)	80	20	0
c.	(i) Individual Latrines for BPL/ disabled house holds	Actual amount required for full coverage	60	28	12
	(ii) Community Sanitary Complexes		60	30	10
d.	Individual house hold latrines for APL	Nil	0	0	100
e.	Institutional Toilets including School and Anganwadi Sanitation (Hardware and Support Services)	Actual amount required for full coverage	70	30	0
f.	Administrative charges, including training, staff, support services, Monitoring & Evaluation etc.	Less than 5%	80	20	0
g.	Solid/Liquid Waste Management	Up to 10%	60	20	20

	(Capital Cost)				
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10.2. In case the amount sought for / utilized for under any component of the TSC is less than the earmarked percentage, the balance percent will be adjusted for construction of individual household latrines. In no case the percent earmarked for components relating to start-up activities and administrative charges should exceed 5 percent of the project outlay.

11. ANNUAL IMPLEMENTATION PLAN (AIP)

11.1 The main objective of the Annual Implementation Plan (AIP) is to provide a definite direction to the programme, and also to ensure monthly and quarterly monitoring of physical and financial progress during the course of the financial year vis-à-vis the planned activities included in it and the Objectives of TSC. The AIP should include a

- a) report on the progress made by the State in achieving the objectives of TSC,
- b) details of activities taken up under the various components of the TSC,
- c) write ups of success stories, best practices, innovations introduced, new technologies used and
- d) a plan of activities with physical and financial estimates under each component of the TSC for the next year.

11.2 An Annual Implementation Plan should be prepared first by the Gram Panchayats based on the anticipated progress in sanitation coverage. The Gram Panchayats plans should be consolidated into Block Implementation Plans. The District Water and Sanitation Committee should prepare the District Implementation Plan by suitably consolidating the Block TSC Plans.

11.3 The DIP will be scrutinized by the SWSM and all DIPs of the districts in the State compiled into an Annual Implementation Plan for the State. The States/UTs shall prepare the AIP and submit before the commencement of the financial year on the basis of the balance works to be completed, to the DDWS, for use at the Annual Plan discussions in Plan Approval Committee (PAC) meetings. The AIP should include part A and part B districts eligible for release of next instalment to work out the eligibility of the state as a whole for release of funds. Part 'A' districts shall be those which are likely to become eligible for release of next instalment as on 31st March of the previous financial year. Part 'B' districts shall be those which are likely to be eligible by 30th september of the financial year for release of further funds to the states . Any further eligibility of the districts for release of funds shall be considered in case of balance funds available with the department due to any reasons for release to the states.

11.4 The quantum of funds to be released to the districts shall be decided based on criteria of release of funds to the implementing agency in four instalments (30, 30, 30, 10).

11.5 As soon as final outlay/eligibility for funds is decided based on the discussions in the PAC, the Annual Action Plans prepared earlier may be reviewed and modified. The modified AAP should be forwarded to the Central Govt. within a fortnight of the discussions in PAC and also uploaded in the website through online monitoring system. The recommendation of PAC for a financial year shall be valid for that financial year only.

12. RELEASE OF FUNDS

12.1 Release to State level

12.1.1 The funds under TSC will be released to the State Water and Sanitation Missions of the respective states. The SWSM will operate a Savings account in any Nationalized Bank except in the case where State Government/UT justifies and seeks prior approval of the Central Government to open account in any other bank in the name of State Water Sanitation Mission dedicated for all transactions relating to TSC including Central share, State share, beneficiary share or any other receipt. The details of the TSC bank account has to be communicated to DDWS along with the name of the bank, IFSC Code and A/c. No. etc.

12.1.2 The Plan Approval Committee headed by Joint Secretary (Sanitation) with representative of IFD, Secretary of the State concerned, nominated experts on sanitation if any and representatives of Ministries of Health and Family Welfare, Women and Child Development, School Education and Literacy and of Panchayati Raj will approve the Annual Plan on the basis of the appraisal report, the recommendation of the SWSM, the availability of Central Plan funds, commitment of the State government regarding release of State share and previous state share release position. Funds will be released to the State based on the approval of PAC subject to availability of funds and fulfillment of all other requirements of documents as required as per release procedure.

12.1.3 Any further release of funds (part B districts) becoming eligible during the financial year will be based on the progress in expenditure of the available funds and the quality of implementation. The utilization certificates from the State to DDWS for funds released in the previous financial year would become due at the time of the release of the funds during the current year.

12.1.4 The funds as approved by Plan approval committee will be released on fulfillment of the following conditions:

- Receipt of a specific proposal from the State/UT with recommendation of the State Government with district wise physical and financial progress reports;

- Commitment of the state to release of proportionate State share into the SWSM account with in fifteen days of release of central share;
- Utilization of 60% of the available resources (80% in case of last instalment for the eligible district), including the State share and interests accrued thereon);
- Audited statements of Accounts of TSC up to the year preceding the previous financial year;
- Receipt of utilization certificate in the prescribed Performa (Annexure-IX) signed by the Member Secretary of SWSM, for the previous financial year;
- Certificate in the prescribed proforma (Annexure X) stating that the Districts to which funds are proposed to be released have complied with the conditions of release and Audit Reports, Utilization Certificates and Progress Reports have been received and scrutinized;
- Any other condition(s) that may be imposed from time to time.

12.2 Release from State to District level

12.2.1 The States/UTs shall release the central assistance received along with the matching State share to the District implementing agency/agencies within 15 days of receipt of Central assistance

12.2.2 The release of funds by SWSM to the districts will be subject to the following conditions :

- Household / Community contribution: For all the hardware activities executed, the corresponding household / community contribution, including APL house holds must be taken and reflected appropriately in the progress report.
- Expenditure and Utilization certificate: At least 60% (80% in case of last instalment) of the total available funds under central share as well as State share, including interest must have been properly utilized. Separate utilization certificate for the central fund and the state fund should be submitted. All utilization certificates should be countersigned by Chairman DWSM/DRDA/District Collector or CEO of District Panchayat as the case may be. (Annexure-VIII)
- Audit Certificate: The accounts of the TSC project should be audited annually by C&AG/Chartered Accountant as per provisions in the GFR. It should be duly countersigned by the Chairman DWSM/DRDA/District Collector or CEO, District Panchayat as the case may be. The audit report should cover the issues as given in Annexure-II and should be submitted in the format annexed (Annexure-III to VII)
- A Certificate regarding not purchasing any in-admissible items: A certificate must be given by the Chairman of the DWSM/DRDA/District Collector or CEO, Zilla Parishad as the case may be, certifying that no expenditure on any inadmissible item as mentioned in these Guidelines has been made and expenditure do not exceed the limits prescribed in the guidelines.
- Review Mission (Panel of expert) Report: A report of Review Mission (panel of experts) confirming proper implementation and progress there of.
- The last installment will be released only if the expenditure is at least 80% of the available funds (separately for centre and state) and on submission of the Utilization Certificate and AG Certificate/Chartered Accountant Certificate of previous year.
- Other conditions that may be prescribed from time to time.

12.2.3 The District Implementing Agency shall be required to transfer the funds for the works to the Gram Panchayat (VWSC in States where GPs do not exist) within 15 days of receipt of funds.

13. INTEREST EARNED ON PROJECT FUNDS

13.1. The TSC funds (Central and State) should be kept in a bank account. The household / beneficiary contribution need not be deposited in this account. The interest accrued on TSC funds shall be treated as part of the TSC resources. The District Implementing Agency has to submit utilization of interest accrued on TSC funds along with claim/s for subsequent installments and it should be reflected in the Utilization Certificates.

14. MAINTENANCE

14.1. It is essential to train the community, particularly all the members of the family in the proper upkeep and maintenance of the sanitation facilities created. The IEC activities should include awareness of the community on how to maintain the sanitation facilities. The maintenance expenses of individual household sanitary latrines should be met by the households. The maintenance cost of community sanitary complexes may be met by the panchayats/voluntary organizations/charitable trusts/Self Help Groups. Institutions/Organizations operating and maintaining the Sanitary complexes may charge suitable user charges to meet the operation and maintenance cost fully. The concerned departments should provide adequate funds for maintenance of school/Anganwadi toilets. Funds are also available under the Grants made by the Twelfth Finance Commission, which recommended that priority should be given to expenditure on the O&M costs of water supply and sanitation, along with recovery of at least 50% of recurrent costs as user charges.

15. INSPECTIONS

15.1. Monitoring through regular field inspections by officers from the State level and the district levels is essential for the effective implementation of the Programme. The inspection should be to check and 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. Inspection should be done to check whether TSC information of a Gram Panchayat has been displayed transparently in Gram Panchayat (by wall painting or special hoarding). Project authorities should constitute a team of experts in the district who should review the implementation in different blocks frequently. Such review should be held at least once a quarter. Similarly the State Government should conduct review of

projects in each district periodically and for this purpose they should constitute a panel of experts available in the state. In addition, Government of India will send its review missions to the states periodically to assess the quality of implementation.

16. STATE REVIEW MISSION

16.1. Since scaling up of TSC has taken up considerably, it is essential that Review Mission arrangement at State Government level are made mandatory. State are advised to set-up a panel of experts at State level for conducting review into various TSC districts periodically. Based on the reports of the State Review Missions, if the State govt. is satisfied for release of 2nd or subsequent instalment, the proposal for release of fund should be sent to Government of India. While submitting proposal for release of fund, a copy of the review mission report may also be enclosed by the State Government.

17. REVISION IN PROJECT

17.1. It is expected that after conducting the Baseline survey, the exact requirement for different category of hardware may undergo change which will necessitate revision in the project. In addition, revision will be required due to change in the funding norms. Each district requiring revision in TSC project should submit a proposal in the prescribed template along with a revised PIP to the Department of Drinking Water and Sanitation. Such revision in the project will be allowed after proper scrutiny and the project recast suitably by the Department of Drinking Water and Sanitation. The matter will be placed before the NSSC for ratification.

18. REPORTS

18.1. The Department of Drinking Water and Sanitation has developed an online monitoring system for TSC. All TSC project districts are to submit the physical and financial progress reports through this on line software for which user-id and password have been generated and communicated by DDWS-NIC cell. Progress reports in hard copy are discouraged. An Annual Performance Report only is to be submitted, as given in Annexure- I.

18.2. Monitoring of the TSC project should be carried out at all levels. Block PRI and Block level officials must review progress in each Gram Panchayat. The CEO of the District Panchayat / Secretary of the DWSC must review the progress of the project with Block Officials on a monthly basis. Similarly, Secretary in-charge of rural sanitation in the State must review progress with the District Officials on a quarterly basis.

19. EVALUATION

19.1. The States/UTs should conduct periodical Evaluation Studies on the implementation of the TSC. Evaluation studies may be got conducted by the reputed Institutions and Organizations. 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 the Government of India. The cost of such studies can be charged to the HRD component of the TSC.

19.2. For a group of TSC Projects in State(s), implementation progress review may be organized by the Government of India as required. A multi agency team of officers / professionals will be constituted as the time to undertake the review.

20. RESEARCH

20.1. Research Institutes, organizations and NGOs with proven track record in the areas of Sanitation and National / State level institutions involved in the research/studies related to the issue of Health, Hygiene, Water Supply and Sanitation should be involved to study the present technology of human excreta and waste disposal systems in the rural areas. The research/study outcome should enable improvement of technology, making it more affordable and environmentally safe to suit the requirements of different geo-hydrological conditions. This will encourage and promote ecologically sustainable long term solution for disposal of wastes. Research/study on latrine design, appropriate technology to suit varying soil conditions, high water table situations, floods, water scarcity conditions, coastal areas will be a priority. Ecological sanitation / on-site waste management will be encouraged to prevent high costs of waste transportation and pollution of water bodies through discharge of untreated waste. On submission of a self contained proposal by the State Government also, the NSSC may sanction the Research projects and the fund will be provided by the Government of India from the R & D fund specifically earmarked for the purpose.

21. ANNUAL AUDIT

21.1. The District Implementing Agency should get the accounts audited annually by appropriate authority and submit the report to the State Government and Government of India. Further, District Implementing Agency should furnish audited accounts while filing claims for the 2nd and subsequent installments.

22. PROJECT COMPLETION

22.1. When a Project gets completed fully in a District, the Implementing Agency at the District level shall submit a completion Report along with Audit Certificate and Utilization Certificate through the State Government to the Department of Drinking Water and Sanitation, Ministry of Rural Development, Government of India.

22.2. Acceptance or otherwise of the Completion Report will be informed to the State Government and the District Implementing Agency by the Government of India. The TSC Project cycle in the Project Districts is expected to take about 4-5 years. Some districts may take lesser time and a few others may take more, however all out efforts should be made to complete the projects by the end of 11 five year plan. Post Project evaluations, at random, will be taken up by the Government of India. The states may also take initiative for conducting such evaluations, and seek GOI assistance, for the purpose.

**CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN
ANNUAL PERFORMANCE REPORT**

Report ending 31st March 20____

State/UT: _____

A. Physical Performance (District wise position enclosed):

Components	Project Aim	Cumulative Performance	Percentage Achievement
Individual Household Latrines - BPL			
Individual Household Latrines - APL			
Sanitary complex			
Toilets for schools			
Toilets for Balwadi/Anganwadi			
Rural Sanitary Mart			
Production Centers			

B. Special Provisions (District wise position enclosed):

Category	Project Aim	Cumulative Performance	Percentage Achievement
Household latrines for SCs			
Household Latrines for STs			
Household Latrines for Physically Handicapped			

C. Financial Performance (District wise position enclosed):

	Item	Amount (Lakh Rupees)
1	Receipts	
a	Opening Balance as on first day of the year	
b	Central Releases during the year	
c	State Releases during the year	
d	Household / Panchayat contribution during the year	
e	Interest accrued during the year	
f	Total availability of funds (a + b + c + d + e)	
2	Expenditure	
a	From Central Share	
b	From State Share	
c	From Interest / Household / Panchayat contribution	
d	Total Expenditure (a + b + c)	
e	Percent of expenditure to total availability of funds	

3	Comments of the Auditor :	
	a) Whether interest accrued in Savings Account has been credited into the Account, taken as receipt and utilised for the scheme.	
	b) Inadmissible items of expenditure, if any.	
	c) Diversion of funds, if any.	

Signature of State Secretary

Office seal

Signature of Auditor with date:

Name:

Office Seal

ISSUES TO BE COVERED IN CHARTERED ACCOUNTANT'S AUDIT REPORT

- Number of Bank Accounts being maintained by the Implementing Agency (A separate single Savings Bank Account should be maintained for the scheme)
- Funds held in fixed Deposits, if any (the programme funds are not allowed to be kept in fixed deposits and should be kept only in Savings Account).
- Whether interest accrued in Savings Account has been credited into the Account, taken as receipt and utilised for the scheme.
- Delay, if any, in crediting the Accounts of the Implementing Agency by the receiving Bank. If so, the period of delay.
- Whether Bank reconciliation in respect of Cash Book balance and Pass Book balance is being done fortnightly. The Bank reconciliation should also cover interest accruals. The Bank reconciliation statement as on 31st March should be attached to the Audit Report.
- Proper maintenance of Cash Book by the Implementing Agency.
- Cheques issued but not encashed as on 31st March as per the Bank reconciliation (this should be taken as a part of the opening balance)
- Actual expenditure village-wise out of advances to all the VWSCs and closing balance with VWSCs. Attach statement to the Audit Report.
- Inadmissible items of expenditure, if any.
- Diversion of funds, if any.

FORMAT -A

District Water and Sanitation Mission/D.W.S.C./Core Group/VWSC

Receipt and Payment Accounts for the period 1.4. _____ to 31.3. _____

Name of Scheme _____

Receipt	Amount	Payment	Amount
1. Opening Balance DWSM/DWSC/Core Group/VWSC (as the case may be)		1. Advances given to: a. VWSC b. SO c. Service Agencies d. Any other implementing Agencies	
2. Receipt of Grants a. Central Government b. State Government c. Other Agencies		2. Audit Fees	
3. Interest received from Banks DWSM/DWSC/Core Group		3. Expenses on Administration (if allowed under the schemes) a. Salary and Allowances b. Traveling Expenses c. Rent, Rates and Taxes d. Printing and Stationery e. Publicity and Advertising f. Postage g. Telephone h. Leave Salary and Pension Contribution i. Motor Vehicles maintenance and repairs j. Office Contingencies k. Any other item	
4. Refund of Advance/ Loan/Grant From a. VWSC b. SO c. Service Agencies d. Any Other Implementing Agency		4. Advances to Staff if any (if allowed under the scheme)	

5. Refund of Advances from Staff		5. Bank Charges if any	
6. Miscellaneous		6. Payment made for creation of Capital asset for DWSC	
		7. Miscellaneous	
		8. Closing Balance DWSM/DWSC/Core Group	

FORMAT -B

District Water and Sanitation Mission/D.W.S.C./Core Group/VWSC
Income and Expenditure Account for the period

1.4._____ to 31.3._____

Expenditure	Amount	Income	Amount
1 Schemes Expenditure a. VWSC b. SO c. Service Agencies (Based on UCs received)		1. Grants in Aid received during the year from a. Central Government. b. State Government c. Other Agencies Add: Grants in Aid receivable during the year* Less: Grants in Aid related to previous year	
2. Audit Fees		2. Interest received during the Year from the Bank Accounts Received during the year Add: Accrued during the year Less: related to previous year	
3. Expenses on Administration I. Agency Office a. Salary and Allowances b. Traveling Expenses c. Rent, Rates and Taxes d. Printing and Stationery e. Publicity and Propaganda f. Postage g. Telephone h. Leave Salary and Pension Contribution i. Motor vehicles maintenance and repairs j. Other contingencies k. Other items		3. Refund of unutilized grants by the Implementing Agencies	
4. Miscellaneous Expenses		4. Miscellaneous Receipts	
5. Excess of Income over Expenditure carried over to the Balance Sheet.		5. Excess Expenditure carried over to Balance sheet.	

This item would include amount of Grants in Aid sanctioned during the year but not received during the current year.

FORMAT - C

Balance Sheet as at 31st of March _____

Name of the District Water and Sanitation Mission/VWSC _____

CAPITAL FUND AND LIABILITIES	CURRENT YEAR	PREVIOUS YEAR
Accumulated Fund		
Opening Balance -----		
Add/Deduct		
Balance Transferred From Income & Expenditure Account +/- -----		
Closing Balance -----		
Current Liabilities		
OUTstanding Expenses/Payables		
Any other Liability		
	----- ----- ----- -----	----- ----- ----- -----
Total	-----	-----

ASSETS	-----	-----
Fixed Assets	-----	-----
Vehicles	-----	-----
Furniture & Fixtures	-----	-----
Office Equipment	-----	-----
Computers and Peripherals	-----	-----
Library Books	-----	-----
Others	-----	-----
Current Assets & Advances	-----	-----
Stock	-----	-----
Closing Balance	-----	-----
Cash in Hand (DWSM)	-----	-----
Cash at Bank (DWSM)	-----	-----
Account receivables and Advances recoverable	-----	-----
VWSC	-----	-----
SO	-----	-----
Service Agencies	-----	-----
Staff		
Grants in aid receivable during the year but not actually received. *		
Total	-----	-----

Certified that assets amounting to Rs. _____ were created during the year as per schedule attached.

* This item would include amount of Grants in Aid sanctioned during the year but not received during the current year.

FORMAT - D

FORMAT OF V.W.S.C wise PAYMENT REGISTER FOR BLOCKS

Name of the Scheme _____

{ Chapter No. IV }

Sl. NO.	Date	Particulars (Details of Project)	Cheque No.	Amount released	Utilisation Certificate Details	
					Date	Amount
Total						

FORMAT - E

FORMAT OF PAYMENT REGISTER FOR V.W.S.C.

Name of the Scheme _____

SL. NO.	Date	Particulars (Detail of Project)	Cheque No.	Amount Released
Total				

FORM GRF 19-A

Form of Utilization Certificate

Sl. No.	Letter No. and date.	Amount
	Total	

2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled / are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned. Certified that out of Rs. of grants-in-aid sanctioned during the year in favour of Under this Ministry / Department Letter No. given in the margin and Rs..... on account of unspent balance of the previous year, a sum of Rs. has been utilized for the purpose of For which it was sanctioned and that the balance of Rs..... remaining unutilized at the end of the year has been surrendered to Government (*vide* No....., dated) / will be adjusted towards the grants-in-aid payable during the next year

Kinds of checks exercised

- 1.
- 2.
- 3.

Physical Output for the above utilized funds

Components	Performance
Individual Household Latrines - BPL	
Sanitary complex	
Toilets for schools	
Toilets for Balwadi/Anganwadi	
Rural Sanitary Mart	
Production Centers	

Signature
 Designation
 Date

Utilization Certificate

State Water and Sanitation Mission (Name of State)

TOTAL SANITATION CAMPAIGN

(Central Share / State Share)

Reference No. :

Date:

Sl. No.	Letter No. and date	Amount	
			<p>Certified that out of Rs. of grants-in-aid sanctioned during the year in favour of State Water and Sanitation Mission (Name of State) vide Department of Drinking Water And Sanitation, Ministry of Rural Development, Government of India Letter No. given in the margin and Rs..... on account of unspent balance with the District Water and Sanitation Missions (as per list attached) of the previous year, a sum of Rs. has been utilized by the District Water and Sanitation Missions (as per list attached) for the purpose of approved work undertaken under Total Sanitation Campaign, for which it was sanctioned and that the balance of Rs..... remaining unutilized with the District Water and Sanitation Missions (as per list attached) at the end of the year will be adjusted towards the grants-in-aid payable during the next year</p>

2. Physical Output for the above utilized funds

Components	Performance/Number of Units constructed
Individual Household Latrines - BPL	
Sanitary complex	
Toilets for schools	
Toilets for Balwadi/Anganwadi	
Rural Sanitary Mart	
Production Centers	

Contd...

3. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled / are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned.

Kinds of checks exercised

1. Audited Statement of Accounts of DWSMs
2. Utilisation Certificates
3. Physical Verification Reports
4. Review Mission Reports
5. *Any other document/check*

Signature

Name

Designation

Date

(affix official seal)

Certificate for Eligible Districts

State Water and Sanitation Mission (Name of State)

TOTAL SANITATION CAMPAIGN

Reference No.

:

Date:

It is to certify that the Districts (viz.) to which funds are proposed to be released have complied with the conditions of release and Audit Reports, Utilization Certificates and Progress Reports have been received and scrutinized.

To be signed by State Secretary

Name:

Department :

(official seal to be affixed)