



International Environmental
Law Research Centre

Integrated Low Cost Sanitation Scheme Revised Guidelines, 2008

This document is available at ielrc.org/content/e0830.pdf

Note: This document is put online by the International Environmental Law Research Centre (IELRC) for information purposes. This document is not an official version of the text and as such is only provided as a source of information for interested readers. IELRC makes no claim as to the accuracy of the text reproduced which should under no circumstances be deemed to constitute the official version of the document.

Integrated Low Cost Sanitation Scheme

Revised Guidelines, 2008

ILCS



Government of India
Ministry of Housing & Urban Poverty Alleviation
New Delhi

INTEGRATED LOW COST SANITATION SCHEME REVISED GUIDELINES (ILCS)

I. Introduction

The Centrally Sponsored Scheme of Low Cost Sanitation for Liberation of Scavengers started from 1980-81 initially through the Ministry of Home Affairs and later on through the Ministry of Welfare. From 1989-90, it came to be operated through the Ministry of Urban Development and later on through Ministry of Urban Employment and Poverty Alleviation now titled Ministry of Housing & Urban Poverty Alleviation. The main objectives of the Scheme are to convert the existing dry latrines into low cost pour flush latrines and to construct new ones where none exist.

II. Objective

The objective of the Scheme is to convert/ construct low cost sanitation units through sanitary two pit pour flush latrines with superstructures and appropriate variations to suit local conditions (area specific latrines) and construct new latrines where EWS household have no latrines and follow the in-human practice of defecating in the open in urban areas. This would improve overall sanitation in the towns.

III. Selection of Towns

Towns are to be selected from the various States and Union Territories irrespective of their population criteria and also persons belonging to EWS households who have no latrines and defecate in the open in urban areas. Depending upon the prevalence of dry latrines targets will be fixed. Priority is to be given to those towns which have a predominance of dry latrines. Scheme will be applicable to all towns where dry units exist or for persons who have no latrines and defecate in the open.

IV. Eligibility

- The scheme is on 'All Town' coverage basis.
- The proposal can be submitted by the urban local body or organizations like Housing Board, Slum Clearance Board, Development Authority, Improvement Trust, Water Supply and Sewerage Board, Cantonment Board, etc. duly authorized by the State Government to the State Urban Development Authority for undertaking the programme.
- The concerned urban local body/ organization has to give an undertaking prohibiting dry latrines in the towns thereafter.

- The States should select NGOs having adequate experience in this field who will be funded maximum to the extent of 15% over and above the total project cost to be borne by the Centre and States based on the ratio of 5:1 at different stages of implementation. Further, NGOs will be required to conduct a survey for identification of beneficiaries and the ULBs will finalise the list of beneficiaries on the basis of the survey to be conducted within a year. NGOs will also issue biometric photo Identity Cards, look after operation and maintenance of the converted units, and organise training / seminars for preparation of project reports and estimates by Urban Local Bodies (ULBs) / Development Authorities (DAs) after ensuring willingness of identified beneficiaries.

V. Selection of Beneficiaries

The scheme covers all the EWS households, which have dry latrines and construct new latrines where EWS Household have no latrines. The Scheme is limited to EWS households only.

VI. Financing Pattern

The scheme will be funded in the following manner:

1. Central Subsidy 75%, State Subsidy 15% and beneficiary share 10%.
The second installment of Government of India subsidy portion (i.e. with reference to total funds earmarked for a given State/UT) will only be released after the State's share for the first installment has been released. The subsidy will be released by Central Government directly. The funds will be released to State Urban Development Agency (SUDA), District Urban Development Agency (DUDA) or any other agency designated by the State Government. The services of the NGOs and community extension units of the municipalities selected for Urban Basic Services programme could also be utilized for motivating the community and for technical help.
2. The upper ceiling cost of Rs. 10,000/- may be fixed for the complete unit of a two pit pour flush individual latrine with superstructure (excluding States falling in difficult / hilly areas). For the States falling in the category of difficult and hilly areas, 25% extra cost may be provided for each two pit pour flush latrine. In other words, in States falling in the category of difficult and hilly areas, the upper ceiling cost will be Rs. 12,500/- for one complete LCS Unit.
3. 1% of total central allocation may be retained by the Ministry every year, to be utilized for MIS, Monitoring System, Capacity Building and IEC components. The IEC funds could be utilized for creation of awareness amongst the public on

the advantages of using sanitary latrines, hygiene education in schools and colleges and Nehru Yuvak Kendras and Chetna Sanghs for non-student youth, carrying out surveys, news paper advertisements and mid term evaluation studies etc. States may also utilize or keep aside 1% of their allocation under this scheme for MIS, Monitoring System, Capacity Building and IEC components. The funds retained, if not utilized may be made available for ILCS projects. The IEC component may also include expenditure on field visits by the Ministry officials for better coordination with State Governments/ Implementing agencies, outsourcing of manpower for speedy and effective implementation.

4. The Ministry will develop an IT enabled MIS and Monitoring System and similar systems will be created at the State &ULB level out of 1% earmarked for this purpose. MIS & Monitoring through quarterly Progress Reports along with Utilization Certificates which will ensure smooth release of subsequent installment of funds.

VII. Implementation of the Scheme

The scheme will be implemented by the Ministry of Housing and Urban Poverty Alleviation directly. First installment of Government of India subsidy will be sanctioned along with signing of Grant Agreement subject to the condition that actual release of central subsidy will be made in 2 installments related to actual demand of implementing agencies on their utilization capacity and field level demand. 25% of the subsidy will be released immediately after approval of the scheme.

The urban local bodies or the state agencies designated/ selected by the State Governments may send their proposals to the State Government, who after approval of the proposals by the State Coordination Committee will forward the same to the Regional Offices of HUDCO. Regional Offices of HUDCO after appraisal of the same will send the same to the HUDCO Headquarters. HUDCO Headquarters will scrutinize the proposals and send them to the Central Coordination Committee.

VIII. Central Coordination Committee

The implementation of the Scheme will involve the following stages:

- Identification of beneficiaries for conversion of dry latrines in the State by the Local Bodies.
- Proposals for conversion of dry latrines and construction of new latrines in the ratio of 75:25 will be submitted by the Urban Local Bodies to the State Urban Development Authority (SUDA)/ District Urban Development Authority. They will be discussed, approved and prioritized by the State Coordination Committee.

- Submission of viable projects by the States to the Regional Offices of the HUDCO.
- Appraisal of the projects by the Regional Offices of HUDCO and submit the same to the HUDCO Headquarters.
- HUDCO Headquarters will scrutinize the project proposals and submit for consideration of the Central Coordination Committee of the Ministry.
- The Coordination Committee in the Ministry of Housing and Urban Poverty Alleviation will be constituted under the chairmanship of Secretary (HUPA). The other members of the Committee will be representative from the Ministry of Social Justice & Empowerment, Central Public Health Environment and Engineering Organization (CPHEEO), HUDCO and concerned State's representatives.
- The role of the Central Coordination Committee will be to consider the proposals submitted by the HUDCO and release of funds.
- The Central Coordination Committee will meet at least once in every quarter of the year to have an overall review.
- HUDCO will ensure appraisal of projects and monitor the implementation of the Scheme through its regional offices.

IX. State Co-ordination Committee

Every State shall constitute a State Coordination Committee comprising of the representatives of Regional Office of HUDCO of the concerned departments of the State including the department dealing with social welfare to approve the project proposals at the state level and monitor the actual implementation including eradication of manual scavenging. The Committee will also ensure that the implementation of the scheme does not involve any cost and time over runs and strict monitoring of the same takes place at the State and Local level Bodies also.

Integrated Low Cost Sanitation Scheme

Revised Guidelines, 2008

ILCS

•
Detailed Project Report (DPR) Format
•
Appraisal Format
•
Checklist



Government of India
Ministry of Housing & Urban Poverty Alleviation
New Delhi

Integrated Low Cost Sanitation Scheme (ILCS) Revised Guidelines, 2008

DETAILED PROJECT REPORT (DPR) FORMAT

INTRODUCTION TO THE SCHEME

The scheme “Integrated Low Cost Sanitation” has been revised by the Government of India which envisages conversion of existing dry latrines in to water seal toilets with super structure and construction of new ones to households belonging to EWS category who have no latrines in urban areas of the country . The guidelines below will help the municipalities/ urban local bodies to prepare the Detailed Project Reports for conversion of existing dry latrines and construction of new units.

DPR FORMAT FOR CONVERSION OF DRY TOILETS

1. ABSTRACT of the PROJECT.

- i. Name of the Scheme/Proposal.
- ii. Agency name (Nodal & Implementing) Address, Contact Person, and Contact Numbers.
- iii. Whether NGO involved, if yes: Name of NGO/s Involved.
- iv. Project cost (Rs. in lakhs).
- v. Funding pattern-Central Grants, State Grants & beneficiary contribution.
- vi. Project Construction period- (from-to).
- vii. Subsidy availed for this area, if yes – then details thereof.

2 Background

- i. State information – Population (2001, present)
- ii. Water & Sanitation coverage status in the State (District/ Town – wise situation)
- iii. Nodal agency for water supply & sanitation

- iv. Phase wise plan of State for 100% coverage
- v. Selection of town – criteria for priority
- vi. Adoption and implementation of 1993 Prohibition Act – number of cases filed.
- vii. Other ongoing schemes for construction/ conversion of toilets in the State through National / International funding
- viii. Subsidy availed under ILCS programme already (targets & achievement (physical/ financial, learning experiences etc.)
- ix. Involvement of NGOs in ILCS programme

3. Project Technical Details

Existing Scenario:

- i. Need of project in Town supported by Maps and Ward-wise details of units (conversion / construction, with & without super structure, disposal technique adopted)
- ii. Biometric survey of beneficiary by the Private Party/NGOs (Details to be considered in the survey should have information regarding:
 - 1. The photograph of beneficiary, name, address – ward number, family size and income, willingness for improvement in the living condition, affordability and agreement for paying beneficiary contribution.
 - 2. Type of house - multi storey or single, permanent or temporary structure, authorized construction or encroachment, own house or rental;
 - 3. Water supply – public stand post or house connection –tap;
 - 4. Sanitation facility - community or individual, bath & toilet separate or combined, temporary structure, onsite or off-site disposal, in onsite – dry units having manual collection or pit latrine – single/ double pits or other type, in offsite – night soil is flushed in open drains or covered drains or sewer lines etc. with type of treatment facility, if any exists). RGI Format enclosed for ready reference.

4. Project Description

- i. Design criteria - Site specific technological option adopted – area-wise, if any based on population density (persons / ha) or geographical conditions.
- ii. Proposed units must be as per bye-laws of the area and permanent structure.
- iii. Drawing of typical proposed designs of units with specifications and cost estimates (Schedule of Rates - SOR used) be provided. The estimates of disposal options for off-site options, if adopted be provided with details.

5. Project financial details

- i. Total project cost: Costing details (number of units, cost per unit, unit design plus IEC & NGO cost.
- ii. Financing details (Amount and percentage)
 - Central share
 - State Share
 - Beneficiary Contribution

6. Project Management

1. Implementation Aspects

- i. Details of organizational chart of nodal agency and implementing agency (Govt. Department or Private Contractors (selection))
- ii. Implementation arrangement of the nodal agency- self or out source.
- iii. Procedure of selection of Pvt. / NGO with agreeable cost per unit and assigned responsibilities like:
 - Awareness campaign
 - House hold Survey for Beneficiary identification
 - Collection of beneficiary contribution
 - Operation and maintenance arrangement of units.
- iv. Procedure for Subsidy Utilization

- v. Areas wise Phasing - Schedule implementation
- vi. Phase – wise or Quarterly demand of subsidy.

2. *Monitoring procedure*

- i. Physical implementation of phases and method of certifying completion. Uploading of achievement on website of State Nodal agency
- ii. Financial aspects - Audit / UC
- iii. Submission of U.C. after audit by C.A. of Nodal agency.

7. Documents required

- i. Adoption of 'Prohibition Act-1993' by the State & agreeability of the ULB for adoption & implementation of model bye-laws in the town.
- ii. The CEO, Nodal Agency to certify – that the scheme is as per the approved guidelines of the revised ILCS Programme (All units covered in the proposal are from EWS category & whole town approach has been followed).
- iii. Undertaking that all precautions would be taken to avoid ground water pollution, completion report would be submitted with in one quarter of the implementation schedule, submission of Utilization Certificates in GFR-19(A) format for financial progress along with the corresponding physical progress, town to be declared - 'Scavenger free' after conversion of all dry units.
- iv. Recommendation by SLCC for the proposal at the time of acceptance of the Application by HUDCO.
- v. Commitment for the State share in the proposal from the State Government before release of Central Subsidy Share.

APPRAISAL FORMAT FOR ILCS REVISED PROGRAMME

A	Executive Summary:	
1.	Name of Scheme Proposal	
2.	Name of Nodal Agency & State	
3.	Name of Implementing Agency	
4.	Name of NGO/s Involved	
5.	Area/s Covered: Wards/ Town/s	
6.	Population Covered (Census & Present)	
7.	Project Cost (Rs. in Lacs)	
8.	Funding Pattern- Central Grant; State Grant; Beneficiary Contribution;	
9.	Project Construction Period:Quarters/ Years(From- To)	
10	Subsidy Drawal Programme:	
11.	Approval/ Permission: State Govt.; & Willingness of Beneficiaries	
12.	Details of Biometric Survey : Number of Households & Number of EWS Beneficiaries	
13	Adoption & Implementation of Prohibition Act 1993- Cases Registered	
14.	Adoption and Implementation of Model Bye Laws	
15.	Whole Town Approach	
16.	Number of Scavengers - Public / Private Involved	
17.	Subsidy Availed Under Other Sanitation Programmes , If Any	

B.	Background	
C	State Assessment of Sanitation Situation	
D	Implementing Capability of the Agency	
E	Assessment of Survey Data & Agency Involved	
F	Technical Assessment of Project Proposal	
G	Project Cost – Breakup & Cost Comparison	
H	Legal Appraisal	
I	Risk Analysis	
J	Environmental & Social Impact Assessment	
K	Status Of Statutory Compliances/ Approvals/ Agreements	
L	Issues For Consideration of CCC	
M	Evaluation and Recommendation	

Nodal Officer (HUDCO)

R.C.(HUDCO-R.O.)

EDO

CHECKLIST FOR ILCS PROJECT PROPOSALS

1	Name of the Scheme/Town	
2	Name of Nodal agency	
3	Name of Implementing agency	
4	Population of Town	
5	No. of houses with dry units <u>No. of Houses w/o any units</u> TOTAL	
6	Number of units to be covered in the proposal a) Conversion (with SS :) b) New construction (with SS :) TOTAL	
7	Selection of town a) Whether whole town approach adopted b) Whether an undertaking prohibiting dry latrine in town is obtained from the ULB c) Whether town is approved by the State Coordination Committee	Yes / No Yes / No Yes / No
8	Social survey carried out by NGO (NAME & ADDRESS) DATES OF SURVEY Cost Incurred(Amount -Rs. in lacs)	
9	Project Cost (Rs. in lacs)	
10	Financing Pattern a) Central subsidy (Rs.) b) State share (Rs.) c) Beneficiary share (Rs.)	
11	Loan Component (if any)	
12	Project completion period	
13	Project components (details provided)	Yes/No

14	Component wise breakup of project cost (details provided)-SOR Adopted.	Yes/No
15	Break up of unit cost (Rs.) – available	Yes/No
16	Cost within prescribed units	Yes/No
17	An undertaking from the ULB that all identified beneficiaries belong to EWS category	
18	Details of other subsidy under sanitation programmes, availed, if any a) no of units (constructed/ converted) b) Project cost c) Utilization Certificates- Submitted/ Pending d) Physical progress- (i) units implemented- construction/ conversion (ii) units in progress – construction / conversion	
19.	Implementation of Prohibition Act 1993	
20	Adoption of Model Byelaws	

Signature:

Name: Agency Representative

ULB/ State Nodal Agency

Date:

Place:

Signature:

Name: CRO (HUDCO)

Date: