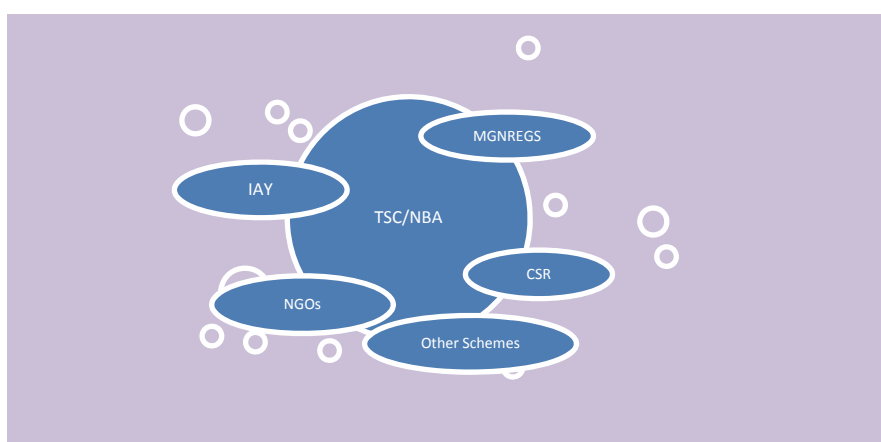


Chapter-6 : Convergence

6.1 Convergence - as a strategy

Convergence is a strategy to ensure optimal results with support from related Government programmes. Guidelines for TSC/NBA envisage convergence with MGNREGS, IAY, ICDS, MPLADS, etc., with same or common target groups at programme level, besides convergence with other departments.



It has been stipulated that shortage of funds under TSC/NBA can be met by dovetailing funds from other schemes. Status of convergence with other schemes is discussed in the succeeding paragraphs.

6.2 Convergence with other departments

Scheme guidelines envisage that for better implementation of the Scheme, National Scheme Sanctioning Committee (NSSC) may be constituted, comprising representatives of various stakeholders like States, Department of Elementary Education (DEE), National Rural Health Mission (NRHM), Ministry of Women and Child Development (WCD) and experts in the field of rural sanitation.

Joint training programmes are to be organized for functionaries under TSC/NBA and IAY at State, district, block and gram panchayat level to make them aware of provisions of both schemes. Further, IEC material on TSC/NBA is to be included in IAY publicity material.

Audit noted that the Ministry had constituted NSSC with representatives from States, DEE, WCD. Further, experts in the field of rural sanitation were duly represented. However, NRHM which could have played a vital role in the scheme implementation (especially in generating demand) with the help of its wide network of support staff, like ASHA (Accredited Social Health Activist), present at grass root level, was not represented in NSCC reducing its effectiveness.

At the State level also, co-ordination between the line departments could not be ensured in five States¹, which affected the overall implementation of the scheme. Further, no joint training programmes were organized for functionaries of TSC/NBA and IAY Schemes in seven States² and IEC material on TSC/NBA was not included in IAY publicity material in four States³.

6.3 Convergence with other Schemes

As per Scheme guidelines, all houses constructed for BPL families under IAY were invariably required to be provided with a toilet or incentive for toilet under this programme. Access to sanitation facilities was included in the scope of MGNREGS by the Ministry of Rural Development in September 2011 and financial assistance of up to ₹ 4,500 on labour is allowed from June 2012.

Scheme guidelines also provide that additional expenses on construction of various sanitary facilities like Community Sanitary Complex (CSC), school toilets, Anganwadi toilets and Solid and Liquid Waste Management (SLWM) projects can be met from the resources of State/UT Governments, grants of Twelfth/Thirteenth Finance Commission, MPLADS, MLALADS or Panchayat funds.

Audit noted that there was no convergence from 2009-10 to 2011-12 in any component of the Scheme and during the years 2012-13 and 2013-14, only IHHL had some convergence with IAY and MGNREGS. In 2012-13, out of total 45.59 lakh IHHL units constructed in 30 States/UT, only 0.31 lakh (0.67 per cent) IHHL units were constructed in convergence

¹ Arunachal Pradesh, Jammu and Kashmir, Meghalaya, Tamil Nadu and Uttarakhand

² Arunachal Pradesh, Jammu and Kashmir, Kerala, Meghalaya, Rajasthan (except Jalore and Banswara), Uttarakhand and Uttar Pradesh

³ Arunachal Pradesh, Meghalaya, Rajasthan and Uttar Pradesh

with IAY and MGNREGA in eight States and 22 States/UT had reported zero achievement under convergence. Progress increased considerably during the year 2013-14 and 6.03 lakh (12.12 *per cent*) IHHL units out of total 49.76 lakh IHHL were constructed in convergence with IAY and MGNREGS in 18 States. There was no achievement under other components of the Scheme viz. CSC, school toilets, Anganwadi toilets and SLWM projects in convergence with MGNREGS or with the help of resources from other funds as stated above.

Audit noted that achievement of scheme components under convergence during 2012-13 and 2013-14 was not satisfactory (details given in **Annex-6.1 and 6.2**). States also failed to ensure convergence activities effectively, as detailed in **Annex-6.3**.

In response, the Ministry stated that the convergence of NBA with MGNREGS/IAY was started at the time of transformation of NBA from TSC with effect from 1 April 2012 and prior to that convergence of TSC with other programmes was not in practice. However, convergence with MGNREGS had not yielded desired results and, therefore, has been discontinued in new Swachh Bharat Mission. The ministry also accepted that the convergence with NRHM was not yet finalised and stated that a meeting was held with the Ministry of Health and Family Welfare and the matter was being pursued.

The reply of the Ministry is not tenable as the provision for construction of IHHL / payment of incentive for IHHL in IAY houses under the Scheme existed in all TSC/NBA guidelines since 2007. With regard to construction of CSC, funds can be contributed by the panchayat out of its own resources, from any other fund of the State duly permitted by it and in respect of school toilets State/UT Governments, Parent Teacher Association and panchayats are free to contribute from their own resources over and above the prescribed amount with effect from April 2012.

6.4 Role of Corporate Houses

Scheme guidelines envisage that the corporate houses may be encouraged to take up, as an essential part of Corporate Social

Responsibility the issues of sanitation through IEC, HRD or through direct targeted interventions.

It was, however, noted that efforts to reach over to the corporate houses started only in May 2013.

Similarly, at the State level, Audit noted that corporate houses were not involved in the Scheme in Andhra Pradesh, Karnataka, Maharashtra and Meghalaya. Though workshops were organised in West Bengal at the State level with the corporate bodies where the scope of industry participation in NBA was explained, corporate bodies were neither encouraged in participating in NBA nor were the work of rural sanitation assigned to them in five test checked districts.

Thus, despite availability of Corporate Social Responsibility Voluntary Guidelines in 2009, the corporate houses could not be involved in the Scheme due to lackadaisical approach of the Ministry.

6.5 Involvement of NGOs

The NBA guidelines envisage a catalytic role for NGOs in the implementation of NBA in the rural areas by involving the NGOs in IEC activities and capacity building leading to demand generation, construction and use of sanitation facilities. Audit noted that services of NGOs were not being utilized in eight⁴ States. In **Andhra Pradesh**, 69 and nine NGOs were involved in implementation of the Scheme in Vishakhapatnam and Srikakulam respectively. However, in Adilabad, Chittoor, Karimnagar and Khammam districts no NGOs were involved.

6.6 Convergence with Indian Railways

Indian Railways⁵ transports about 14 million passengers every day. Travelling passengers generate approximately 3980 MT of human waste per day that is dumped through 'open discharge' type toilets of these coaches and directly goes onto the rail tracks across the length and breadth of the country. This pollutes environment and creates problem of hygiene at station as well as in the areas through which the trains pass.

⁴ Jammu and Kashmir, Karnataka, Maharashtra, Meghalaya, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal

⁵ Report No. 21 of 2012-13 (Railways)

Public Accounts Committee in their eighty third Report (2008-09) had stressed upon the need for up gradation of toilet standard in trains and recommended that Indian Railways should expedite the process of providing Controlled Discharge Toilet System/Zero Discharge Toilet System in as many trains/coaches as possible. In response, Ministry of Railways had stated that field trials were being conducted with different designs/types of environment friendly 'Green Toilets' and based on evaluation of those trials, a final view would be taken.

In this context, the Ministry was asked whether it had made any arrangements with the Railways to discourage the practice of unsafe disposal of human excreta and open defecation on rail tracks.

The Ministry accepted the audit observation and stated that it had taken up the proposal for installation of DRDO Bio digester/ Bio-tank toilets in railway coaches and the Ministry of Railways had prepared an action plan to install Bio-digester toilets in its entire fleet of coaches by 2022.

Recommendation:

- **Ministry should identify other schemes which can be dovetailed for the success of sanitation programme.**