

# Swachh Bharat Mission (Gramin)

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**Manual for District- Level Functionaries**

**2017**

## **PREFACE**

The purpose of this Development Role Manual for Swachh Bharat Mission (Gramin) [SBM (G)] is to create an enabling mechanism for improved implementation of the Centrally Sponsored Scheme (CSS) at the cutting edge, leading to enhanced outcomes in nature and extent. Accordingly, it would act as a guide for implementation by the District Collector and key District-level functionaries, enable quick learning, implementation modalities, roles and responsibilities of the various functionaries as well as stakeholders etc.

This Manual is prepared with inputs from a combination of sources, including interaction with the Ministry of Drinking Water and Sanitation (MDWS), Government of India (GoI), review of extant scheme guidelines and circulars issued by MDWS (till 30<sup>th</sup> June 2017) and discussions with the key personnel involved in implementation of the Scheme.

For greater direction, guidance and clarification on implementation from time to time, the guidelines cited along with the MDWS website (<http://www.mdws.gov.in/>) and those issued by respective State Governments must be referred to.

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## 1. Swachh Bharat Gramin [SBM (G)]

### 1.1 About the Scheme

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Swachh Bharat Mission (Gramin) [SBM (G)] is one of the sub-missions under the Swachh Bharat Mission (SBM) launched by the Hon'ble Prime Minister Shri Narendra Modi on October 2, 2014. It is being implemented by Ministry of Drinking Water and Sanitation (MDWS), Government of India (GoI).

SBM aims to achieve Swachh Bharat by October 2, 2019 as a fitting tribute to Mahatma Gandhi on his 150<sup>th</sup> anniversary. The mission focuses on improving the levels of cleanliness through Solid and Liquid Waste Management activities and making Gram Panchayats Open Defecation Free (ODF), clean and sanitised.

Open Defecation Free (ODF) is the termination of faecal-oral transmission, defined by<sup>1</sup>;

- (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

Sustainability of ODF status and verification of ODF, the core components of the mission are available in Guidelines for ODF Verification issued by the MDWS in September 2015.<sup>2</sup>

### 1.2 Goal

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To achieve “Swachh Bharat” by 2<sup>nd</sup> October 2019<sup>3</sup>

### 1.3 Objectives

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- Bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation.
- Accelerate sanitation coverage in rural areas to achieve the vision of Swachh Bharat by October 2, 2019.
- Motivate Communities and Panchayati Raj Institutions (PRI) to adopt sustainable sanitation practices and facilities through awareness creation and health education.
- Encourage cost-effective and appropriate technologies for ecologically safe and sustainable sanitation
- Develop community-managed sanitation systems focusing on scientific Solid and Liquid Waste Management (SLWM) systems for overall cleanliness

### 1.4 Key Components of SBM (G)

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Figure 1: Major components of SBM (G)

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## **A. Construction and Usage of Individual Household Latrines (IHHLs)**

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Construction and Usage of Individual Household Latrines (IHHLs) is one of the primary components of SBM (G). A duly completed household sanitary latrine shall comprise of a Toilet Unit including a substructure which is sanitary (that safely confines human faeces and eliminates the need of human handling before it is fully decomposed), a super structure, with water facility and hand wash unit for cleaning and hand washing<sup>4</sup>. It is an inbuilt principle that the toilet has to be constructed by individual households after demand creation so that use of toilet is ensured with a sense of ownership of the beneficiary.

There are various models of toilets available based on safe sanitation technologies like the Twin Pit, Septic tank, Bio toilets, amongst others. The MDWS encourages development of other safe technologies and States shall disseminate information about available technologies and their costs to the beneficiary to make an informed choice.<sup>5</sup>

### **Availability of Sanitation Material through Rural Sanitary Marts (RSM), Production Centers (PCs), Self Help Groups (SHGs)**

In places with inadequate penetration of sanitary materials market, districts can utilize the provision of the Rural Sanitary Marts (RSM)/ Production Centres (PCs). Major functions of RSMs are:

- To provide material, services and guidance needed for constructing different types of latrines and other sanitary facilities for a clean environment at a place near the residence of the beneficiaries.
- To ensure that a variety of pans (Rural, Ceramic, HDP, Fiberglass) are available for choice by the beneficiaries at reasonable rates. RSM should necessarily have those items, which are required as a part of sanitation package.

The RSMs/ PCs can be opened in areas where they are required and operated by SHGs/ Women's Organizations/ Panchayats/ Non- Governmental Organisations (NGOs) etc. Support of private entrepreneurs may also be taken for ensuring an effective supply chain. In the wake of the increasing numbers of SHGs, the potential for a sanitation supply chain built around SHGs can be explored and set up, which can address the problem of reach. In all cases, the Districts have to ensure the availability of a pool of trained masons.

### **Financial Assistance**

The incentive amount provided under SBM (G) to Below Poverty Line (BPL) Households and Identified Above Poverty Line (APL) households shall be up to Rs.12, 000 for construction of one unit of IHHL and provides for water availability, storing for hand-washing and cleaning of the toilet. It is understood that it is not the cost of the toilet but an incentive amount, where HHs can choose the design and quality of superstructure, without compromising with the digestion of night soil

APL families not covered by the above incentives will be motivated and triggered to take up construction of the household latrines on their own. The ultimate objective is to ensure behaviour change and wean people away from open defecation. APL families facing fund problems may be assisted through the Revolving fund as outlined in the MDWS guidelines, or through low cost financing from National Bank for Agriculture and Rural Development (NABARD), Banks and Financial Institutions.

### **Sustainability**

Sustainability of ODF status is the focus area of SBM (G). 100% of the villagers using toilets 100% of the times is the desired outcome with reduced incidence of water borne diseases and improved health indicators. While achievement of ODF status requires efforts on behaviour change, sustainability would require community involvement. It is important that the districts move ahead from mere target mode to community driven approach to sustain ODF status. The district administration need to handhold villages and communities for a minimum period of 9 months from the date of declaration of ODF. (3 months till first verification, and another 6 months thereafter till the second verification)

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## **B. Solid and Liquid Waste Management**

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With the objective of achieving “ODF *Plus*” status and to improve cleanliness, hygiene and the general quality of life in rural areas, the aspect of Solid and Liquid Waste Management (SLWM) assumes greater significance. All Gram Panchayats (GPs) are to be targeted for coverage with a SLWM project. The objective is to initiate SLWM projects in all GPs without delay<sup>6</sup>.

Communities/Gram Panchayats have to be motivated to come forward and demand for such a system, which they have to subsequently operate and maintain. Once the demand is created, to ensure that the resources are used efficiently, SLWM is to be taken up in project mode for each GP with financial assistance capped for a GP on number of household basis to enable all GPs to implement sustainable SLWM projects.<sup>7</sup>

Major activities under SLWM are as follows<sup>8</sup>:

- For Solid Waste Management:
  - Collection, segregation and safe disposal of household garbage, decentralized systems like household compost and biogas plants shall be permitted.
  - Activities related to maximum reuse of organic solid wastes as manure should be adopted. Such technologies may include vermi-composting or any other composting method, individual and community biogas plants.
  - Funds allocated for SLWM may be used to implement safe disposal solutions for menstrual waste (used sanitary cloths and pads) and setting up incinerators in Schools, Women’s Community Sanitary Complexes, Primary Health Centre, or in any other suitable place in village and collection mechanisms etc. can be taken up.
  
- For Liquid Waste Management
  - Methods adopted for management of liquid wastes may focus on maximum reuse of such waste for agriculture purposes with least operation and maintenance costs.
  - Collection of waste water, low cost drainage/ small bore system, soakage pit may be adopted.
  - Treatment of waste water the following technologies may inter-alia be considered. However, States to identify suitable technologies.
    - a. Waste Stabilization Pond (WSP) technology
    - b. Duckweed based waste water treatment
    - c. Phytoid Technology [developed by National Environmental Engineering Research Institute (NEERI)]
    - d. Anaerobic decentralized waste water treatment

### Financial Assistance

Total assistance under SBM (G) for SLWM projects shall be worked out on the basis of total number of households in each GP, as pointed in **Table 1**.

**Table 1: Total Assistance under SBM (G) for SLWM**

Size of GP (No of households)	Total Assistance (in Rs. Lakhs)
Up to 150 households	7
Up to 300 households	12
Up to 500 households	15
More than 500 households	20

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### C. Community Sanitary Complexes (CSCs)

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Community Sanitary Complexes comprising of appropriate number of toilet seats, bathing cubicles, washing platforms, wash basins etc. are set up in a place in the village acceptable and accessible to all.

Such complexes shall be constructed only when there is lack of space in the village for construction of household toilets and the Community/ GP owns up the responsibility of their operation and maintenance. They can be made at public places, markets and bus stands etc. The proposal for putting up CSCs will be approved by the State Level Scheme Sanctioning Committee (SLSSC).

Maintenance of such Complexes<sup>9</sup> is essential for which Gram Panchayat should own the ultimate responsibility and their Operation and Maintenance (O&M) should be assured.

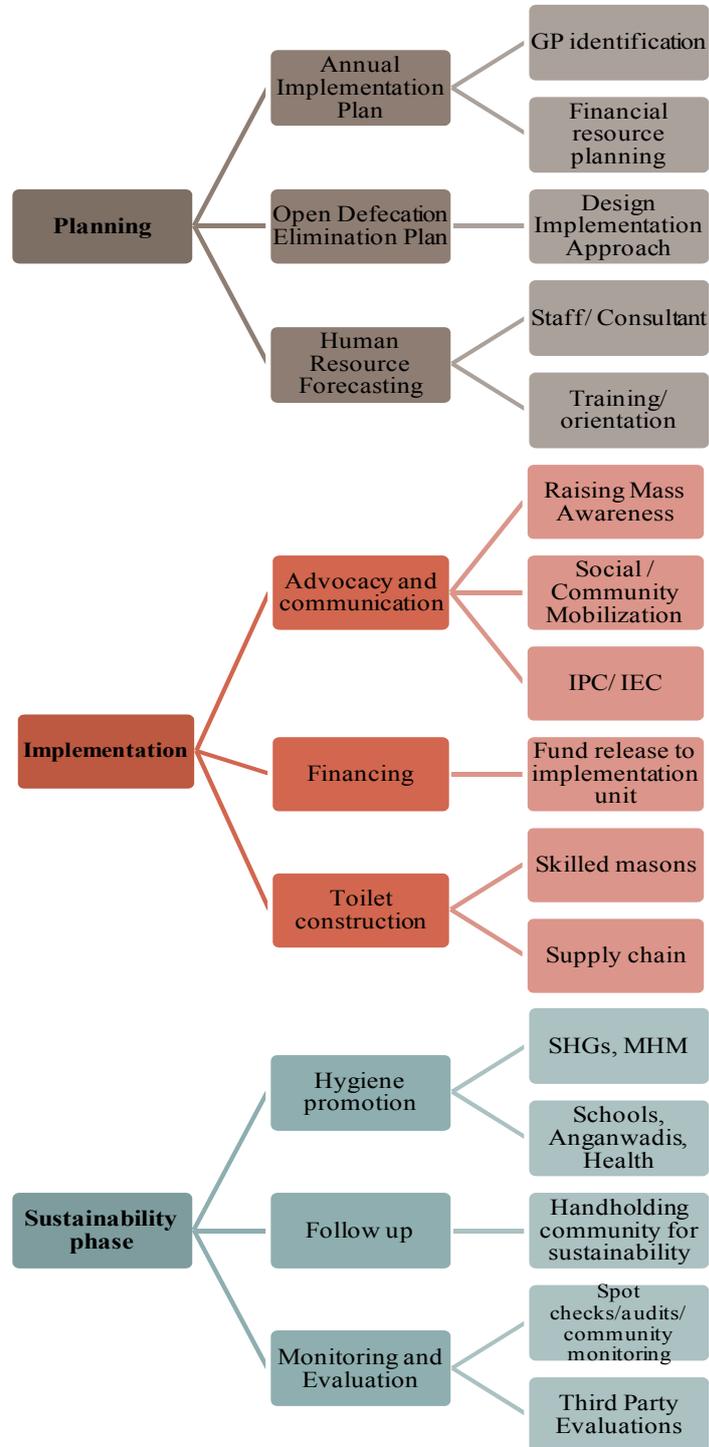
User families, in case of complexes specifically meant for households, may be asked to contribute a reasonable monthly user charge for cleaning & maintenance. For complexes in places of community congregation, pay and use model may be encouraged.

### Financial Assistance

- Maximum support per-unit prescribed for a CSC is Rs. 2 lakhs. Funding pattern is 60% from the Central Government, 30% from the State Government and 10% from the Communities<sup>10</sup>. For Special Category States, the Centre State share of funding would be 90:10
- The Community contribution, however, can be made by the Panchayat out of its own resources, from grants of the Finance Commission, from any other fund of the State duly permitted by it, or from any other source as obtained from the State, District or GP.
- For, funding the CSCs/public toilets, states may also source additional funds from Corporate Social Responsibility (CSR)/ Civil Society Organization (CSO) / Non-Governmental Organization (NGO) for raising the cost of individual complexes. The mode may be Public-Private-Partnership (PPP)/ Viability Gap Funding (VGF) which should cater to the need of operation and maintenance of the facilities.
- Water supply to these CSCs will have to be assured under the National Rural Drinking Water Programme (NRDWP) before a CSC is sanctioned.

## 1.5 Implementation Strategy

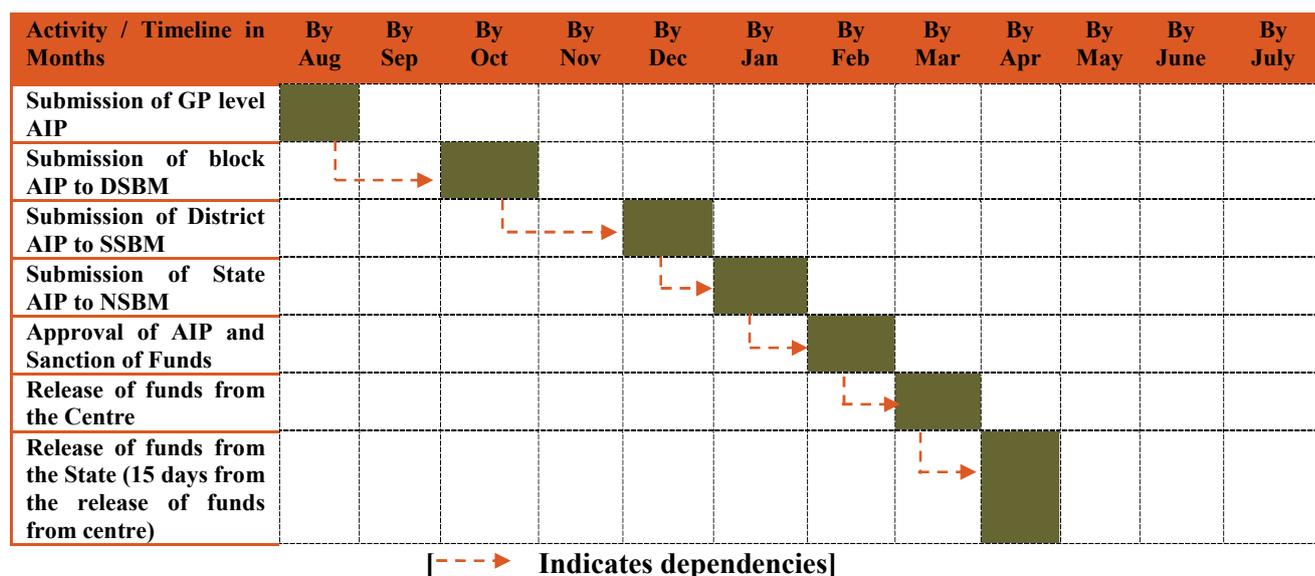
The suggested approach would be to adopt Community- led and Community Saturation approaches focusing on collective behavioural change. The roadmap to Implementation Framework of each State covers the three important phases necessary for the Programme, as shown in **Figure 2**.



**Figure 2: Three important phases necessary for SBM (G)<sup>11</sup>**

Planning for implementation of SBM (G) is undertaken in a decentralized manner involving districts/blocks/GPs. Tentative timeline for developing annual plans for implementation of SBM (G) is as illustrated in **Figure 3**.

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**Figure 3: Planning Process – Tentative Timelines**

### 1.5.1 Information, Education and Communication under SBM (G)

Information, Education and Communication (IEC) is a significant component of SBM (G). IEC shall strive to bring about community-wide behaviour change and to trigger the demand for sanitary facilities in the rural areas for households, Schools, Anganwadis, Community Sanitary Complexes and Solid and Liquid Waste Management projects (SLWM) through provision of information and awareness generation. In addition, IEC plans include Menstrual Health Management (MHM) component for raising awareness among all stakeholders. Initially, IEC campaigns focus on construction of toilets and later focus on usage, leading to sustainability. IEC strategy and plan focuses on providing an enabling environment so that households construct and use toilets in a sustained manner after demand generation, which is ensured by carrying out processes as per Standard Operating Procedures. Various activities under IEC, as outlined in the SBM (G) Guidelines are as follows:

- Interpersonal communication, door to door contact and triggering are recognized as the most significant tools for attaining sanitation goals.
- ‘Triggering’ or ‘Nudging’ of Communities for Behaviour change leading to usage of toilets leading to an open defecation free environment shall be given priority.
- Effective use of available manpower, information, technology and media to communicate the message of the benefits of safe sanitation and hygiene.

Keeping with the strategy framework, three main approaches, namely (i) Awareness rising phase, (ii) Advocacy and (iii) Social and Behavior Change Communication (SBCC) would be adopted and states could formulate state and district specific IEC strategies. The strategy has to be adapted appropriately to State specific contexts and the target of achieving Swachh Bharat by 2019.

### 1.6 Equity and Inclusion

In addition, SBM (G) Guidelines<sup>12</sup> also emphasise on addressing equity and inclusion. Providing access to the different categories of people who are not able to access and use safe sanitation facilities shall be a priority of the implementing agencies. Requirements and sensitivities relating to gender<sup>13</sup> including dignity and safety issues shall be taken into account

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at each stage of planning, implementation and post implementation management of sanitation issues.

Issues relating to women's personal hygiene namely menstrual hygiene are to be focussed under the SBM (G). Girls and women have hygiene and sanitation needs linked to their menstrual cycle. Women suffer in the absence of knowledge about safe practices on Menstrual Hygiene Management (MHM).<sup>14</sup>

Provision of sanitary facilities sensitive to the needs of people with disabilities, shall be included in the technologies that may be used for the construction of toilets.

### 1.7 Monitoring

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Monitoring of SBM (G) is done at GP/Cluster (where required) /Block and district levels. The Monitoring framework identifies the following:

- Whether adequate IEC/IPC/Triggering activities have been carried out for behavior change
- Whether toilets have been constructed as reported
- Whether Constructed Toilets are being used
- Whether ODF communities/GPs have been created

The Monitoring units provide periodic reports on the above. Monitoring of Outputs will also be done for administrative purposes in terms of monitoring of expenditure and assets created. The program permits use of independent agencies/ CSOs/ NGOs for the concurrent monitoring.

#### **Good Practices in SBM (G) implementation that are worth emulating**

##### **Rajasthan**

“Rajasthan has introduced “Smart Village” Yojana on the lines of “Smart Cities” where villages with more than 3,000 population are selected and 5,000 Sanitary complexes at public places and SLWM projects are sanctioned to achieve ODF plus GPs, apart from other rural development works”. Electronic Fund Management System (e-FMS) for DBT, Branding of districts, and Online application/ Online Sanction are other proactive initiatives undertaken by the State.

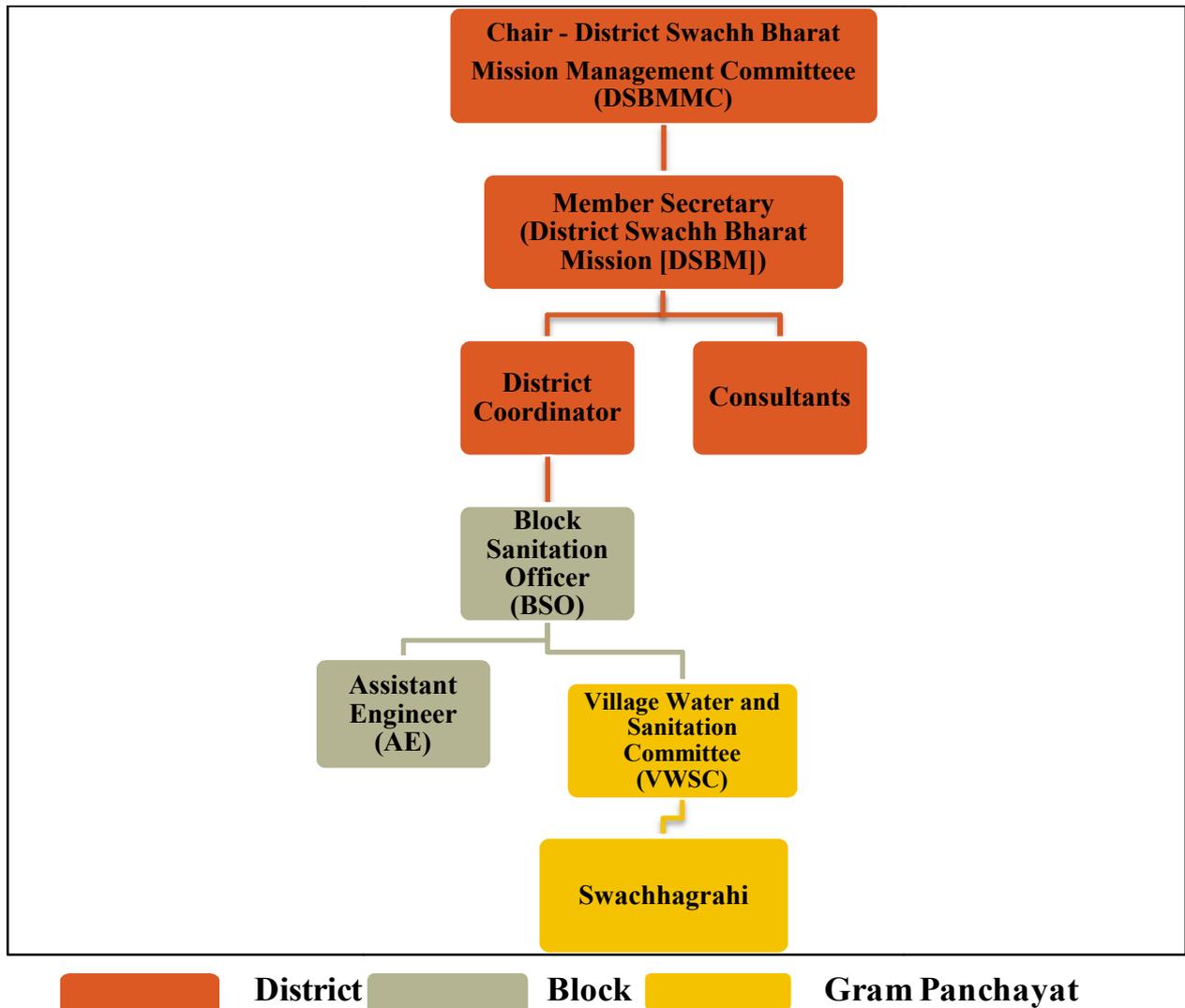
##### **Telangana**

Community involvement in sustainability being the key to achieving the objectives of SBM(G), Maintenance of IHHLs and Community Sanitary Complexes and monitoring the usage of toilets is made the responsibility of Self Help Groups (SHGs) with a one-time fee of Rs. 900 per household in Nizamabad district of Telangana”

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## 2. Roles and Responsibilities of key functionaries – District/ Block/ Village

SBM (G) is implemented by State Swachh Bharat Mission (Gramin) [SSBM (G)] at the State level. State Level Scheme Sanctioning Committee (SLSSC) is a committee of representatives from various technical departments, institutions and organizations as decided by the State Government that approves the district projects and proposals at the State level<sup>15</sup>. Organization structure of personnel involved in implementation of SBM (G), depicting the reporting mechanism and work flow, from District through Gram Panchayat level is illustrated in general in **Figure 4**.



**Figure 4: Administrative Structure of the Scheme (District, Block and Village level)**

## 2.1 District Level Implementation

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A 3-Tier institutional structure for implementation of SBM (G)<sup>16</sup> at the District/Block/Village level as given below:

- District Swachh Bharat Mission [DSBM (G)]
- Block Programme Management Unit (BPMU)
- Gram Panchayat/ Village Water and Sanitation Committee (VWSC)

### • District Swachh Bharat Mission (Gramin) [DSBM (G)]

DSBM (G) is formed at the district level with suitable changes in the existing District Water and Sanitation Mission/Committee (DWSM/C). As the line departments play a catalytic role in implementation of the programme, the role of the District Collector/ Magistrate/Chief Executive Officer (CEO) Zilla Panchayat shall be pivotal. Suggested Composition of DSBM (G)<sup>17</sup>:

- Headed by Chairman of Zilla Parishad
- Vice- Chairman- District/ Deputy Commissioner/ Magistrate/ CEO Zilla Panchayat [*Nodal Officer of SBM (G) at the district level*]
- Members
  - All Members of Parliament (MPs)/ Members of Legislative Assembly (MLAs) and Members of Legislative Councils (MLCs) of the District and Chairperson of the concerned Standing Committees of the Zilla Parishad or their representatives
  - CEO/ Asst. Executive Officer (AEO) of the Zilla Parishad
  - District Officers of Education, Health, Panchayati Raj, Social Welfare, Integrated Child Development Scheme (ICDS), Public Health Engineering Department (PHED), Water Resources, Agriculture, Information and Public Relations
  - NGOs can be identified by the DSBM (G) and coopted
  - CEO of the District Panchayat/ Parishad
  - Executive Engineer (EE) of PHED/ District Engineer of Zilla Panchayat/ any other officer approved by State Swachh Bharat Mission (Gramin) [SSBM (G)](*Member Secretary*)

### • District Swachh Bharat Mission Management Committee (DSBMMC)

DSBMMC plans and monitors the implementation of the Mission. The Committee is chaired by the District Collector/ Magistrate/ CEO – Zilla Panchayat.

- Members
  - Block- level officer in-charge of sanitation and district- level officers of relevant departments

### 2.1.1 Chair – DSBMMC (District Collector/ Magistrate/ CEO – Zilla Panchayat)

The District Collector/ Magistrate/ CEO – Zilla Panchayat is responsible for conceptualizing, planning and executing SBM (G) activities in the District to achieve the objectives of SBM by 2019 in the entire district. Roles and responsibilities of the District Collector/ Magistrate/ CEO – Zilla Panchayat are as provided in the

Table 2.

**Table 2: Roles and Responsibilities of District Collector/ Magistrate/ CEO – Zilla Panchayat**

Role	Responsibilities
<b>PLANNING</b>	<ul style="list-style-type: none"> <li>Facilitate detailed baseline survey<sup>18</sup> to assess the status of sanitation and hygiene practices in Blocks and GPs</li> </ul>
	<ul style="list-style-type: none"> <li>Develop District Annual Implementation Plan (AIP)<sup>19</sup> in consultation with blocks and GPs and submit it to State</li> </ul>
	<ul style="list-style-type: none"> <li>Undertake manpower planning (<i>Specialists/ Consultants/ Agencies in the areas of HRD, IEC, School Sanitation and Hygiene Education, SLWM, M&amp;E etc.</i>)</li> </ul>
	<ul style="list-style-type: none"> <li>Plan for dovetailing funds from State/ Corporate Social Responsibility (CSR)<sup>20,21</sup> initiatives/Funding bodies/ Multilateral Organizations</li> </ul>
	<ul style="list-style-type: none"> <li>Identify and prioritize Blocks and GPs that can be made ODF in consultation with district level stakeholders</li> </ul>
<b>IMPLEMENTATION</b>	<ul style="list-style-type: none"> <li>Approve District AIP</li> </ul>
	<ul style="list-style-type: none"> <li>Approval and administrative sanction of IHHLs&amp; SLWM proposals as targeted under the AIP</li> </ul>
	<b>Manpower</b>
	<ul style="list-style-type: none"> <li>Formation of VWSC and restructuring of committees that are inactive, if already formed</li> </ul>
	<ul style="list-style-type: none"> <li>Engage Technical Experts/ Specialists/ Consultants / Agencies</li> </ul>
	<b>IEC</b>
	<ul style="list-style-type: none"> <li>Approve district annual IEC plan as part of AIP</li> </ul>
	<ul style="list-style-type: none"> <li>Strategize and lead district's IEC Campaign(s)</li> </ul>
	<ul style="list-style-type: none"> <li>Utilize 3.75% of the district funds towards IEC/ IPC activities</li> </ul>
	<b>Fund management</b>
	<ul style="list-style-type: none"> <li>Manage and allocate funds in the district</li> </ul>
	<ul style="list-style-type: none"> <li>Submit Utilization Certificates to State Mission</li> </ul>
	<ul style="list-style-type: none"> <li>Obtain support from CSR initiatives of Corporates and Community-Based Organizations (CBOs) to achieve ODF</li> </ul>
	<ul style="list-style-type: none"> <li>Constitute Revolving Fund<sup>22</sup> at the district level</li> </ul>
	<b>Convergence<sup>23</sup></b>
<ul style="list-style-type: none"> <li>Plan convergence mechanisms with line depts., state schemes and priority programs such as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Prime Minister Awas Yojana (PMAY)</li> </ul>	
<b>Others</b>	
<ul style="list-style-type: none"> <li>Approve Business Plans of Rural Sanitation Marts (RSM)<sup>24</sup> in districts where RSMs are required</li> </ul>	
<b>SUSTAINABILITY</b>	<ul style="list-style-type: none"> <li>Motivate and sensitize blocks, GPs, SHGs and Public Representatives in active participation in IEC activities focusing on behavioral change</li> </ul>
	<ul style="list-style-type: none"> <li>Facilitate triggering activities and involvement of schools, children and communities</li> </ul>
	<ul style="list-style-type: none"> <li>Ensure community approach is being adopted in achieving ODF status</li> </ul>

Role	Responsibilities
	<ul style="list-style-type: none"> <li>• Verify ODF sustainability<sup>25</sup> status in the district six months after completion of construction</li> </ul>
<b>MONITORING &amp; REPORTING</b>	<ul style="list-style-type: none"> <li>• Overall monitoring authority for the district in achieving ODF by October 2, 2019</li> </ul>
	<ul style="list-style-type: none"> <li>• Organize quarterly meetings with the members of DSBMMC to review progress</li> </ul>
	<ul style="list-style-type: none"> <li>• Monitor and review progress of implementation in GPs every fortnight</li> </ul>
	<ul style="list-style-type: none"> <li>• Monitor capacity building activities in the district</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure social audit meetings are conducted at the GP level once in Six months</li> </ul>
	<ul style="list-style-type: none"> <li>• Monitor the activities of social organization/ CBOs/ NGOs/ SHGs/ Support Organizations every Six months</li> </ul>
	<ul style="list-style-type: none"> <li>• Monitor the activities of Rural Sanitary Marts (RSMs) every Six months, where existing</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure that the district's physical and financial progress is reported to the State Mission by 10th of every month on MIS</li> </ul>

### 2.1.2 Member Secretary, DSBM

The CEO of District Panchayat/ Executive Engineer (EE) of Rural Water Supply and Sanitation (RWSS)/ PHED/ District Engineer of the Zilla Panchayat would be the Member Secretary. Roles and responsibilities of the Member Secretary are as provided in **Table 3**.

**Table 3: Roles and Responsibilities of Member Secretary, DSBM**

Role	Responsibilities
<b>PLANNING</b>	<ul style="list-style-type: none"> <li>• Prepare District Annual Implementation Plan</li> </ul>
	<ul style="list-style-type: none"> <li>• Assist Chair, DWSMMC in setting annual targets to achieve ODF status by 2019 in consultation with blocks and GPs</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify and prioritize Blocks and GPs that can be made ODF in consultation with district level stakeholders</li> </ul>
<b>IMPLEMENTATION</b>	<ul style="list-style-type: none"> <li>• Responsible for overall implementation of the program at the district level</li> </ul>
	<ul style="list-style-type: none"> <li>• Verify the proposals/ beneficiary list submitted by the BSO through District Coordinator to the Chair, DSBMMC for administrative sanction</li> </ul>
	<ul style="list-style-type: none"> <li>• Prepare district- level fund Utilization Certificates (UCs)</li> </ul>
	<ul style="list-style-type: none"> <li>• Maintain records and accounts on Receipt and Expenditure</li> </ul>
	<ul style="list-style-type: none"> <li>• Conduct Audit of accounts and submission to SSBM in the prescribed formats</li> </ul>
<b>SUSTAINABILITY</b>	<ul style="list-style-type: none"> <li>• Train block and GP level functionaries on their roles to accomplish ODF status by 2019</li> </ul>
	<ul style="list-style-type: none"> <li>• Assisting the District Collector in conceptualizing and undertake IEC activities for sustainability and behavior change.</li> </ul>
<b>MONITORING &amp; REPORTING</b>	<ul style="list-style-type: none"> <li>• Assisting the District Collector in verifying the ODF status in the district every Six months</li> </ul>
	<ul style="list-style-type: none"> <li>• Organize fortnightly reviews with Blocks and GPs</li> <li>• Monitor capacity building activities in the district</li> <li>• Report the progress of the district to the State Mission during their monthly review meetings</li> </ul>

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Role	Responsibilities
	<ul style="list-style-type: none"><li data-bbox="520 192 1366 226">• Ensure that the district IHHL data is uploaded by 10<sup>th</sup> of every month</li><li data-bbox="520 232 1401 297">• Oversee MIS operations at the district level (approval of list of beneficiaries majorly)</li><li data-bbox="520 304 1401 362">• Ensure social audit meetings are conducted at the GP level once in Six months</li></ul>

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### 2.1.3 District Coordinator

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District Coordinator assists the Member Secretary, DSBMMC in implementation of SBM (G) at the district level. The resource is identified exclusively for implementation of SBM (G). The District Coordinator takes part in planning, implementation, sustainability and monitoring activities at the district level and also coordinates with BPMU for annual plans, IEC activities and progress reviews. The District Coordinator also plays a major role in operating the district login of the SMB (G) MIS. He or She will also perform any other duties assigned by the Member Secretary, DSBM and Chair, DSBMMC for implementation of SBM (G) at the district level

## 2.2 Block- level Implementation

Block- level is the ideal unit for providing support to a GP or a group of GPs. States may finalise the Block- level arrangements as per requirements.

The Block Programme Management Unit (BPMU) is led by the Block Sanitation Officer (BSO). The BSO may be assisted by a Block Coordinator, usually an Assistant Engineer [Rural Water Supply and Sanitation (RWSS)] or a Technical officer and a Data Entry Operator engaged on contract. Social Mobilisers may be needed at the Sub-Block level to assist village level workers or Swachhagrahi wherever there is more number of GPs under a block.

### 2.2.1 Block Sanitation Officer (BSO) / Block Development Officer (BDO)

A Government officer is nominated as a full time Block Sanitation Officer (BSO) / Block Development Officer (BDO) by the State.

Table 4 provides the roles and responsibilities of the BSO.

**Table 4: Roles and Responsibilities of Block Sanitation Officer (BSO)/ Block Development Officer (BDO)**

Role	Responsibilities
<b>PLANNING</b>	<ul style="list-style-type: none"> <li>• Consolidate Annual Implementation Plans of GPs</li> </ul>
<b>IMPLEMENTATION</b>	<ul style="list-style-type: none"> <li>• Overall responsible for block level implementation</li> <li>• Collate and verify the list of beneficiaries who require IHHLs, received from GPs</li> <li>• Issue work commencement letters/ work orders to GPs/ VWSCs, after issue of administrative sanction by the District Collector</li> <li>• Organize capacity building/ training programs for the beneficiaries / masons who would construct IHHLs</li> <li>• Support and build capacities of GP functionaries</li> </ul>
<b>SUSTAINABILITY</b>	<ul style="list-style-type: none"> <li>• Appoint Social Mobilizers at the Sub - Block level to support village level workers or Swachhagrahi in achieving ODF grams</li> <li>• Undertake demand triggering among the village communities on various aspects of sanitation for ODF grams</li> </ul>
<b>MONITORING&amp; REPORTING</b>	<ul style="list-style-type: none"> <li>• Verify and send beneficiary applications to district login for administrative sanction at the district level (MIS)</li> <li>• Upload field photographs (before and after construction of toilets), submitted by Field Assistants using block level login (MIS)</li> <li>• Approve the photographs by keying in digital signatures for the State to raise Fund Transfer Order (FTO) (MIS)</li> <li>• Check deviation reports (based on Geo tagging) to approve post completion photographs to raise 2<sup>nd</sup> FTO (MIS)</li> <li>• Upload Utilization Certificates for all GPs using BSO login (MIS)</li> <li>• Ensure that the social audit meetings are organized at the GP level once in Six months</li> <li>• Monitor the activities of Field Assistants</li> <li>• Oversee inspection activities by AE &amp; Field Assistants</li> </ul>

### 2.2.2 Assistant Engineer (AE)

Assistant Engineer (RWSS) at the block level reports to Block Sanitation Officer (BSO). The Engineer is also responsible for water supply related works at the block level. The technical personnel are majorly responsible for field verification. Roles and Responsibilities of Assistant Engineer in implementation of SBM (Gramin) are provided in **Table 5**.

**Table 5: Roles and Responsibilities of Assistant Engineer (AE)**

<b>Role</b>	<b>Responsibilities</b>
<b>IMPLEMENTATION</b>	<ul style="list-style-type: none"> <li>• Extend technical support at the block level for implementation of the programme</li> </ul>
	<ul style="list-style-type: none"> <li>• Oversee the technical aspects of construction of toilets including marking at the sites</li> </ul>
	<ul style="list-style-type: none"> <li>• Train field assistants, masons and beneficiaries on construction of toilets</li> </ul>
<b>SUSTAINABILITY</b>	<ul style="list-style-type: none"> <li>• Monitor the quality of construction and ensure that the requisite technical specifications are adhered to</li> </ul>
	<ul style="list-style-type: none"> <li>• Inspect completed works along with the field assistant and issue verification certificate/ inspection report and submit for approval by BSO</li> </ul>

## **2.3 Village- level Implementation**

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The Village Water and Sanitation Committee (VSWC) implements SBM (G) at the Village level. It is chaired by the Village Sarpanch. The members of the Committee include Secretary of the Gram Panchayat and Head of the Village Organizations / Federations.

### **2.3.1 Panchayat Secretary**

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Panchayat Secretary/ Panchayat Development Officer/ Village Development Officer is a Group III officer, recruited at the state level.

Panchayat Secretary is overall responsible for implementation of SBM (G) at the GP level. During the planning phase, the Panchayat Secretary assesses the demand for IHHL and SLWM projects at the GP level and develops AIP. During the implementation phase, he or she is responsible for collating the beneficiary list at the GP level and submission to BSO, supervision of construction of IHHLs at the GP level, operating VWSC account<sup>26</sup> at the GP level, ensuring timely disbursement of assistance to beneficiaries from the VWSC account<sup>27</sup> and operationalization of RSMs. Panchayat Secretary's role is crucial in the sustainability phase where a GP wide resolution or pledge is passed in order to make the GPs ODF by regular usage of IHHLs and CSCs. The Panchayat Secretary also monitors the activities of field assistants in geo tagging related activities. He or she also ensures that the social audit meetings are organized every Six months as prescribed in the guidelines.

### **2.3.2 Swachhagrahi**

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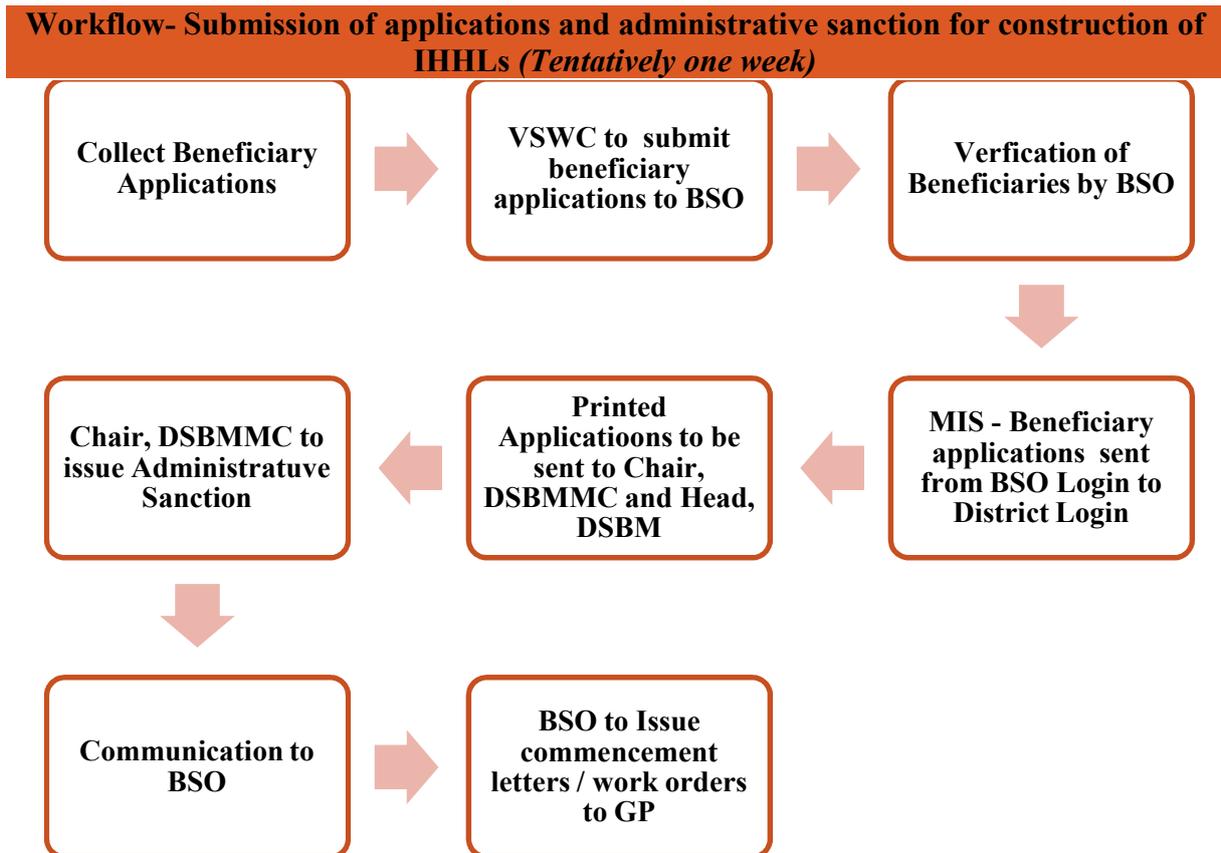
Swachhagrahi<sup>28</sup> are volunteers at the GP level who motivate the beneficiaries for construction of toilets and sustained use of toilets in order to make GPs ODF. In case a GP is unable to appoint a full time Swachhagrahi, the Anganwadi / ASHA/ ANM Workers may be utilised full time for SBM (G) activities. They identify beneficiary households without toilets through a door to door survey, supervise the construction of IHHLs as per the specifications, help the households in engaging masons if required and assist GPs in record keeping.

### **2.3.3 Nigrani Samiti**

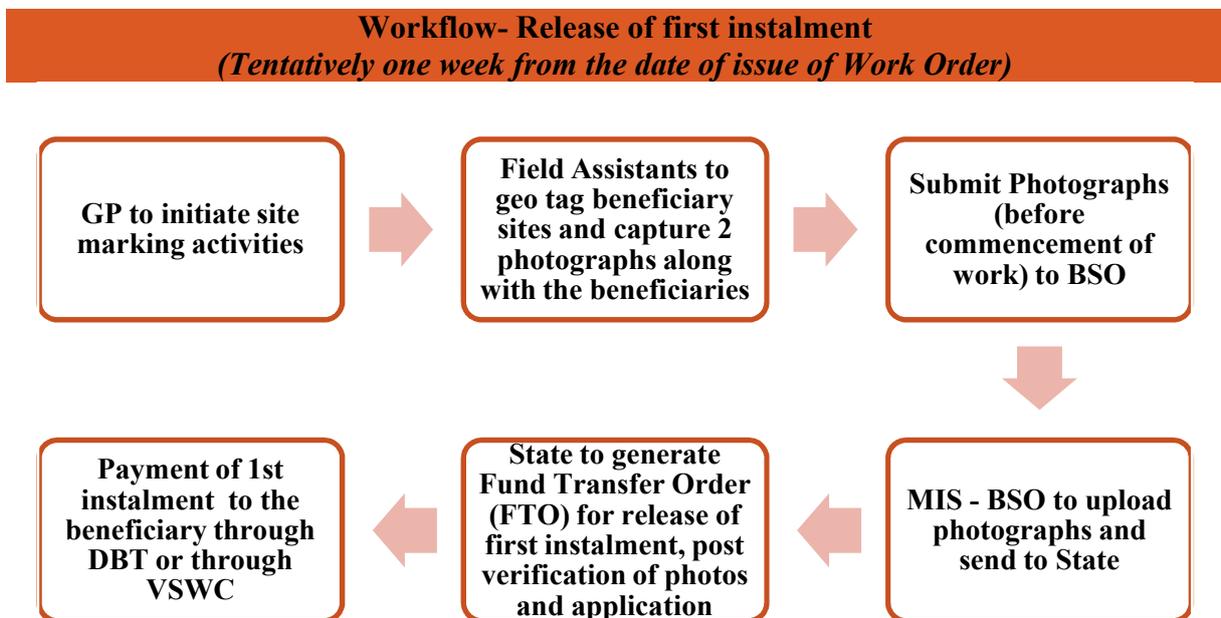
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Nigrani Samitis are the monitoring committees, constituted at the village level, comprising of opinion leaders/proactive people of the village. These Samitis focus on monitoring ODF progress by actively performing morning follow-ups at the local Open Defecation locations. Along with monitoring, they motivate the communities and those concerned towards the objectives of the SBM (G).

**Workflow of Activities in the Construction of IHHLs**

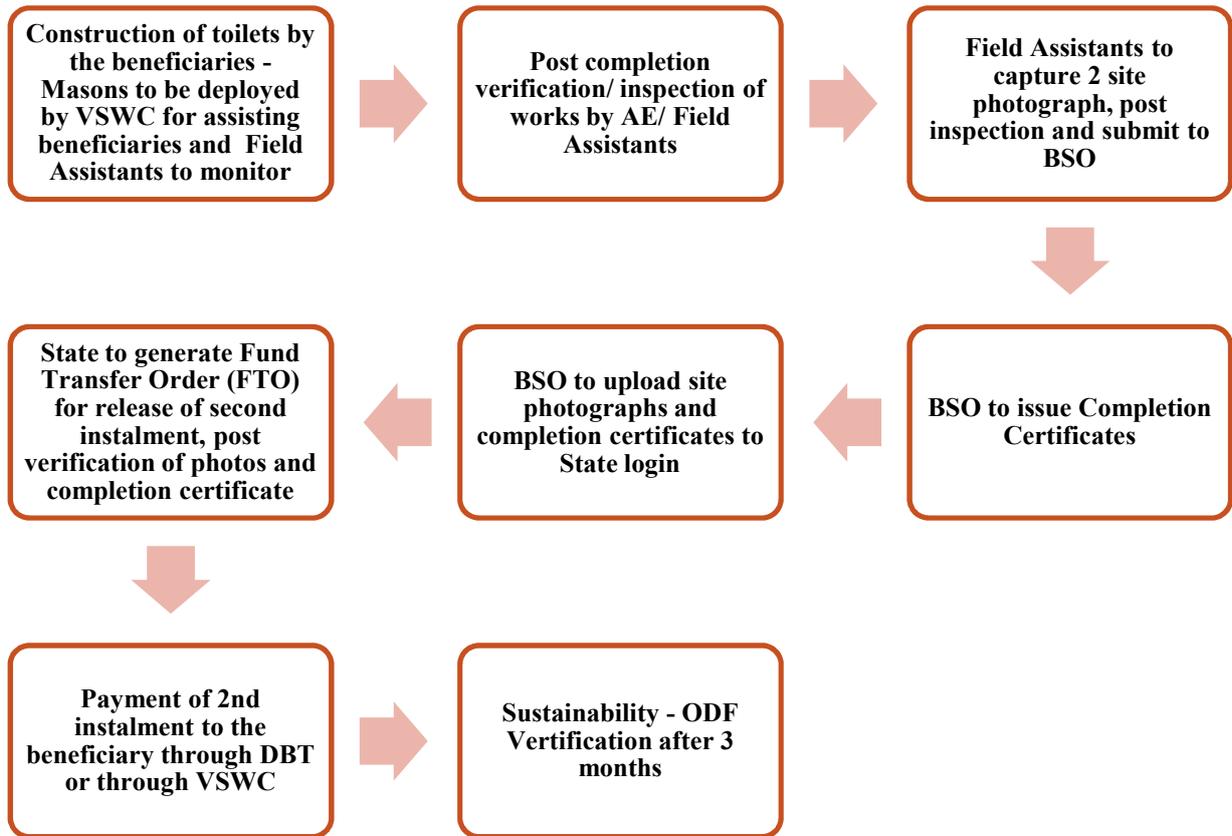


**Figure 5: Workflow- Submission of applications and administrative sanction for construction of IHHLs**



**Figure 6: Workflow- Release of first instalment**

**Workflow- Construction of IHHLs and release of second instalment**  
*(Tentatively 15 days)*



**Figure 7: Workflow- Construction of IHHLs and release of second instalment**

**SBM (G) – Suggested Implementation Monitoring Proforma (Monthly Report)\***  
**[For District Level Functionaries based on the Annual Implementation Plan (AIP) of 2017-18 & ODF by October 2, 2019]**

**(1) IEC Activities**

Activity	Physical Target (from District Annual IEC Plan)	Financial Target (from District Annual IEC Plan)	Achievement during the month	
			Physical (Nos)	Financial (in Lakhs)
Song and drama activities				
Wall writing				
Street Play				
Melas				
Hoardings and Banners				
Picture Frames				
Group meetings				
Exhibitions				
Radio Spots				
TV Spots				
AV Publicity				
School Rally				
Awareness workshops				
Distribution of IEC material				
Others (not covered above)				

**(2) CONSTRUCTION OF IHHLs**

**2.1 Physical progress**

BLOCK	TARGET (from AIP)	ACHIEVEMENT (during the month)	ACHIEVEMENT (Cumulative)
Block 1			
Block 2			
Block 3			
Block 4			
Block 5			

**2.2 Financial progress**

(in Lakh Rupees)

BLOCK	Budget (from AIP)	Expenditure during the month	Cumulative Expenditure as on date
Block 1			
Block 2			
Block 3			
Block 4			
Block 5			

**(3) VILLAGE ODF PLAN**

Block	No of GPs declared ODF			No of GPs verified ODF			No of GPs in which Sustainability Verification is completed		
	TARGET (from AIP)	GPs declared ODF during the month	GPs declared ODF cumulative	TARGET (from AIP)	GPs verified ODF during the month	GPs verified ODF cumulative	TARGET (from AIP)	GPs in which sustainability verification is completed during the month	GPs in which sustainability verification completed - cumulative
Block 1									
Block 2									
Block 3									
Block 4									
Block 5									

**(4) SOLID & LIQUID WASTE MANAGEMENT**

**4.1 Solid Waste Management**

**(Presence of a system for collection, segregation and disposal of household's garbage in the village)**

BLOCK	TARGET (No of villages from AIP)		ACHIEVEMENT (during the month)		ACHIEVEMENT (Cumulative)	
	Physical	Financial	Physical	Financial	Physical	Financial
Block 1						
Block 2						
Block 3						
Block 4						
Block 5						

**4.2 Liquid Waste Management**

**(Presence of drainage facility, waste stabilization pond, household soak pits or any other mechanism for liquid waste management in the village)**

BLOCK	TARGET (No of villages from AIP)		ACHIEVEMENT (during the month)		ACHIEVEMENT (Cumulative)	
	Physical	Financial	Physical	Financial	Physical	Financial
Block 1						
Block 2						
Block 3						
Block 4						
Block 5						

**(5) Geo- Tagging**

BLOCK	IHHLs			Community Sanitary Complexes			Solid & Liquid Waste Management		
	Annual Target	Achievement (During the month)	Achievement (Cumulative)	Annual Target	Achievement (During the month)	Achievement (Cumulative)	Annual Target	Achievement (During the month)	Achievement (Cumulative)
Block 1									
Block 2									
Block 3									
Block 4									
Block 5									

\*Please note that the monitoring proforma provided is indicative and the districts need to follow the instructions issued by the MoWDS in this regard and continue to key in the progress in the Integrated Management Information System (IMIS) available at <http://sbm.gov.in/SBM/Secure/Login.aspx?page=advUm/rYYvQ=>

## Development Role Manual - SBM (G)

### Abbreviations

AEO	Asst. Executive Officer	NABARD	National Bank for Agriculture and Rural Development
AIP	Annual Implementation Plan	NEERI	National Environmental Engineering Research Institute
APL	Above Poverty Line	NGO	Non- Governmental Organisations
BPL	Below Poverty Line	NRHM	National Rural Health Mission
BPMU	Block Programme Management Unit	NRLM	National Rural Livelihood Mission
BSO	Block Sanitation Officer	NSAP	National Social Assistance Programme
CBO	Community Based Organizations	NSBM	National Swachh Bharat Abhiyan
CEO	Chief Executive Officer	NSC	National Resource Centre
CSC	Community Sanitary Complexes	NSSC	National Scheme Sanctioning Committee
CSO	Civil Society Organisation	ODF	Open Defecation Free
CSS	Central Sector Scheme	PC	Production Centre
DBT	Direct Benefit Transfer	PHEC	Public Health and Engineering Department
DSBM	District Swachh Bharat Abhiyan	PIP	Programme Implementation Plan
DSBMMC	District Swachh Bharat Mission Management Committee	PRI	Panchayati Raj Institutions
DWSM/C	District Water and Sanitation Mission/ Committee	PSU	Public Sector Undertaking
EE	Executive Engineer	RALU	Rapid Action Learning Unit
FTO	Fund Transfer Orders	RSM	Rural Sanitary Mart
GoI	Government of India	RWSS	Rural Water Supply and Sanitation
GP	Gram Panchayat	SBCC	Social & Behaviour Change Communication
IEC	Information, Education and Communication	SBM	Swachh Bharat Mission
IHHL	Individual Household Latrine	SBM (G)	Swachh Bharat Mission (Gramin)
IMIS	Integrated Information Management System	SBM (U)	Swachh Bharat Mission (Urban)
IPC	Inter- Personal Communication	SHG	Self- Help Groups
MDWS	Ministry of Drinking Water & Sanitation	SLWM	Solid and Liquid Waste Management
MHM	Menstrual Hygiene Management	SO	Support Organisation
MIS	Management Information System	VGf	Viability Gap Funding
MLA	Members of Legislative Assembly	VO	Village Organisation
MLC	Members of Legislative Councils	VWSC	Village Water and Sanitation Committee
MNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme	WSP	Waste Stabilization Pond
MP	Members of Parliament		

### Endnotes and References

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- 1 "Definition of Open Defecation Free" June 2015. Available at <http://www.mdws.gov.in/sites/default/files/201506101438.pdf>
- 2 "Guidelines for ODF Verification," MDWS, GOI September 2015. Available at: [http://www.mdws.gov.in/sites/default/files/R\\_274\\_1441280478318.pdf](http://www.mdws.gov.in/sites/default/files/R_274_1441280478318.pdf)
- 3 Swachh Bharat Mission (Gramin) Guidelines issued by Ministry of Drinking Water and Sanitation (MDWS), Government of India (GoI) on December 18, 2014. Available at <http://www.mdws.gov.in/sites/default/files/SwachBharatGuidlines.pdf>
- 4 Reference No. 3
- 5 "Handbook on Technical Options for on-site Sanitation," issued by MDWS, is available at [http://www.mdws.gov.in/sites/default/files/Final%20Draft\\_Handbook%20MDWS%2BWaterAid%20%20onsite%20sanitation.pdf](http://www.mdws.gov.in/sites/default/files/Final%20Draft_Handbook%20MDWS%2BWaterAid%20%20onsite%20sanitation.pdf)
- 6 Reference No. 3
- 7 "Guidelines for Solid and Liquid Waste Management in Rural Areas" issued by MDWS, GoI, April 2017. Available at <http://www.mdws.gov.in/sites/default/files/Primer%20SLWM.pdf>  
"Solid and Liquid Waste Management in Rural Areas," A Technical Note, 2015. Available at [http://www.mdws.gov.in/sites/default/files/SLWM\\_2.pdf](http://www.mdws.gov.in/sites/default/files/SLWM_2.pdf)  
"A Source Book on Solid and Liquid Waste Management for Rural Areas," 2015 Available at [http://www.mdws.gov.in/sites/default/files/Source\\_Book\\_English.pdf](http://www.mdws.gov.in/sites/default/files/Source_Book_English.pdf)
- 8 "Technological Options for Solid and Liquid Waste Management in Rural Areas," 2015. Available at [http://www.mdws.gov.in/sites/default/files/Solid\\_and\\_Liquid\\_Waste\\_%28E%29.pdf](http://www.mdws.gov.in/sites/default/files/Solid_and_Liquid_Waste_%28E%29.pdf)
- 9 Handbook on "Establishment and Management of Community Sanitary Complexes in Rural Areas" issued by MDWS, GoI, June 2011. Available at: [http://www.mdws.gov.in/sites/upload\\_files/ddws/files/pdfs/CommunitySanitaryComplexes\\_2Jun2011\\_PRESS.pdf](http://www.mdws.gov.in/sites/upload_files/ddws/files/pdfs/CommunitySanitaryComplexes_2Jun2011_PRESS.pdf)
- 10 Reference No. 9
- 11 Reference No. 3
- 12 Reference No. 3
- 13 Guidelines on Gender Issues in Sanitation, Ministry of Drinking Water and Sanitation, April 3, 2017. Available at <http://www.mdws.gov.in/sites/default/files/Guidelines%20on%20Gender%20issues%20in%20Sanitation.pdf>
- 14 Menstrual Hygiene Management (MHM), National Guidelines, Ministry of Drinking Water and Sanitation, December 2015. Available at <http://www.mdws.gov.in/sites/default/files/Menstrual%20Hygiene%20Management%20-%20Guidelines.pdf>
- 15 Reference No. 3
- 16 Swachh Bharat Mission (Gramin) Guidelines issued by Ministry of Drinking Water and Sanitation (MDWS) on December 18, 2014. Available at <http://www.mdws.gov.in/sites/default/files/SwachBharatGuidlines.pdf>
- 17 Reference No. 3
- 18 The baseline survey is updated every year in April by the States with the inputs from Districts taking into account incremental changes that may have happened in the GP in the preceding year. This will help in updating the status of households in relation to possession of IHHLs
- 19 District Annual Implementation Plan (AIP) is prepared at the district level, taking into account the block and GP level plans. AIP includes details of Information, Education and Communication (IEC), Inter- personal Communication (IPC) along with annual targets for construction of IHHLs and SLWM at the target GPs.
- 20 "CSR Guideline for Sanitation," issued by MDWS, GoI. Available at [http://sbm.gov.in/cfd/Document/Guidelines\\_CSR\\_SBM.pdf](http://sbm.gov.in/cfd/Document/Guidelines_CSR_SBM.pdf)
- 21 Framework of Engagement with PSUs, Corporate PSUs, Corporates, MDWS, GoI, July 22, 2016. Available at [http://www.mdws.gov.in/sites/default/files/Framework\\_of\\_Engagement\\_with\\_Corporates.pdf](http://www.mdws.gov.in/sites/default/files/Framework_of_Engagement_with_Corporates.pdf). Also refer to <http://sbm.gov.in/cfd/Default.aspx>

- 22 Revolving fund will be made available at the district level out of the SBM (G) funds. Up to five per cent of the district project outlay subject to maximum of Rs. 1.50 Crore can be used as Revolving fund. The fund provides assistance in the form of a loan to APL households not covered for Incentives under guidelines, BPL and APL households covered under the Incentive to meet the additional cost of improved toilets with bathing facility. Societies, SHGs or other groups as decided by the states, whose credit-worthiness is established, for providing cheap finance to their members and households which have availed Incentives under any Sanitation scheme earlier can also access such finance as loans. ( Reference No. 3)
- 23 Convergence is an integral part of SBM implementation. Convergence with MGNREGS is in practice in most of the States. States may also draw synergies with programs and schemes such as Prime Minister Awas Yojana (PMAY) for encouraging construction of IHHLs in PMAY houses, Labour employment and training for capacity building activities, Department of Rural Development for income generating activities for establishment of Rural Sanitation Marts. ( Reference No.3)
- 24 Business Plans for Production Centres/ Rural Sanitation Marts should be made to provide hardware support for saturating all the villages in its areas of operation with IHHLs and other forms of toilets. It should also reflect sufficient income generation to be able to return the amount to the Revolving Fund of the DWSM/DWSC in fixed instalments. (Reference No. 3)
- 25 Open Defecation Free (ODF) Sustainability Guidelines, Ministry of Drinking Water and Sanitation, GoI, December 15, 2016. Available at [http://www.mdws.gov.in/sites/default/files/\\_201612151555.pdf](http://www.mdws.gov.in/sites/default/files/_201612151555.pdf)
- 26 VWSC account is a joint account held by the Sarpanch, Panchayat Secretary and Head of the Village Organizations / Federations.
- 27 Fund transfer to beneficiaries from VWSC account is undertaken in cases where the Direct Benefit Transfer from the State is not implemented by States.
- 28 Guidelines for engagement of Swachtha Doot, DWS, GOI, 2011. Available at [http://www.mdws.gov.in/sites/default/files/GUIDELINES%20FOR%20SWACHCHHATA%20DOOT%20-%2020.7.2011\\_0.pdf](http://www.mdws.gov.in/sites/default/files/GUIDELINES%20FOR%20SWACHCHHATA%20DOOT%20-%2020.7.2011_0.pdf)  
Nomenclature of “Swachtha Doot / Sena” was rechristened as “Swachhagrahi” in July 2016 and a communication from the Ministry of Drinking Water and Sanitation to the States is available at <http://www.mdws.gov.in/sites/default/files/201607131401.pdf>