



Guidelines on

Central Rural Sanitation Programme Total Sanitation Campaign



Department of Drinking Water Supply
Ministry of Rural Development
Government of India
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CENTRAL RURAL SANITATION PROGRAMME (TOTAL SANITATION CAMPAIGN)

BACKGROUND

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.

2. 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 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.

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.

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 centred initiatives. Children play an effective role in absorbing and popularising new ideas and concepts. This Programme, therefore, intends to tap their potential as the most persuasive advocates of good sanitation practices in their own households 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.

OBJECTIVES

5. The main objectives of the TSC are as under:
 - Bring about an improvement in the general quality of life in the rural areas.
 - Accelerate sanitation coverage in rural areas.
 - Generate felt demand for sanitation facilities through awareness creation and health education.
 - Cover schools/ Anganwadis in rural areas with sanitation facilities and promote hygiene education and sanitary habits among students.
 - Encourage cost effective and appropriate technologies in sanitation.
 - Eliminate open defecation to minimize risk of contamination of drinking water sources and food.
 - Convert dry latrines to pour flush latrines, and eliminate manual scavenging practice, wherever in existence in rural areas.

STRATEGY

6. 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.

IMPLEMENTATION

7. 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 Supply, 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.

8. The TSC is being implemented with a district as unit. The States/UTs are expected to draw up a TSC Project for the selected districts to claim GOI assistance with commitment of their support. The number of TSC projects in a state are allocated based on the demand raised by the States as well as their performance in implementation of the existing projects. Selection of the districts is done by the respective State/UT Governments. The number of project districts will be progressively increased to cover the entire rural area of the country. The TSC Project cycle in the Project Districts is expected to take about 4 years or less for implementation.

COMPONENTS

9. 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 this component 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. 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, wall painting on a community building or hoardings should display the details of activities undertaken in that Panchayat. Further, audio/ video clippings in AIR, Doordarshan and cable TVs may be screened for demand generation. IEC funding will be in the ratio of 80:20 between GOI and the State Governments and the total IEC cost should not be less than 15 per cent of the project. Each project district should prepare a detailed IEC action plan 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.

Funds available under IEC may be used for imparting hygiene education to the people as well as children in schools.

(c) Rural Sanitary Marts and Production Centres:

The Rural Sanitary Mart is an outlet dealing with the materials required for the construction of not only sanitary latrines but also other sanitary facilities 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 Centres are the means to improve production of cost effective affordable sanitary materials. The Production Centres/Rural Sanitary Marts could be opened and operated by NGOs/ SHGs/ women Organizations/Panchayats. 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 attains 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. 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 successful as an enterprise and, function in accordance with the objectives of the Programme.

(d) Construction of Individual Household Latrines:

A duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit (without the super structure). All existing dry latrines in rural areas should be converted to pour flush latrines. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to Below Poverty Line 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 financing pattern including the incentive for BPL household for construction of Individual house hold latrines is as follows:-

Basic Low Cost Unit Cost (Rs.)	Contribution					
	GOI		State		House hold	
	BPL	APL	BPL	APL	BPL	APL
Upto Rs. 625/- (single pit)	60%	Nil	20%	Nil	20%	100%
Between Rs. 625/- and Rs. 1000/-	30%	Nil	30%	Nil	40%	100%
Above Rs.1000/-	Nil	Nil	Nil	Nil	100%	100%

The incentive given by the Central Government will continue to be admissible with reference to the cost of the basic low cost unit as given in the above Table and in no case will the overall quantum of Central incentive exceed the admissible amount.

It is assumed that A.P.L 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.

Construction of dry latrines is not permitted in the rural areas. The existing dry latrines, if any, should be converted to pour flush latrines and the unit cost and sharing pattern shall be identical to that of construction of individual household latrines.

(e) Community Sanitary Complex:

Community Sanitary Complex is an important component of the TSC. These Complexes 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. Maximum unit cost prescribed for a community complex is upto Rs 2 lakhs. 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 60:20:20. The community contribution, however, can be made by the Panchayat. There will not be any upper ceiling for expenditure on this item. However, total expenditure proposed on Community Sanitary Complex and Individual Household Toilets should be within the ceiling of 60 percent of the total Government 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.

(f) School Sanitation & Hygiene Education:

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. 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. The Central assistance per unit will be restricted to Rs.12,000/- for a unit cost of Rs.20,000/- Separate toilets for girls and boys should be provided which are treated as two separate units and each unit is entitled to Central assistance upto Rs.12,000/-. Funding for School Sanitation in a TSC Project is provided by the Central Government, State Government and Parent Teachers in the ratio of 60:30:10. Gram Panchayat can also contribute the 10%

share of Parent-Teachers. State/UT Governments, Parent-Teachers Association and Panchayats are free to contribute from their own resources over and above the prescribed amount. -

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.

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 5,000 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 3,000. Additional expenses can be met by the State Government or the Panchayats. 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 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. More than 10% of the total Government outlay can be utilized for School Sanitation and Anganwadi toilets .

(g) 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. 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. Administrative charges should not be used for buying vehicles, etc. A

list of Do's and Don'ts have been circulated vide OM No. W-11013/4/2000-CRSP dated 4th March 2003. It should be scrupulously followed. A copy of the same is kept at Annex-XI. Purchase of one computer with accessories is permissible per district.

NATIONAL SCHEME SANCTIONING COMMITTEE

10. National Scheme Sanctioning Committee (NSSC) was constituted to approve the project proposals for the select districts, as, received from the State/ UT Governments. Secretary, Department of Drinking Water Supply, Ministry of Rural Development will be the Chairman of the NSSC. There will be six members in the NSSC. Two members are the officials of the Government of India viz. Additional Secretary & Financial Adviser and Joint Secretary (Technology Mission). Four experts in the rural sanitation field will be non-official members.

SPECIAL PROVISIONS

11. For adequate coverage of the weaker sections and disadvantaged sections of the society, 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 incentive earmarked for the construction of household latrines, a minimum of 25% should be earmarked for the individual households from Scheduled Castes and Scheduled Tribes.

12. Further, a 3% reservation of incentive for individual toilets for BPL households shall be provided to the households with disabled persons. It may also be noted that while constructing toilets in schools, and other institutions, the construction should be made in such a way that the facilities can also be used by the disabled students and persons.

IMPLEMENTING AGENCIES

13. 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. However, both the TSC and Swajaldhara should be implemented by the same agency. The line departments will play the catalytic role in implementation. -

14. At the state level, State Government should set up an appropriate institutional arrangement to monitor the projects and facilitate the districts in implementing TSC. However, in states where Water supply & sanitation are handled by two different departments, separate institutional set up may also be made subject to the condition that officials handling water supply should be actively associated with this institutional set up. Specialist consultants from the fields of Communication, Human Resource Development, Monitoring and School

sanitation & hygiene education can be engaged at the state level. The expenses towards engaging these consultants will be borne by the GOI and the States under the HRD fund available on 75:25 basis. Similarly common IEC and HRD activities for the whole state can be taken up at the state level for which limited fund may be provided to the states on a 75:25 sharing pattern. Separate bank account in any public sector bank would have to be opened exclusively for this programme.

ROLE OF PANCHAYATI RAJ INSTITUTIONS

15. 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 mobilisation for the construction of toilets and also maintain the clean environment by way of safe disposal of wastes. Community 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 such as the Community Complexes, environmental components, drainage etc. constructed under the TSC. Panchayats can also open and operate the Production Centres/Rural Sanitary Marts.

ROLE OF NON GOVERNMENTAL ORGANISATIONS (NGOs)

16. 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 utilised 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 Centres 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.

PROJECT FUNDING

17. 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
TSC Component-Wise earmarking and funding pattern

S.N.	Component	Amount earmarked as percent of the TSC-project outlay	Contribution percent		
			GOI	State	Beneficiary Household/Community
a.	Start-up Activities (Preliminary Surveys, Publicity etc.)	Less than 5% (subject to a ceiling of Rs. 20 lakh per district)	100	0	0
b.	IEC, Including Motivational Awareness and Educative Campaigns, Advocacy etc.	More than 15%	80	20	0
c.	Alternate Delivery Mechanism (PCs/RSMs)	More than 5% (Subject to a maximum of Rs. 35 Lakh per district)	80	20	0
d.	(i) Individual Latrines for BPL/ disabled house holds (ii) Community Sanitary Complexes	Less than 60% (subject to para 9 (d) of the Guidelines) —	60	20	20
e.	Individual house hold latrines for APL	Nil	0	0	100
f.	School Sanitation Including Anganwadis (Hardware and Support Services)	More than 10%	60	30	10
g.	Administrative charges, including training, staff, support services, Monitoring & Evaluation etc.	Less than 5% (subject to a ceiling of Rs. 40 lakh per district)	80	20	0

18. 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.

RELEASE OF FUNDS

19. The Central assistance shall be released to the Implementing Agency in four instalments (30, 30, 30, 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 ;

I. Release of State share : The State share must be released to the concerned project district at least in the same proportion as central share has been released within a fortnight of release of the central share.

II. 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.

III. Expenditure and Utilization certificate : At least 60% of the total available funds under central share as well as State share, including interest must have been properly utilized. There should be more than 60% utilization under central and State share separately. Separate utilization certificate for the central fund and the state fund should be submitted. The Utilization certificate should be furnished for each financial year since the year in which the project was sanctioned and fund released. All utilization certificates should be countersigned by Chairman- DWSM/ DRDA/ District collector or ZEO of Zilla Parishad as the case may be. (Annex-X)

IV. Audit Certificate : The accounts of the TSC project should be audited annually by a Chartered accountant. At the time of submission of the proposal for release of further installments, the audited statement of the preceding financial year should be submitted. It should be duly countersigned by the Chairman DWSM/DRDA/District Collector or CEO, Zilla Panchayat as the case may be. In case two instalments of funds are claimed in the same financial year, the accounts should be audited for the part of the financial year (upto the period for which utilization certificate is submitted). The audit report of the Chartered accountant should cover the issues as given in Annex-III & IV and should be submitted in the format annexed (Annex- V to IX).

V. A Certificate regarding not purchasing any in-admissible items : This Department vide its letter No. W-11013/4/2000-crsp dated 4th March 2003 has prescribed certain do's and don't's for the TSC project districts (Annex-XI). A certificate must be given by the Chairman of the DWSM/DRDA/District Collector or CEO, Zilla Patishad as the case may be, certifying that no condition in the aforementioned letter has been violated.

VI. The proposal for release of second or subsequent instalment should be sent by the District Implementing Agency through the concerned administrative Department in the State Government dealing with Rural Sanitation.

VII. The last instalment will be released only if the expenditure is atleast 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.

VIII. Other conditions that may be prescribed from time to time.

UTILISATION OF INTEREST EARNED ON PROJECT FUNDS

20. 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 the TSC resources. The District Implementing Agency may utilize the interest accrued on TSC funds for the purpose of additional IEC activities, however not exceeding the financial limits kept under the programme, and for providing additional hardware infrastructure in the TSC district as per the Guidelines. The District Implementing Agency has to submit utilisation of interest accrued on TSC funds along with claim/s for subsequent instalments and it should be reflected in the Utilisation Certificates.

MAINTENANCE

21. 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 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 organisations/charitable trusts/Self Help Groups. Institutions/Organisations 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.

INSPECTIONS

22. 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 once a quarter. In addition, Government of India will send its review missions to the states periodically to assess the quality of implementation.

REVISION IN PROJECT

23. 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. Such revision in the project will be allowed after proper scrutiny; and the project recast suitably by the Department of Drinking Water Supply. The matter will be placed before the NSSC for ratification.

REPORTS

24. The following reports will be sent by the Project Authorities and States/UTs. to the Government of India.

- Monthly Progress Report will be furnished by the 20th of the succeeding Month (Annex-I)
- Cumulative Annual Report of achievements under the Programme during the year shall be furnished by 30th April of the succeeding year (Annex- II).
- Conversion of dry latrines, if any, to pour flush latrines, shall be intimated to this, once in 6 months in a financial year.

EVALUATION

25. 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 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 the Government of India. The cost of such studies can be charged to the HRD component of the TSC.

26. For a group of TSC Projects in State(s), implementation progress review may be organised by the Government of India for 2 times in a year. A multi agency team of not less than 2 officers/professionals may undertake the review. -

NIRMAL GRAM PURASKAR

27. To add vigour to TSC implementation, Government of India have separately launched an award scheme called the “Nirmal Gram Puraskar” for fully sanitised and open defecation free Gram Panchayats, Blocks and Districts. The ' **Nirmal Gram Puraskar** ' scheme will have the following ingredients:

(a) Eligibility:

- (i) Gram Panchayats, Blocks and Districts, which achieve 100% sanitation coverage in terms of (a) 100% sanitation coverage of individual house holds, (b) 100% school sanitation coverage (c) free from open defecation, dry latrines and manual scavenging, and (d) clean environment maintenance.
- (ii) Individuals and organisations, who have been the driving force for effecting full sanitation coverage in the respective geographical area.

(b) Incentive pattern:

The incentive pattern will be based on population criteria and will be as follows:

(Rupees in lakh)

Sl. No.	Particulars	Gram Panchayat		Block		District	
		Upto 5000	5001 and above	Upto 50000	50001 and above	Upto 10 lakh	Above 10 lakh
1.	Population Criteria	Upto 5000	5001 and above	Upto 50000	50001 and above	Upto 10 lakh	Above 10 lakh
2.	Cash Incentive Recommended	2.0	4.0	10.0	20.0	30.0	50.0
3.	Incentive to Individuals	0.10		0.20		0.30	
4.	Incentive to Organisation/s other than PRIs	0.20		0.35		0.50	

Application forms for applying to Nirmal Gram Puraskar for Panchayati Raj Institutions and Individuals/ Organizations are given at Annex- XIA and XIIB respectively.

(c) Selection Procedure:

The general procedure for identifying 100% sanitised blocks and districts will be based on the following principles:

- (i) State Government will identify and select Gram Panchayats, Blocks and Districts, which are fully covered and conform to the eligibility

criteria indicated in para 2 (a) above. After selection they will send the report to the Government of India.

- (ii) For districts, blocks and panchayats, the Government of India may engage independent evaluator(s) or Multi-disciplinary Team(s) to assess the status of full sanitation coverage of the Gram Panchayats, Blocks and Districts.
- (iii) There will be a National Committee on Nirmal Gram Puraskar constituted by this Department to draw up criteria for annual selection of Gram Panchayats, Blocks, Districts, individuals and organisations for the Puraskar.

(d) How the incentive can be used:

The incentive for Panchayati Raj Institutions can be used for improving and maintaining sanitation facilities in their respective areas. The focus should be on solid and liquid waste disposal, drainage facilities and maintenance of sanitation standard in the PRI area.

RESEARCH

28. Research Institutes, organizations and NGOs 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, 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 outcome should provide an affordable low cost effective technology to suit the requirements of different geo-hydrological conditions for ecologically sustainable long term solution for disposal of wastes. Government of India will be organizing such studies. However, the states may also take up such studies for improving the content of the programme. The cost thereto can be charged to the HRD component of the project. In case of shortage of funds, additional support for such endeavours can be obtained from the Government of India.

ANNUAL AUDIT

29. The District Implementing Agency should get the accounts audited annually by a Chartered Accountant 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 instalments.

PROJECT COMPLETION

30. 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 Utilisation Certificate through the State Government to the Department of Drinking Water Supply, Ministry of Rural Development, Government of India. Acceptance or otherwise of the Completion Report will be informed to the State Government and the District Implementing Agency by the Government of India. In no case, the project completion period of any TSC project shall exceed 4 years from the date of approval and/or release of first instalment of GOI funds. 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.

ANNEX – II

**CENTRAL RURAL SANITATION PROGRAMME
TOAL SANITATION CAMPAIGN
ANNUAL PROGRESS REPORT**

Year 20 -Year 20

State/UT: _____

A. Physical Performance

Components	Project Aim	During the Quarter	Cumulative Performance
Individual Household Latrines			
Sanitary complex for women			
Latrines for schools			
Latrines for Bawldi/Anganwadis			
Rural Sanitary Mart/ Production Centres			

B. Special Provisions:

Category	Project Aim	During the quarter	Cumulative Performance
Household latrines for SCs			
Household Latrines for STs			
Household Latrines for Physically Handicapped			
Separate toilets for Boys and Girls in Schools			

Financial Performance

A. Receipts

Opening Balance as on first day of the quarter _____
 (Rs. in Lakhs)
 Central Releases _____
 (Rs. in Lakhs)
 State Releases _____
 (Rs. in Lakhs)
 Beneficiary/Panchayat contribution _____
 (Rs. in Lakhs)

Interest accrued
(Rs. in Lakhs)
Total Availability of funds
(Rs. in Lakhs)

B. 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)

Percent of expenditure to total availability of funds:

Office seal

Signature with date:
Name:
Designation:

ISSUES TO BE COVERED IN CHARTERED ACCOUNTANT'S AUDIT REPORT

- Number of Bank Accounts being maintained by the Implementing Agency (A single Bank Account should be maintained for the scheme)
- Funds held in fixed Deposits, if any (the programme funds are allowed to be kept only in Savings Account).
- Whether interest accrued in Savings Account has been 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.
- Inadmissible items of expenditure, if any.
- Diversion of funds, if any.

**CHECK LIST ON ISSUES TO BE COVERED IN CHARTERED
ACCOUNTANT'S AUDIT REPORT**

- Whether a separate bank account for the scheme is being maintained.
- Whether any programme funds are held in Fixed Deposits.
- Whether interests from Savings Bank Accounts are being credited into the account and utilised for the scheme.
- Whether there is delay in crediting the Accounts of the Implementing Agency by the receiving bank.. if so, the period of delay.
- Whether Bank reconciliation statement as on 31st March has been attached to the Audit Report.
- Whether cash book is being maintained properly.
- Whether amounts of cheques issued and not encashed as on 31st March of a financial year as per Bank reconciliation statement have been indicated (The amount of uncashed cheques has to be taken as a part of the opening balance in the next financial year.)
- Whether a schedule indicating actual expenditure village-wise out of advances to all the VWSCs and closing balances with all the VWSCs has been attached 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 1	Amount	Payment 2	Amount
1. Opening Balance DWSM/DWSC/Core Group/VWSC (as the case may be)		1. Advances given to : (i) VWSC (ii) SO (iii) Service Agencies (iv) Any other implementing Agencies	
2. Receipt of Grants 1. Central Government 2. State Government 3. 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 1	Amount	Income 2	Amount
1. Schemes Expenditure (i) VWSC (ii) SO (iii) Service Agencies (Based on UC's 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	
2. Expenses on Administration I. Agency Office (i) Salary and Allowances (ii) Traveling Expenses (iii) Rent, Rates and Taxes (iv) Printing and Stationery (v) Publicity and Propaganda (vi) Postage (vii) Telephone (viii) Leave Salary and Pension Contribution		3. Refund of unutilised grants by the Implementing Agencies	

(ix)	Motor vehicles maintenance and repairs			
(x)	Other contingencies			
(xi)	Other items			
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
1. Accumulated Fund		
Opening Balance _____		
Add/Deduct Balance Transferred		
From Income &		
Expenditure		
Account +/- _____		
Closing Balance _____		
2. Current Liabilities		
(i) Outstanding Expenses/Payables	_____	_____
(ii) Any other Liability	_____	_____
	_____	_____
	_____	_____
Total	_____	_____
ASSETS		
1. Fixed Assets		
(i) Vehicles	_____	_____
(ii) Furniture & Fixtures	_____	_____
(iii) Office Equipment	_____	_____
(iv) Computers and Peripherals	_____	_____
(v) Library Books	_____	_____
(vi) Others	_____	_____
2. Current Assets & Advances		
(i) Stock	_____	_____
(ii) Closing Balance		
(a) Cash in Hand (DWSM)	_____	_____
(b) Cash at Bank (DWSM)	_____	_____
(c) Account receivables and	_____	_____
Advances recoverable	_____	_____
i) VWSC	_____	_____
ii) SO	_____	_____
iii) Service Agencies	_____	_____
iv) Staff	_____	_____

(d) 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

1. Name of the Scheme _____

{Chapter No. IV}

SI. 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.

1. Name of the Scheme _____

{Chapter No. IV}

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

FORMS

FORM GRF 19-A

[See Government of India's Decision (1) below Rule 150]
Form of Utilisation Certificate

Sl. No.	Letter No. and date	Amount

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 utilised for the purpose of _____ for which it was sanctioned and that the balance of Rs. _____ remaining unutilised 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 _____.

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

Kinds of checks exercised

- 1.
- 2.
- 3.
- 4.
- 5.

Signature _____
Designation _____
Date _____



No. W-11013/4/2000-CRSP
Government of India
Ministry of Rural Development
Department of Drinking Water Supply

8th Floor, Paryavaran Bhawan
C.G.O. Complex, Lodhi Road
New Delhi-110003
4th March, 2003.

To

**The Secretaries in-charge of Rural Sanitation in
All States/UTs**

**Subject: Proper utilization of funds under Total Sanitation Campaign
(TSC)**

Sir,

As you are aware that the Total Sanitation Campaign (TSC) has been launched in a number of districts throughout the country. The project being sanctioned by this Ministry has earmarked funds for different hardware activities as well as administrative expenses, start up activities and IEC. Of late, we have noticed that some of the TSC Project authorities are using the administrative expenses for purchase of vehicles, office equipments, etc. which normally should not be done.

2. In view of this, kindly note that the following items of expenses are specifically prohibited under "administrative expenses":

- (i) Purchase of vehicles
- (ii) Purchase of land and buildings
- (iii) Construction of official buildings and rest houses (this excludes toilet units needed for TSC projects)
- (iv) Purchase of office equipments
- (v) Expenses for any political party and religious organisations
- (vi) Expenses for gifts and donations
- (vii) Purchase of cell phones

- (viii) Transfer of funds to the State level institutions for meeting administrative expenses.

Start Up Activities:

3. Significant amount of money has been released to the TSC projects for taking up start-up activities, a major component of which is for conducting base-line survey and preparation of Project Implementation Plan (PIP). We have noticed that baseline survey has not been done in many projects. All the projects must therefore submit a copy of the report on base line survey and PIP to this Ministry by 31st March, 2003, failing which the funds earmarked for start-up activities will be reduced at the time of release of next instalment of funds .to the projects.

IEC:

4. Under IEC, expenses should be met for creating awareness among the people for sanitation facilities, imparting hygiene education to the children and training of teachers, etc. IEC money should be effectively used for changing the mind-set of the people and generating demand for household toilets.

5. In addition, action is required to be taken on the following points also:

- (1) Convergence of Water supply programme with TSC should take place and no toilet should be put up without water facility.
- (2) All Govt. Schools should be provided with toilets. Separate toilets should be provided for girl students.
- (3) A program for hygiene education and training of teachers should be taken up in all TSC districts.
- (4) All APL families should be encouraged to have Individual Household Latrines by motivating them through IEC.

Yours faithfully,

(Dr. RAMESH CHANDRA PANDA)
Joint Secretary to the Government of India
Tel: 24361043
Fax: 24364113

Copy to:

1. PS to MOS (RD)/PS to MOS (RD-P)
2. PPS to Secretary (DWS)/PPS to AS & FA

(Dr. RAMESH CHANDRA PANDA)
Joint Secretary to the Government of India

Annex - XIIA

**APPLICATION FORM FOR NIRMAL GRAM PURASKAR
(For Panchayati Raj Institutions)**

1. Name of applicant Panchayati Raj Institution (PRI)
.....

2. Category of PRI [whether Gram Panchayat (GP),
or Block Panchayat (BP), or Zilla Panchayat(ZP)]
.....

3. Population of the applicant PRI
.....

4. Complete Postal address of the PRI
.....
.....
.....
.....

5. Household details at the time of conducting Baseline Survey -

5.1 Date/Period of Baseline Survey Conducted in GP/BP/ZP
.....

5.2 Status during the Baseline Survey -

No of Household	Population	BPL Household		APL Household	
		With Toilet	Without Toilet	With Toilet	Without Toilet

5.3 Date of achieving full Sanitation Coverage
.....

5.4 Present Status of coverage of households -

No of Household	Population	BPL Household		APL Household	
		With Toilet	Without Toilet	With Toilet	Without Toilet

5.5 Present Status of coverage of Schools -

School Category	Total Number	With both Toilets and Urinals	With only Toilets or Urinals	Whether all co-ed. Schools have separate toilets and urinals for boys and girls (Y/N)
Anganwadis				
Primary Schools				
Upper Primary Schools				
High Schools				
Higher Secondary schools				

6.0 Whether the eligibility Conditions have been met?

6.1 Whether the PRI area is free from Open Defecation, dry latrines and manual scavenging ? Yes / No

6.2 Whether all households in the PRI have access to Toilets? Yes /No

6.3 Whether all Schools and Anganwadis in the PRI have Toilets? Yes / No

6.4 Whether clean environment is maintained in the PRI area? Yes / No

CERTIFICATION

This is to certify that all schools in our PRI are having toilets and urinals facility, which are being used by children. There are separate toilet blocks for boys and girls in all CO-EDUCATIONAL schools in the PRI. All the toilets are properly maintained and students are educated about hygiene and sanitation aspects.

This is also to certify that all households in the PRI are having toilets, which are in use. This is to further certify that practice of open defecation, dry latrines and manual scavenging have been fully eliminated in our PRI area.

In view of this, we request that our PRI should be awarded Nirmal Gram Puraskar. We also undertake to utilise the award money for further improving sanitation facilities in our PRI.

Chairman, PRI
(Name and Signature)

Member Secretary, PRI
(Name and Signature)

Date:

Countersigned by*

Executive Officer, Block Panchayat
(Name and Signature with official seal)

Countersigned by**

Chief Executive Officer, Zilla Panchayat

* only if the application is for Gram Panchayat

** Only if application is for Block Panchayat

For office use

Category

--	--	--

GP

BP

ZP

Population

--	--	--	--	--	--

upto
5000

5001 &
above

upto
50,000

50,001
& above

upto
10 Lakh

above
10 Lakh

CHECK LIST FOR NIRMAL GRAM PURASKAR

(For Panchayati Raj Institutions)

TO BE FILLED IN BY STATE GOVERNMENT

Name of Applicant PRI

.....

Whether GP/BP/ZP

.....

Block

.....

District

.....

State

.....

Population of the PRI.....

1. Whether all households have access to Sanitary Toilet?
Yes/No
2. Whether the GP/BP/ZP is free from open defecation, dry latrines and manual scavenging practices? Yes/No
3. Whether all schools have sanitary toilets?
Yes/No
4. Whether separate Toilet Block provided for girls in all schools? Yes/No
5. Date of starting the Sanitation Programme _____
6. Date of achieving Full Coverage _____
7. Whether ZP has recommended the award? Yes/ No
8. Whether the State Government recommends the award? Yes/No

Signature

Secretary to the State Government

APPLICATION FORM FOR NIRMAL GRAM PURASKAR
(For Individuals and Organizations)

1. Name of applicant

.....

2. Category of Applicant
[whether Individual or organisation]

.....

3. Complete Postal address

.....

.....

.....

.....

.....

4. Area of work (PRI Level) of Applicant in Sanitation Program
(whether GP/BP/ZP)

.....

5.1 The role played by Applicant
(a brief description)

.....

.....

.....

.....

1. Whether applicant has worked for (more than one may be ticked)

- | | | | | | |
|---|--------------------------|-----|--------------------------|----|--------------------------|
| (i) Program Manager | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO | |
| (ii) IEC | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO | |
| (iii) RSM/PC | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO | |
| (iv) Training | | Yes | <input type="checkbox"/> | NO | <input type="checkbox"/> |
| (v) School sanitation & Hygiene education | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO | |
| (vi) As Motivator | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO | |

7. What are the quantifiable results of the efforts of the applicant?
(Please mention briefly)

.....
.....
.....
.....
.....

CERTIFICATION

This is to certify that all the information furnished by me is true and I have not presented any wrong or distorted information. If at any point of time the information furnished by me is found to be wrong, I will forfeit my claim for Nirmal Gram Puraskar

I request the Government of India to consider me for award of NGP

Yours faithfully,

Signature of applicant

Name:
Designation:
Date:

Recommended by Chairman, Gram Panchayat

(Name and Signature)

Date:

Countersigned by*

Recommended/Countersigned by Executive Officer, Block Panchayat
(Name and Signature with official seal)

Countersigned by**

Recommended/Countersigned by Chief Executive Officer, Zilla Panchayat

* only in case applicant is from GP Level

** Only in case applicant is from GP or Block Level

For office use

Category

--	--	--

GP

BP

ZP

Population

--	--	--	--	--	--

upto
5000

5001 &
above

upto
50,000

50,001
& above

upto
10 Lakh

above
10 Lakh

CHECK LIST FOR NIRMAL GRAM PURASKAR (For Individual & Organisations)

TO BE FILLED IN BY STATE GOVERNMENT

1. Name of Applicant PRI
.....
(Whether Individual/Organisations)
2. Name of Applicant
.....
3. Address of Applicant
4. PRI Level where Applicant has worked
(GP/BP/ZP)
.....
5. Name of PRI
.....
.
Block
.....
District
.....
State ...
.....
Population of the PRI
.....

1. Whether the PRI mentioned above is eligible for NCP? Yes No
2. Whether State Government has recommended for PRI mentioned above? Yes No
3. In What Capacity the applicant has worked toward full sanitation coverage of his GP/BP Yes No
(i) Program Manager Yes NO

- | | | | | |
|---|--------------------------|-----|--------------------------|----|
| (ii) IEC | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO |
| (iii) RSM/PC | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO |
| (iv) Training | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO |
| (v) School sanitation & Hygiene education | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO |
| (vi) As Motivator | <input type="checkbox"/> | Yes | <input type="checkbox"/> | NO |

4. What are the quantifiable achievements of the applicant? (If required addition sheet may be used)

- a.
.....
- b.
.....
- c.
.....
- d.
.....

5. 10. Whether the State Government recommends the NGP for the applicant?

Yes No

Signature with Office Seal of the State Secretary