



ABSTRACT

Sanitation – Individual Household Latrines Constructed under Swachh Bharat Mission (Gramin) and Mahatma Gandhi National Rural Employment Guarantee Scheme – Guidelines for Planning and Implementation of Individual Household Latrine (IHHL) works usage monitoring – Guidelines approved – Orders –Issued.

Rural Development and Panchayat Raj(CGS.1) Department

G.O.(Ms) No. 68

Dated: 16.6.2016

Read

1. G.O.(Ms) No.46, Rural Development and Panchayat Raj (CGS-1) Department, dated 25.3.2015.
2. From the Director of Rural Development and Panchayat Raj letter Rc.No. 11321/2016/SBM(G)-1, dated 10.05.2016.

ORDER :

In Government Order first read above, the Government have issued guidelines for Planning and Implementation of Individual Household Latrine (IHHL) works and usage monitoring. The goal of an open defecation free Tamil Nadu needs to be achieved through a multi-pronged strategy by organizing all stakeholders into a mass movement to root out the practice of open defecation. During the year 2016-17, it is proposed to take up 15.17 lakh IHHLs under both Swachh Bharat Mission (G) and Mahatma Gandhi National Rural Employment Guarantee Scheme.

2. The Director of Rural Development and Panchayat Raj in the letter second read above, has stated as follows :

Construction of Individual Household Latrines (IHHL)

Construction of Individual Household Latrines (IHHL) was one of the important components of Total Sanitation Campaign (TSC) introduced by Government of India in 1999. Under Total Sanitation Campaign incentive was given only to Below Poverty Line (BPL) families ranging from Rs.500 to Rs.3,200 till 2011-12. The Total Sanitation Campaign was renamed as Nirmal Bharat Abhiyan in 2012 and the scheme was again renamed and launched as Swachh Bharat Mission (Gramin) [SBM(G)] on 2.10.2014.

The unit cost of an IHHL was enhanced to Rs.12,000 under SBM(G). The present sharing pattern between Central and State is 60:40. The IHHL can also be constructed under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) at Rs.12,000/- as per G.O.(Ms).No.05, Rural Development and Panchayat Raj (CGS.1) Department, dated 19.01.2015.

CHALLENGES IN IMPLEMENTATION:

The financial implication in construction of toilets is taken care of under Swachh Bharat Mission (Gramin) and Mahatma Gandhi National Rural Employment Guarantee Scheme. However, the challenge lies in generating demand among the rural households for construction and use of toilets. Target oriented approach has not been successful in creating and sustaining functional toilets. Hence, Behavioural change from Open Defecation to usage of toilet is the major challenge which needs to be addressed.

IHHL PLAN FOR 2016-17:

During the year 2016-17, it is proposed to construct 15.17 lakh Individual Household Latrines (IHHL) in all the 31 rural districts including 7.66 lakh IHHLs under SBM(G) and 7.51 lakh IHHLs under MGNREGS.

IHHL - PLANNING, IMPLEMENTATION AND MONITORING AT VILLAGE PANCHAYAT LEVEL:

In view of the circumstances mentioned above, it is necessary to plan, implement and monitor the Individual Household Latrines coverage at micro-level in every village. It has been pointed out in para 9.1 of SBM(G) guidelines to engage Community Based Organizations (CBOs) / Self Help Groups (SHGs) etc., as Support Organization for each Village Panchayat. Hence, it is considered that Community Based Organizations (CBOs) functioning at Village Panchayat Level such as Village Poverty Reduction Committees (VPRC) and Panchayat Level Federations (PLF) have a strong influence on the Village Community due to their inherent nature of work and representative composition. Since construction of toilet and its usage by those households presently defecating in open requires behavioural change through Inter-Personal Communication, the members of these VPRC/PLF are in a better position to use their peer group influence in a big way to achieve the objective of Open Defecation Free villages. The VPRC/PLF can be made responsible for motivating, assisting the construction and ensuring sustained toilet use by every person in each household in the village and that they can also be permitted to engage one Community Resource Person (Sanitation) / Community Professional (Sanitation) for their effective discharge of responsibilities.

In order to guide the field officials and the stakeholders in the implementation of IHHL and to eradicate Open Defecation, it is proposed to issue detailed guidelines in this regard.

PROVISION OF INCENTIVES AND FUNDS FOR INTER-PERSONAL COMMUNICATION (IPC) TO VPRC/PLF:

Swachh Bharat Mission (Gramin) guidelines provide for incentivizing the motivators of Individual Household Latrines from the Information Education and Communication amount available under the project. The Scheme guidelines have provided flexibility to the State Governments for determining the incentive amount for both motivating, construction of IHHL and for post construction usage. As per the above provisions, Village Poverty Reduction Committee /Panchayat Level Federations of SHGs are entitled for incentive irrespective of whether the Household constructs toilet with assistance from Government Scheme like SBM(G) / MGNREGS / other funds like CSR, etc., or from their own funds.

Since Village Poverty Reduction Committee /Panchayat Level Federations of SHGs are entrusted with the important responsibility of eradicating open defecation in their respective Village Panchayat area by achieving sanitation coverage and monitoring toilet usage, they need to be suitably incentivized and motivated for collective action and diligently discharging the responsibilities entrusted to them. Hence, it is suggested that Rs.300/- can be permitted as the maximum incentive amount for each IHHL, that can be released to VPRC/PLF bank account and the incentive amount can be released in two phases after ascertaining the usage of IHHLs that have been constructed through the efforts of VPRC/PLF, after a gap of 6 months and again after one year from completion. In view of staggered release of incentive amount after completion as mentioned above, approximately Rs. 30.00 Crore may be required during 2016-17 for the release of incentives to the VPRC/PLF and this amount can be met from the IEC amount available under SBM(G) with the Districts.

Further, the Director of Rural Development and Panchayat Raj has suggested that an amount of Rs.6,000/- can be given to each VPRC/PLF during 2016-17 as one time provision for meeting out their incidental expenses in conducting monthly meetings with stakeholders for promoting sanitation through Inter-Personal Communication activities. For this purpose, Rs.7.51 Crore is required for the payment of IPC amount to the VPRC/PLF and this amount can be met from the Information Education and Communication amount available under SBM(G) with the Districts.

Preparation of Open Defecation Eradication Plan (ODEP):

The Leadership role provided by the District Collector is very crucial in the achievement of Open Defecation Free Status of the District. It needs to be done on a step by step process, i.e., achievement of ODF Villages and ODF Blocks that ultimately pave way for the achievement of ODF District. Therefore, **Open Defecation Eradication Plan (ODEP)** needs to be prepared for each of the identified Village Panchayat and Block so that the milestones for achievement of ODF are tracked meticulously.

Community Approach to achieve ODF:

Community Approach has been extensively used in the Village Panchayats, which have achieved Open Defecation Free status across the Country. Community Approach is nothing but stimulating a **collective sense of disgust and shame among community members** as they confront the crude facts about open defecation and its negative impacts on the entire community. It aims to **trigger self-realisation** among community members that everyone is ingesting each other's faeces and it will continue unless open defecation is stopped completely and hence they need to change their own behavior. **The integral part of Community Approach are:** Sanitation analysis in the Village community, Transect walk, Mapping the defecation areas, Triggering the disgust through collective realization, Ignition, Action Planning, Community action and Follow up. Training on Community Approach may be given to **Motivators identified from among CRPS/CPS, Natural Leaders, VPRC/PLF members, etc.** who possess requisite skills, jointly by Project Director, District Rural Development Agency, PO(MT) and DPM(PVP) through rigorous selection process as per the **norms prescribed by Director of Rural Development and Panchayat Raj**, ODEP prepared by the District Collector should have Community Approach Component in their Capacity Building Programmes, which should be conducted with **qualified trainers and with the approval of DRD&PR.** Community Approach may be introduced in the **Village Panchayats targeted for ODF during the current year** as per ODEP. **In the ODF targeted Villages as per ODEP 2016-17 approved by the District Collector,** maximum of **Two Motivators** trained in Community approach may be involved for triggering and making the targeted Village Panchayat ODF. However, no Motivator can be engaged in more than 2 Village Panchayats at a time. Motivator so engaged in ODF targeted Village Panchayat as per para 11.7, should make a Village Panchayat ODF **within a period of 9 months.** If a Motivator was not able to do so, he should not be engaged in any Village Panchayat in future. Incentive amount of **Rs.5,000 per Motivator** may be given once the ODF Status of the Village Panchayat is confirmed by the State Level Verification Team and reported in the SBM(G) IMIS. The District Collector shall release the incentive amount of Rs.5,000 per Motivator in respect of the **ODF confirmed Village Panchayats** from IEC funds of SBM(G) available in District Rural Development Agency to the Village Poverty Reduction Committee / Panchayat Level Federations concerned. On receipt of the same the **VPRC / PLF will make payment to the motivators concerned.**

Frequent interaction with Motivators by the District Administration is essential not only to get their feedback for midcourse corrections but also to recognize their activities.

It should be noted the involvement of District Administration could be gauged through such innovations and therefore ODEP prepared by District Collector should have a plan for all these activities.

Provision of Photograph charges to Village Panchayats:

The Village Panchayat should arrange to take a photograph of the IHHL beneficiary along with one amongst the following:- (i) Panchayat President or (ii) Vice President or (iii) Ward Member or (iv) Overseer or (v) Community Resource Person (Sanitation) / Community Professional (Sanitation). This should be taken during two stages, i.e., after marking and before commencement of the work and after completion of the toilet. This is essential to negate fictitious claims for getting funds for already constructed toilets.

The Project Director, District Rural Development Agency may be allowed to release funds at the rate of **Rs.50/- per IHHL** out of Administrative Cost for taking **two photographs for each IHHL**. The Village Panchayat will pay for photographic charges. For this purpose, approximately Rs. 7.50 Crore may be required for the payment of Photograph charges to Village Panchayats for the completed toilets and this amount can be met out from the Administrative cost under SBM(G) with the Districts.

Achievement of ODF (Open Defecation Free) Status:

On attaining the ODF status, the Village Panchayat shall make a declaration in the Grama Sabha and resolve to sustain the status. This may be done on any statutory Grama Sabha i.e., 2nd May, 15th August, 2nd October or 26th January or at a Special Grama Sabha exclusively convened for this purpose. After declaration of ODF, necessary entry has to be made in IMIS of SBM (G).

Once, entry made in IMIS regarding declaration of ODF by the Village Panchayat concerned, the District Collectors have to conduct the District Level Verification as per the guidelines and instructions issued in this regard. After completion of District Level verification, the Director of Rural Development and Panchayat Raj will take up the State Level Verification as per the guidelines and on completion of verification, necessary entry will be made in the IMIS of SBM(G).

As per Annual Implementation Plan (AIP) under SBM(G) for the year 2016-17, total requirement of funds are as follows:

Component	Central Share (60%)	State Share (40%)	Total
	(Rs. in Crore)		
Individual Household Latrines (IHHL) @Rs.12,000 per unit	551.67	367.78	919.45
Solid and Liquid Waste Management (SLWM)	12.00	8.00	20.00
Community Sanitary Complex (CSC)	0.60	0.30	0.90
IEC and Administrative Cost	43.09	28.73	71.82
Other Components	8.19	5.46	13.65
Total	615.55	410.27	1025.82

3. The Director of Rural Development and Panchayat Raj has therefore requested the Government to approve the draft guidelines for planning and implementation of Individual Household Latrine works, payment of incentives and usage monitoring and to permit the District Collectors to utilize the IEC amount available in their district under Swachh Bharat Mission (Gramin) for payment of incentives and IPC fund to Village Poverty Reduction Committee (VPRC) / Panchayat Level Federation (PLF), Motivators incentive and Photographic charges as per the guideline provisions.

4. The Government, after careful examination of the proposal of the DRD&PR., approve the guidelines for Planning and Implementation of Individual Household Latrine (IHHL) works, payment of incentives and usage monitoring 2016-17 annexed to this order and permit the District Collectors to utilize the IEC amount available in their district under Swachh Bharat Mission (Gramin) for payment of incentives and IPC fund to Village Poverty Reduction Committee (VPRC) / Panchayat Level Federation (PLF), Motivators incentive and Photographic charges as per the guideline provisions.

(BY ORDER OF THE GOVERNOR)

HANS RAJ VERMA
PRINCIPAL SECRETARY TO GOVERNMENT

To

The Director of Rural Development and Panchayat Raj, Chennai – 15.
All District Collectors (Except Chennai) (Through DRD & PR, Chennai – 15)
All Project Directors, DRDAs (Through DRD & PR, Chennai – 15)
The Secretary, Ministry of Rural Development,
Government of India, Krishi Bhavan, New Delhi – 110 001.
The Secretary, Ministry of Drinking Water and Sanitation,
Government of India, Paryawaran Bhavan, Lodhi Road, New Delhi.

Copy to:

The Pay and Accounts Officer (South), Chennai – 35.
Finance (RD) Department, Chennai – 9
The Senior Personal to Hon'ble Minister (Municipal Administration &
Rural Development, Implementation of Special Programme) Chennai – 9.
The Principal Private Secretary to Principal Secretary to Government,
Rural Development and Panchayat Raj Department, Chennai – 9.
Rural Development and Panchayat Raj (OP.2) Department, Chennai – 9
National Informatics Centre, Chennai – 9.
The Accountant General, Chennai – 18.

//Forwarded by order//

K. Saravanan

SECTION OFFICER

[Signature]

ANNEXURE to G.O.(Ms) No.68, Rural Development and Panchayat Raj (CGS.1) Department, Dated 16.6.2016

GUIDELINES FOR PLANNING AND IMPLEMENTATION OF INDIVIDUAL HOUSEHOLD LATRINE (IHHL) WORKS AND USAGE MONITORING 2016-17:

1. Introduction:

The goal of an open defecation free Tamil Nadu would be achieved through a multi-pronged strategy by organizing all stakeholders into a mass movement to root out the practice of open defecation. This guideline aims to provide the strategies for planning, motivation, implementation, incentivizing and monitoring the sanitation programme at Village Panchayat level.

2. Objectives:

- 2.1 To accelerate sanitation coverage in rural areas in order to achieve the goal of open defecation free (ODF) Tamil Nadu in a time bound manner.
- 2.2 To actively involve the various stakeholders such as PRI representatives, Self Help Groups, Village Poverty Reduction Committee (VPRC), Panchayat Level Federation (PLF), field functionaries of various Government departments, Motivators, etc., in the eradication of open defecation.
- 2.3 To educate the community on the importance of achieving ODF through trained Motivators and other stakeholders by using Community Approach in Total Sanitation.
- 2.4 To sustain the practice of safe sanitation through continuous Behavioural Change activities.

3. Involvement of Community Based Organization at Village Panchayat Level:

- 3.1 Community Based Organizations (CBO) functioning at Village Panchayat Level such as Village Poverty Reduction Committees and Panchayat Level Federations have a strong influence among the Village Community due to their inherent nature of work and representative composition.

- 3.2 Since construction of toilet and its usage by those households presently defecating in open requires behavioural change through Inter-Personal Communication, the members of these CBOs are in a better position to use their peer group influence in a big way to achieve the objective of open defecation free villages. Hence, the VPRC / PLF will be given an important role in the implementation of Sanitation Programmes.
- 3.3 The District Collector, after examining the individual strength and capacity of VPRC / PLF should nominate either of these two bodies for Sanitation Promotion activities in each Village Panchayat in the district, in consultation with Project Officer (Mahalir Thittam) / District Project Manager (Pudhu Vaazhvu Project).
- 3.4 Once the CBO is identified, the members of VPRC or PLF, as the case may be, should be adequately sensitized on their role and responsibilities as envisaged in the following paragraphs of these guidelines and also on the executive instructions issued from time to time.

4. Functions of VPRC / PLF:

- a) **Maintaining the Register** containing households without toilets / with defunct toilets. Assisting the Panchayat Secretary for periodical **update of Master Register** maintained at Village Panchayat Office by incorporating toilet coverage and inclusion of additional households approved as per the guidelines issued in this regard.
- b) Overall **Planning and Execution of IHHL** construction at habitation level and **monitoring its usage**.
- c) **Door to door visits** & motivation of the households on the importance of sanitation and hygiene, construction and usage of toilets.
- d) Educating the households on the **health hazards** involved as well as the shame & disgust aspects in not using toilets.
- e) **Supporting and handholding** the targeted beneficiaries in understanding and availing the benefits of **Government Schemes** on toilet construction.

- f) Facilitating the beneficiaries in arrangement of **materials and skilled masons.**
- g) Monitoring the **release of incentives** to beneficiaries on time.
- h) Ensuring Toilet usage and maintenance through **frequent interactions and follow up visits.**

5. Community Resource Person (Sanitation) / Community Professional (Sanitation):

5.1 VPRC / PLF is expected to act collectively through all its members in Sanitation promotion activities. It may also engage one person as Community Resource Person (Sanitation) – in TNSRLM Blocks / Community Professional (Sanitation) - in PVP Blocks, who possesses the following qualification, for effective coordination, monitoring and reporting of VPRC / PLF's sanitation related activities:

- a. Should have a household toilet and **practice safe sanitation;**
- b. Should be a **Member of PLF/SHG;**
- c. Should be the **resident of the Village Panchayat** concerned;
- d. Should have studied atleast **upto 8th standard;** and
- e. Should possess **good communication skills.**

Preference shall be given to the **active and trained Sanitation Messenger** who has already worked in the Village Panchayat and possesses **all the above mentioned qualifications.**

- 5.2 The **VPRC/PLF shall pass a resolution** nominating the person with the above qualifications as Community Resource Person (Sanitation) - CRPS / Community Professional (Sanitation) -CPS. Their nomination will get confirmed after getting the **approval of Grama Sabha.**
- 5.3 PD, DRDA, PO(MT), DPM(PVP) and their respective officers and BDO(VP) should periodically review the performance of VPRC/PLF in Sanitation activities.

- 5.4 BDO (VP) should also review the performance of CRPS/CPS and if their performance is found ineffective and inadequate, BDO (VP) should recommend to VPRC/PLF for replacement of CRPS/CPS with suitable alternative.
- 5.5 The roles and responsibilities of CRPS/CPS engaged by VPRC/PLF and Worksite Supervisor engaged under MGNREGS will be issued separately by DRD & PR.

6. Capacity Building:

- 6.1 **Training of Field Functionaries and Stakeholders:** District Collector shall draw a capacity building plan every year and conduct training for CRPS, CPS, Worksite Supervisor engaged under MGNREGS, VPRC/PLF Members and field functionaries of various departments like Teachers, Anganwadi Workers, VHN, etc. on sanitation promotion. **Technical aspects** in toilet construction should also be given to field functionaries including Overseers.
- 6.2 **Training on Community Approach:** Plan for conduct of Training Programme on Community Approach to achieve ODF should be prepared in tune with the detailed instructions given in para 11 of these guidelines.
- 6.3 PD, DRDA, PO(MT), DPM(PVP) should provide necessary materials approved by the DRD & PR to CRPS, CPS, Worksite Supervisors, VPRC/PLF for their IEC/IPC activities.
- 6.4 **Masonry Training for Women SHGs:** Atleast five Women SHG members per Block from among construction workers should be identified for Masonry Training. They should, especially, be technically trained in toilet construction. Database of such trained Women SHG Masons should be available in all Blocks and in the District. Apart from IHHL, they should also be utilized in all construction works taken up under various RD Schemes so that they get continuous and assured post-training livelihood opportunities.
- 6.5 Fund requirement for the above shall be met out within the earmarked allocation of Capacity Building component under IEC of SBM(G) available at the districts level as per the guideline provisions.

7. Provision of funds to VPRC/PLF for Inter Personal Communication (IPC) activities among SHG members:

- 7.1 Immediately after the nomination of VPRC/PLF as Support Organization for Village Panchayats, the District Collector should release Rs.6,000 each from IEC component of SBM(G) available in the district to the Savings Bank Account maintained by the VPRC/PLF as one time provision for Inter-Personal Communication activities during 2016-17. This amount should be released only after obtaining the Utilisation Certificate for the IPC amount of Rs.10,000 released during 2015-16 to VPRC/PLF in the format prescribed by the DRD & PR.
- 7.2 This fund can be utilized by VPRC/PLF for incidental expenses incurred for **triggering and awareness generation** activities **among it's Members and SHG Members** during their monthly meetings.
- 7.3 Atleast 3 meetings should be conducted by the VPRC/PLF, i.e., 1) Meeting among VPRC/PLF members, 2) Meeting with representatives of all SHGs in the Village Panchayat and 3) Meeting with HLF representatives.
- 7.4 Cluster Level Facilitators (CLF) should monitor the conduct of the meetings and maintain a copy of the Agenda and Minutes relating to sanitation promotion in the meetings for reference of Block/District level officials.

8. Maintenance of Master Register:

- 8.1 **Baseline Survey data 2013:** The Baseline Survey conducted in 2013 has identified the sanitation gaps at household level in the Panchayats.
- 8.2 It is the duty of the Block Development Officer (Village Panchayat) to verify and ensure that the Master Register already downloaded and given to all Village Panchayats have been updated properly with the details of **households without toilets as on date** taking into account the households that have subsequently been sanctioned with IHHLs after the baseline survey.

- 8.3 The households which have constructed toilets with their **own funds** / other than scheme funds, after due **certification** by CRPS/CPS, should also be updated, in the above Master Register.
- 8.4 This should be reconciled with IMIS and TNRD online database before the first quarter of every year.
- 8.5 For any **inclusion of households** that have been omitted during the baseline survey 2013 or any **addition of new household**, the procedure prescribed in this regard should be followed. The printout of additional households has to be generated from www.tnrd.gov.in by the BDO (VP) and handed over to Village Panchayat concerned for updating in the Master Register.
- 8.6 The Panchayat Secretary shall be responsible for maintaining and updating the Habitation Level Master Register at Village Panchayat Office with the concurrence based on resolution of VPRC/PLF.

9. Achievement of ODF (Open Defecation Free) Status:

"ODF is the termination of faecal-oral transmission, defined by

***a) No visible faeces found in the environment / village;
and***

b) Every household as well as public / community institutions using safe technology option for disposal of faeces

(Tip: Safe technology option means no contamination of surface soil, ground water or surface water; excreta inaccessible to flies or animals; no handling of fresh excreta; and freedom from odour and unsightly condition)"

- 9.1 On attaining the ODF status as defined above, the Village Panchayat shall make a declaration in the Grama Sabha and resolve to sustain the status. This shall be done on any statutory Grama Sabha i.e., 2nd May, 15th August, 2nd October or 26th January or at a Special Grama Sabha exclusively convened for this purpose.

- 9.2 Based on the declaration, the District Level Verification and thereafter, State Level Verification should be conducted as per the guidelines and instructions issued in this regard for authentication and confirmation of the status.

10. Preparation of Open Defecation Eradication Plan (ODEP):

- 10.1 **The Leadership role provided by the District Collector is very crucial in the achievement of ODF Status of the District.** It should be done on a step by step process, i.e., achievement of ODF Villages and ODF Blocks that ultimately pave way for the achievement of ODF District.
- 10.2 At the beginning of the year, the District Collector as Team Leader should conduct a meeting with all the stakeholders such as Project Director, DRDA, Project Officer (MT), District Project Manager (PVP), etc., and identify the Village Panchayats and Blocks that can be made ODF during the course of year based their current sanitation coverage and other parameters.
- 10.3 A Joint meeting of PRI functionaries, VPRC, PLF and other stakeholders concerned should be conducted to chalk out a detailed plan for covering the various categories of households such as households without toilets, defunct toilets, households not found in baseline survey, etc.
- 10.4 In order to ensure **Institutional Toilet coverage and it's usage**, the District officials of stakeholder Departments such as School Education, ICDS, etc., should be involved by the District Collector in the ODEP Process.
- 10.5 **Open Defecation Eradication Plan (ODEP)** should be prepared for each of the identified Village Panchayat and Block so that the milestones for achievement of ODF are tracked meticulously.
- 10.6 This should be followed by **frequent field visits** to the targeted Villages and Blocks by the **Collector and the Team** of District level and Block level officials to encourage, follow up and monitor the sanitation coverage till they achieve ODF Status.
- 10.7 **Similarly ODEP should be prepared for other Village Panchayats and Blocks** so that there is a clear-cut plan for each of those Village Panchayats and Blocks in the achievement of

Sanitation coverage during the current year and estimated year by which they will attain ODF Status.

11. Community Approach to achieve ODF:

- 11.1 Community Approach has been extensively used in the Village Panchayats, which have achieved ODF status across the Country. Community Approach is nothing but stimulating a **collective sense of disgust and shame among community members** as they confront the crude facts about open defecation and its negative impacts on the entire community.
- 11.2 It aims to **trigger self-realisation** among community members that everyone is ingesting each other's faeces and it will continue unless open defecation is stopped completely and hence they need to change their own behavior.
- 11.3 **The integral part of Community Approach are:** Sanitation analysis in the Village community, Transect walk, Mapping the defecation areas, Triggering the disgust through collective realization, Ignition, Action Planning, Community action and Follow up.
- 11.4 Training on Community Approach shall be given to **Motivators identified from among** CRPS/CPS, Natural Leaders, VPRC/PLF members, etc. who possess requisite skills, jointly by PD, DRDA, PO(MT) and DPM(PVP) through rigorous selection process as per the **norms prescribed by the DRD & PR.**
- 11.5 ODEP prepared by the District Collector should have Community Approach Component in their Capacity Building Programmes which should be conducted with **qualified trainers and with the approval of the DRD & PR.**
- 11.6 Community Approach shall be introduced in the **Village Panchayats targeted for ODF during the current year** as per ODEP.
- 11.7 **In the ODF targeted Villages as per ODEP 2016-17 approved by the District Collector,** maximum of **Two Motivators** trained in Community approach shall be involved for triggering and making the targeted Village Panchayat ODF. However, no Motivator can be engaged in more than 2 Village Panchayats at a time.
- 11.8 Motivator so engaged in ODF targeted Village Panchayat as per para 11.7, should make a Village Panchayat ODF **within a period of 9**

months. If a Motivator was not able to do so, he should not be engaged in any Village Panchayat in future.

- 11.9 Incentive amount of **Rs.5,000 per Motivator** shall be given once the ODF Status of the Village Panchayat is confirmed by the State Level Verification Team and reported in the SBM(G) IMIS. The District Collector shall release the incentive amount of Rs.5,000 per Motivator in respect of the **ODF confirmed Village Panchayats** from IEC funds of SBM(G) available in DRDA to the VPRC / PLF concerned. On receipt of the same the **VPRC / PLF will make payment to the motivators concerned.**
- 11.10 Frequent interaction with Motivators by the District Administration is essential not only to get their feedback for midcourse corrections but also to recognize their activities.
- 11.11 It should be noted that the involvement of District Administration could be gauged through such innovations and therefore ODEP prepared by District Collector should have a plan for all these activities.

12. Demand Generation among the targeted households:

- 12.1 If the targeted household is not fully convinced about the necessity of constructing and using the toilet, the efforts taken in this regard may become futile. Hence it calls for **personalized contact by VPRC/PLF members/CRPS/CPS** through **house to house visits** and motivating the households to construct and use toilets.
- 12.2 This shall be supplemented through **repeated reinforcement of messages relating to safe sanitation** through different peer groups / important persons in the village with whom the intended beneficiary interacts on daily basis. Hence, the VPRC/PLF members shall also seek the **effective involvement of various stakeholders like, members of SHGs, Panchayat Secretary, Community Resource Persons, Community Professionals, OHT operators, MGNREGS Worksite Supervisors, School Teachers, Students, Doctors, Village Health Nurses, Anganwadi Workers, etc.,** in the Inter-Personal Communication and promotion of Sanitation activities.
- 12.3 District Officials and Block Officials should conduct **inter-departmental convergence meetings at District/Block level** at

present to facilitate convergence at field level. This shall be conducted regularly, **atleast once in a quarter** in order to support the VPRC/PLF.

13. Application Forms for construction of IHHL under SBM (G) / MGNREGS:

- 13.1 Application Forms in the prescribed format in Tamil shall be distributed to the households by the VPRC/PLF members. Further, the Application Forms should be made available at Village Panchayat Office. Application forms shall also contain provision for **Mobile number, Aadhaar card number and MGNREGS Job Card number** of the applicant for easy identification and follow up.
- 13.2 Village Panchayat Secretary should provide IHHL applications on demand and accept the **filled – in application** for construction of IHHL on all the working days.
- 13.3 It shall be the duty of the Village Panchayat Secretary to collect the filled-in application forms from the VPRC/PLF Members for processing.

14. Procedure for Selection of eligible beneficiaries:

- 14.1 Verification of Applicant's status shall be done by the Panchayat Secretary with reference to **Habitation Level Master Register**.
- 14.2 If the Applicant's name is found in the list of households without toilet, the Village Panchayat shall facilitate allocation of IHHL through **SBM(G) or MGNREGS**, as per the respective scheme guidelines.
- 14.3 The Village Panchayat shall facilitate IHHL construction through contributions/assistance received under Corporate Social Responsibility (CSR) funds and from NGOs, Clubs, etc., for those not covered under the SBM (G) / MGNREGS.
- 14.4 Ideally, a **bunch 10-15 applications** received from each **habitation/cluster** should be processed at a time in view of the following advantages:
 - a) Coordinated effort could be taken in mobilizing materials and masons.
 - b) Economies of scale in construction.
 - c) Ease in technical supervision and quality of construction.
 - d) Facilitation of effective supervision by Worksite Supervisors appointed under MGNREGS.

15. Administrative Sanction and allocation of funds:

- 15.1 The District Collector shall accord Administrative Sanction indicating the Block wise number of IHHLs approved and allocate funds for the same.
- 15.2 BDO(VP) will allocate the IHHLs to be taken up during the year in the Village Panchayats concerned also **taking into account ODEP prepared for the year**. In order to avoid delay and expedite the process of toilet construction, the **Village Panchayat President will issue the Work Order** to the beneficiary in the format communicated by the DRD & PR. A copy of the same should be sent to BDO (VP) within a week of issue of work order.
- 15.3 The PD, DRDA will release funds at the rate of **Rs.50/- per IHHL** out of Administrative Cost under SBM(G) for taking **two photographs for each IHHL** – one at the site before the construction of IHHL of the beneficiary (along with President / Vice President / Ward Member / Overseer / CPRS / CPS) and another after the toilet is completed. The Village Panchayat will pay for photographic charges.
- 15.4 Immediately on receipt of Work order, **Work ID** should be created in respect of the beneficiary concerned in TNRD website linking to the baseline survey data at **Block level**. This should be done to **avoid duplication**.
- 15.5 The **eligibility of beneficiary** and correctness of work order should be got **verified by the BDO(VP) before payment of first installment** of subsidy to beneficiary.

16. Execution of IHHL Works:

- 16.1 Basically, an IHHL shall comprise of a Toilet Unit including a **substructure, a super structure** and with provision for **water facility**.
- 16.2 Work order should be handed over to the beneficiary concerned along with **Type designs and Pamphlets** for construction and usage. The recommended type design for the particular soil condition shall also be indicated. The Model Type designs will be communicated by DRD & PR.

- 16.3 IHHL with **Twin Leach Pit Model** should be encouraged and the beneficiaries should be sensitized on the advantages of this model over the Septic Tank Model.
- 16.4 In the case of IHHLs executed under MGNREGS, serially numbered **composite IHHL NMR** should also be given to the Worksite Supervisor.
- 16.5 Entries to be made for issue of Work order in the prescribed Register Maintained at the Village Panchayat office.
- 16.6 **Overseers** should visit their respective area of operation **regularly for marking the site**. In any case **marking of site** should be done within a week of issue of work order. The Village Panchayat should arrange to take a **photograph of the beneficiary along with one amongst the following:-**
- (i) **Panchayat President** or (ii) **Vice President** or (iii) **Ward Member** or (iv) **Overseer** or (v) **CRPS / CPS** should be taken after marking and before commencement of the work. This is essential and it is to be clearly stated that no payment should be released to any beneficiary, who does not get the photograph of the marked site with the help of himself along with any one of the 5 persons specified at the marked site, but before construction. This will negate fictitious claims for getting funds for already constructed toilets.
- 16.7 VPRC/PLF shall facilitate in the identification of **skilled mason** and availability of the **materials** for construction (**Also refer paras 6.4 and 17.5**).
- 16.8 **A.E./J.E. and Overseers** should monitor the quality of construction and ensure that the requisite technical specification of IHHLs are adhered to.
- 16.9 **Personal Guidance** shall be provided to the beneficiary in the toilet construction by the **CRPS / CPS**.
- 16.10 Since Overseers visit each IHHL during Marking, Valuation at the time of Sub-Structure completion & Physical completion, they can be the Registered Mobile User for Mobile Photo uploading purpose in Government of India SBM Website. The instructions already issued by the DRD & PR vide D.O. letter No.67772/SBM(G)-1/2015, dated 28.9.2015 should be strictly followed.

17. Release of incentive to beneficiaries:

- 17.1 If the IHHL is sanctioned under SBM(G), release of incentive to beneficiary should be done in two stages. First part shall be given once the **sub-structure is completed**. BDO(VP) should release the Balance amount **after the toilet is completed in all respect and fit for use** after deducting the cost of material issued, if any.
- 17.2 It is again reiterated that in order to avoid hardships to the poor beneficiaries and also to avoid any false claims for already completed toilets, the Overseer shall compulsorily inspect the toilet once sub-structure is completed and recommend for part payment.
- 17.3 If the payment is sought in one go for completed toilets, **the payment is to be released only after compulsory super check of the AE / JE concerned**.
- 17.4 Similarly, if the IHHL is sanctioned under MGNREGS, payment should be made in two instalments as per the **actual value of work done** as per the measurement subject to the limit of Rs.12,000 per IHHL.
- 17.5 Wherever the VPRC/PLF have the prior authorization of BDO(VP) and given the responsibility of procurement and supply of essential materials required for toilet construction like Bricks / Solid Blocks / Pre-cast Junction Chamber / Circular Rings / Pan / Jolly / Doors / Pre-cast Roofing slab / Galvalume Roofing sheet, the BDO(VP) can deduct the not more than the maximum approved cost of the same based on certification by Overseer, from the incentive amount due to the beneficiaries and credit the amount to the bank account of the VPRC/PLF concerned through ECS. This kind of service delivery supply chain as an economic activity by VPRC/PLF is encouraged only for ensuring timely availability of material at Village level that too at reduced cost due to bulk purchase. BDO (VP) should ensure that the cost of material so supplied by the VPRC/PLF directly to beneficiaries should not be more than the competitive rate at the nearest retail outlet.
- 17.6 **Overseers** should visit their respective area of operation at least **once in a week, on Friday** for valuation of under progress and completed IHHLs. After completion of the toilet, photograph should be taken by the Village Panchayat with beneficiary in front of the completed toilet alongwith any one of the following five: (i) Panchayat President (ii) Vice President (iii) Ward Member (iv) Overseer (v) CPRS / CPS. **The**

19.2 Balance incentive amount can be used for any of the following Common welfare activities of VPRC/PLF:

- Internal lending among the SHGs
- Seed money to member SHGs
- Infrastructural facilities required for VPRC/PLF office
- Soft loan for Economic Assistance for Differently abled/Vulnerable – in respect of VPRC only.

20. Monitoring:

20.1 **District Collector** is the overall monitoring authority at District level. The **Project Director, District Rural Development Agency**, shall be responsible for the proper implementation of the scheme as per the guidelines and instructions issued from time to time.

20.2 **Assistant Project Officer (Housing & Sanitation)** and **Assistant Project Officer (Wage Employment)** should assist the PD, DRDA, in the review and monitoring of proper implementation of the Scheme. Further, they should monitor the online entries done at Block level in TNRD, SBM and MGNREGS websites. APO (H&S) will be responsible for the approval given at District Level every month in the IMIS - SBM website of Government of India.

20.3 Since **BDO(VP)** is overall in-charge of Sanitation Programmes at Block Level, he/she will also be called as **Block Sanitation Officer** and shall be responsible for ensuring the eligibility of beneficiaries, quality of construction, timely completion and usage of IHHLs.

20.4 Inspection:-

- AE/JE should overall inspect atleast 25% of IHHLs constructed in their respective area and 100% of all such IHHLs where payment is sought in one instalment instead of two instalments.
- BDO should inspect atleast 15% of the fully completed toilets along with the Valuation Certificate of Overseer with photographs.
- AEE (RD) and EE(RD) should inspect atleast 50 IHHLs and 15 IHHLs per month per Block respectively and ensure that IHHLs have been constructed as per the technical requirements.
- PD, DRDA should inspect atleast 10 IHHLs per month per Block and conform adherence to guidelines.

- 20.5 100% of IHHLs completed during the preceding year will be verified during the month of April every year. This month shall be designated as "**IHHL verification month**". The District Collector will organize this exercise through "**Inter-Block Verification Teams**" in the month of April every year.
- 20.6 The DRD & PR shall also engage independent teams for monitoring and evaluation purpose.
- 20.7 Grama Sabha shall act as the overall **Social Audit Group** to ensure that completed toilets are functional and are being used. Besides this, the toilets constructed are also subject to independent Social Audit like MGNREGS works.
- 20.8 Inter-Personal Communication shall be a continuous process in the **post-construction stage as well** and VPRC/PLF shall take the support of various stakeholders in the IPC activities.
- 20.9 The **Sanitation coverage Report of each habitation should be placed before every Grama Sabha** meeting by the Panchayat Secretary. The Report shall essentially contain the details of households using toilets, those which are not using toilets, the status of coverage and action plan with deadlines for full coverage.

21 Awards and Rewards:

- 21.1 **Award & Incentive Committee** comprising of atleast 2 Zonal Deputy BDOs shall undertake inspections once in a quarter (First week of January, April, July and October) to verify the usage of toilets that have been constructed due to the efforts of VPRC/PLF. If the toilets are continuously being used for more than 6 months and one year, as the case may be, the Committee shall recommend the release of the first and second dose of incentives to the VPRC/PLF.
- 21.2 The details of payment of incentives shall be placed in the following Grama Sabha meeting.
- 21.3 Whenever a habitation attains Open Defecation Free status, the **VPRC/PLF** functionaries shall be suitably recognized through issue of **Certificates signed by the Collector at a Block level function**.
- 21.4 Similarly, whenever the Village Panchayat attains Open Defecation Free (ODF) status and sustains for atleast one year the President shall

be felicitated by the District Collector during important functions like **Independence Day and Republic Day Celebrations.**

- 21.5 **Priority should be given to ODF Village Panchayats** for sanction of works under various schemes and discretionary grants like IGFF, SCPAR, etc.
- 21.6 The **best performing field functionaries** of various departments like CRPS, CPS, Motivators, Sanitation Messengers, MGNREGS Worksite Supervisors, Teachers, Anganwadi workers, Village Health Nurses, etc., in sanitation activities shall be felicitated by the Collector through Appreciation Letters / Certificates at district level functions.

The Secretary to Government, Rural Development and Panchayat Raj Department shall in consultation with the Director of Rural Development and Panchayat Raj change any of the provisions of the above guidelines based on the exigencies that will arise then and there.

HANS RAJ VERMA
PRINCIPAL SECRETARY TO GOVERNMENT

//True Copy//

K. Saravanan

SECTION OFFICER

[Signature]