

Guidelines for Utilization of Funds under Support and Water Quality Monitoring & Surveillance (WQM&S) Sub-components of JJM 2.0



Har Ghar Jal
Jal Jeevan Mission



सत्यमेव जयते

Government of India
Ministry of Jal Shakti
Department of Drinking Water & Sanitation
National Jal Jeevan Mission





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Chapter 7

Capacity Building and Skilling

7.1 Objective

By March 2027, all States and Union Territories will provide structured capacity building to State, District and community-level stakeholders across all Gram Panchayats, including PRI Representatives, VWSC Members, and Sujalam Shakti Group members - defining specific batch sizes, durations, and competency norms. Furthermore, identified Nodal Training Institutions (NTIs) - such as State Institutes of Rural Development (SIRDs) and Administrative Training Institutes (ATIs) or any other similar institution - will be strengthened and equipped with multidisciplinary trainer pools across technical, financial, and community engagement sectors to ensure sustained WASH capacity building beyond the Mission period.

7.2. Stakeholders and State/UT Coverage Responsibilities

Capacity Building covers stakeholders in governance, operations and maintenance, monitoring and community engagement, categorised as Community level, District/Block level and State level. States/UTs are responsible for identifying, nominating and ensuring training of the following:

Community level stakeholders:

- i. PRI Representatives: States/UTs shall nominate approximately 3 representatives per Gram Panchayat (Sarpanch, Vice-Sarpanch and one Panchayat member). Where Panchayats are not constituted, 3 suitable community representatives actively associated with community institutions may be nominated.
- ii. VWSC Members: States/UTs shall first ensure VWSCs/Pani Samitis are duly constituted and functional, then nominate approximately 5

members per village covering O&M and community participation roles. At least 50% of nominated VWSC members should preferably be women.

- iii. Sujalam Shakti Groups: Sujalam Shakti Groups are women-led/ community-based groups, preferably of 5 members, supporting Gram Panchayats and VWSCs.
- a. Sujalam Shakti Group - Water Quality Monitoring & Surveillance (2 members): FTK (Field Test Kit) based water quality surveillance and awareness, safe-drinking-water and hygiene awareness. These 2 women may subsequently be covered under certified, skill based (NSQF - National Skills Qualifications Framework aligned) water quality training through recognised partners.
- b. Sujalam Shakti Group - Community Engagement (3 members): Community orientation and mobilisation, support to service delivery charge collection, community-led water conservation and source protection/ seasonal-monitoring support and Jal Utsav/ Jal Arpan support.

States/UTs should preferably draw members from existing Government supported community institutions like SHGs and their federations under SRLM (State Rural Livelihood Missions), PACS (Primary Agricultural Credit Society), LAMPS (Large Area Multi-Purpose Societies) under Cooperation Department/Cooperatives in tribal areas or similar bodies; prioritising women-led SRLM/SHG ecosystems for their field penetration and mobilisation experience. Selection shall follow a transparent, community-based process: the GP/VWSC identifies eligible SHGs/federations, these nominate suitable women members, and the GP/VWSC endorses the final selection. Members should preferably be resident in the village, aged 18 to 45 years, able to read and write the local language with good communication ability; preference may be given to women already associated

with FTK testing or health/ sanitation/ governance work. Separate advisories shall apply to the certified skill based water quality training of selected members.

7.3 District/Block and State level stakeholders

- District/Block: DWSM (District Water and Sanitation Mission) officials, engineers and technical staff, water quality personnel, SRLM/PACS/LAMPS representatives and block-level officials supporting implementation, technical supervision, mentoring and field rollout.
- State: SWSM (State Water and Sanitation Mission) officials, State engineers/technical officers, faculty of SIRDs/ATIs/NTIs and partner-institution representatives supporting planning, ToT, quality assurance and monitoring. Approximately 5 senior officials from each State/UT may be nominated for the training, which will be conducted by NJJM/SPM NIWAS.

7.4 Indicative coverage framework

National estimates - Gram Panchayats: ~2.63 lakh; Villages: ~5.91 lakh and the estimated coverage to be planned by States/UTs is:

Stakeholder Category	Coverage Norm	Approx. Coverage
PRI Representatives	3 per Gram Panchayat	~7.89 lakh
VWSC Members	5 per village	~29.55 lakh
Sujalam Shakti Members (Community Engagement)	3 per village	~17.73 lakh
Sujalam Shakti Members (Water Quality)	2 per village	~11.82 lakh
Total Estimated Coverage	-	~66.99 lakh

States/UTs may adapt coverage to local institutional arrangements and field conditions.

7.6.1 Identification of Nodal Training Institutions (NTIs)

States/UTs shall identify/designate suitable NTIs for planning, coordination and implementation of Capacity Building through formal MoU/ToR. A single NTI for overall coordination is preferred; more than one may be engaged for specialised thematic areas. Eligible institutions include SIRDs, ATIs and other reputed institutions in WASH, governance, skilling, rural development or community mobilisation. These arrangements shall be reflected in the State Action Plan (SAP). NTIs shall function as anchor institutions for planning, training delivery and institutional strengthening, progressively developing in-house WASH faculty and dedicated support systems beyond the Mission period.

7.5 Certified skill-based training

Sujalam Shakti - Water Quality Monitoring & Surveillance: 2 NSQF Level-2 members of each group shall undergo certified, NCVET recognised water quality surveillance and FTK based monitoring.

Sujalam Shakti (Water Quality Monitoring & Surveillance) Capacity Building and certified skill-based training guidelines shall be issued separately by the Water Quality Monitoring & Surveillance (WQM&S) Cell, DDWS.

7.6 Institutional Framework and State/UT Action

National support: NJJM with SPM NIWAS (Dr. Syama Prasad Mookerjee National Institute of Water and Sanitation), provides overall guidance issuing advisories, developing standardised training content and frameworks, organising national workshops and ToT, supporting digital learning systems and facilitating institutional partnerships.

7.6.2 Institutional partnerships for community level training rollout

Given the scale of community level training, States/UTs shall establish convergence with community-based institutional ecosystems preferably SRLMs, Cooperation Department/Cooperatives and similar bodies attached to flagship programmes or other suitable ecosystems. Partnerships may be formalised through MoUs with clear ToRs and convergence frameworks. Special preference shall be given to women-led SRLM and SHG networks for their deep penetration, community connect, mobilisation experience and role in strengthening women-led participation in rural water governance.

7.6.3 WASH faculty and Resource Pools

States/UTs shall primarily strengthen existing faculty within identified NTIs and may additionally empanel multidisciplinary experts to supplement institutional capacities. Such faculty and empanelled experts themselves may function as trainers and collectively constitute the resource Pools at National, State, District levels; in effect each Resource Pool is made up of the faculty and trainers who deliver the cascade based training. These Pools draw on three expert domains:

- i. Technical - rural water supply systems, O&M, water quality surveillance, source sustainability and water safety,
- ii. Financial - Panchayati Raj Institutions functioning focusing Finance Commission Fund and GPDP, financial management, service-delivery-charge collection, O&M financing and public accountability and
- iii. Community Engagement - mobilisation, Behavioral Change Communication, women-led institutions, IEC and Jan Bhagidari. These Pools support curriculum contextualisation, ToT, training delivery, mentoring/handholding

7.6.4 Composition of Resource Pools

Drawing from the three expert domains, multidisciplinary Resource Pools shall be constituted at National, State and District/ Block levels. The

composition of each Pool shall be guided by the scale, geography and thematic requirements of the level:

- i. National Resource Pool (by NJJM/SPM NIWAS): Subject domain experts/officers from NJJM and SPM NIWAS; faculty from national institutions/Professor Chair; retired officials and sector experts; technical experts and engineers; governance and PRI experts and development partners for national orientation, ToT, curriculum development, mentoring and quality assurance.
- ii. State Resource Pool: Faculty from SIRDs/ ATIs/ NTIs; subject experts from State PHED/ Jal Nigam, Rural Development and Panchayati Raj Departments; retired officials; engineers and technical personnel; SRLM/ PACS/ LAMPS representatives and community mobilisation experts; governance/PRI trainers; financial management experts and water quality and public health professionals supporting State ToT.
- iii. District Resource Pool: District/block officials; engineers and technical personnel; SRLM /PACS/ LAMPS representatives; CLF (Cluster Level Federation) leaders, CRP (Community Resource Person) and women mobilisers; PRI trainers; water quality personnel; and community mobilisation resource persons supporting district/block/cluster rollout, field mentoring and handholding, community mobilisation.

State and district resource pools are constituted by designated Nodal Training Institutes identified by the respective States/UTs.

7.7. Training of Trainers (ToT) and Cascade Framework

Capacity Building adopts a cascade based ToT framework for decentralised, large scale rollout. States/UTs, through their NTIs and SRLMs/ PACS/ LAMPS, shall organise State Faculty/Trainer and District Trainer ToT as below (all residential, batch size ~40). District Trainers so developed shall directly deliver community level training to PRI Representatives, VWSC Members and Sujalam Shakti Group (Community Engagement) members:

ToT Level	Organised by	Participants	Duration
National/Regional	NJJM / SPM NIWAS	State Resource Pool	1 Day
State level	SWSM through SIRD/ATI/NTI	District Resource Pool	2 Days

District Trainer composition: Each 3 member District Trainer team comprises; preferably 2 trainers drawn from SRLM-CLF/PACS/LAMPS cadre and 1 from the District level Experts.

7.8. Community level Training Delivery

Using trained Resource Pools under the cascade, States/UTs shall conduct community level training (all non-residential, 2 days, batch size ~40), focusing on subjects specified in the Operational Guidelines JJM 2.0:

PRI Representatives, VWSC Members & Sujalam Shakti Group (Community Engagement): All three categories are trained together in the same batch by District Trainers at block or cluster level.

7.9 Recognition, Digital Enablement and Support Fund

- Recognition & motivation: States/UTs may develop certification, recognition during Jal Utsav, district/State awards and performance linked and incentive based mechanisms with emphasis on women-led water governance, high-performing VWSCs and Sujalam Shakti Groups, community mobilisation and sustainable O&M (water conservation, service charge collection, preventive maintenance).

- Digital enablement: NJJM may progressively adopt integrated LMS (Learning Management System), digital modules, certification systems and integration with the Sujal Gaon Utility App. States/UTs shall operationalise these for registration, attendance, training tracking, monitoring and reporting.
- Support Fund: States/UTs shall prepare annual Capacity Building Plans within the SAP. The Support Fund may cover training delivery; materials and printing; trainer/resource-person support; digital learning systems; translation/localisation; monitoring and reporting; workshops and ToT; audio-visual content and assessment and certification.

7.10 Indicative Budget Framework

The indicative cost of the Capacity Building cascade and community rollout (all residential ToT at batch size 40, delivered by 3 trainers team; community training non-residential).

Training Programme	Delivered by → Participants	Mode / Days	Expenditure per Participant / Day (approx.)
National / Regional ToT	SPM NIWAS / NJJM → State Faculty/Trainer (NTIs)	Residential 1 day	₹3,040
State-level ToT	State Faculty/Trainer (NTIs) → District Trainers	Residential 2 days	₹2,292
District & Block Officials Training	District Trainers (Pool 1) → DWSM officials, engineers, technical staff	Residential 2 days	₹1,992
Community level Training	District Trainers (Pool 2) → PRI + VWSC + Sujalam Shakti (Community Engagement)	Non-residential 2 days	₹1,059

7.11 Rollout Timeline and Flexibility

States/UTs shall prepare phased rollout plans to complete at least one round of community level training for PRI Representatives, VWSC Members and Sujalam Shakti Groups by 31st March 2027, as per the indicative Timeline Rollout Plan (Calendar) below:

Timeline	Phase	Key Activities	Lead
Jun to Jul 2026	Phase I: Institutional Preparation & Content Development	Orientation workshops/virtual meetings by NJJM/SPM NIWAS; identify NTIs; establish SRLM/PACS/LAMPS partnerships and convergence (MoUs/ToRs); State SPOC (Special Point of Contact) for Capacity Building; constitute National, State and District Resource Pools; prepare State & District CB Plans and training calendars; content development of standardised modules and audio-visual material (NJJM/SPM NIWAS); onboard digital platforms (LMS / Sujal Gaon Utility App); Register participants (VWSC, Sujalam Shakti) in Sujal Gaon Utility App.	NJJM/SPM NIWAS; States/UTs
Aug 2026	Phase II: ToT Cascade	State Faculty/Trainer ToT; translation and contextualisation into regional languages (States/UTs)	NJJM/SPM NIWAS; States/UTs
Sep 2026	Phase II: ToT Cascade	District Trainers ToT; finalise district-wise rollout plans and batch schedules.	State Faculty/Trainer via SIRD/ATI/NTI
Oct 2026 to Mar 2027	Phase III: Community Rollout	District & Block Officials training; PRI + VWSC + Sujalam Shakti (Community Engagement); complete at least one round of training of community level field level as per Chapter 2.8 of Operational Guidelines JJM 2.0 by 31 st March 2027.	District Trainers / NTIs
Apr 2027 onwards	Phase IV: Follow-up & Sustainability	Refresher training; digital scaling; field mentoring and handholding; recognition/incentives; impact assessment through platforms including Jal Seva Aankalan.	States/UTs

7.12 State Preparedness Plan

Before commencing rollout, each State/UT shall complete the following readiness actions so that the ToT cascade and community rollout proceed as per the schedule and submit with the State Action Plan (SAP):

Preparedness Action	
1.	State SPOC (Special Point of Contact) for Capacity Building: one from Department one from Nodal Training Institute
2.	Identify and designate Nodal Training Institution(s) (NTIs), such as SIRD/ATIs, through formal MoUs/ToRs
3.	Identify and establish partnerships with SRLMs and State Cooperation Departments/designated cooperative institutions/others through formal MoUs/ToRs for engagement and training of Sujalam Shakti Groups (CLF-SHGs, PACS, LAMPS and other similar CBOs.)

Preparedness Action	
4.	Compile the details of the PRI Representatives, VWSC Members, Sujalam Shakti Groups and District/Block officials including any relevant training attended under JJM in the past (stakeholder-wise numbers already covered, implementing agency and period)
5.	Compile the details of the State and District Trainers already available; category wise: technical, financial, community engagement
6.	Assess the requirement and constitute State and District Resource Pools (technical, financial, community engagement competencies)
7.	Identify and nominate State Faculty/Trainer
8.	Identify and nominate District Trainers - Pool 1 (officials level training) and Pool 2 (community level training)
9.	Prepare State and District training calendars
10.	Prepare State-wise participant and batch estimation (PRI, VWSC, Sujalam Shakti, officials, District Trainers, State Faculty/Trainer) in the standard template
11.	Translate and contextualise standardised content into regional languages
12.	Nominate and register participants (VWSC, Sujalam Shakti) in the Sujal Gaon Utility App

Note: A standard estimation template is provided in Annexure 1 for States/UTs to calculate the number of participants and batches.

7.13 Flexibility to States/UTs

Permissible adaptations: Selection of NTIs (including more than one for specialised areas); language of delivery and translation; choice of choosing community-based organizations (SRLM, Cooperation Department/Cooperatives or equivalent) based on field presence.

Non-negotiable provisions (uniform across all States/UTs): Coverage of all PRI Representatives, VWSC Members and Sujalam Shakti Groups as per the coverage framework; completion of at least one round of community-level training by 31st March 2027; adherence to the cascade based ToT mechanism; use of designated digital platforms for registration, attendance and tracking; and compliance with Support Fund norms and reporting requirements.

Note:

- *State Faculty/Trainer Pool basis for estimation:* To arrive at the number of State Faculty/Trainer required, assume each team delivers 5 batches in

a month and completes the round within that one month. Each team has 3 trainers and each batch has 40 participants. This pool trains the District Trainers. (No. of batches = District Trainers ÷ 40; No. of teams = batches ÷ 5; State Faculty/Trainer required = teams × 3.)

- *District Trainer Pool basis for estimation:* To arrive at the number of District Trainers required, assume each team delivers 4 batches per month over 6 months (24 batches per team) and completes the round within those 6 months. Each team has 3 trainers and each batch has 40 participants. This pool trains the District/Block Officials and the combined PRI, VWSC and Sujalam Shakti (Community Engagement) participants. (No. of batches = participants ÷ 40; No. of teams = batches ÷ 24; District Trainers required = teams × 3.)

States/UTs may apply the above norms to their own stakeholder counts to estimate the State Faculty/Trainer and District Trainers required.

Annexure 1: State/UT Capacity Building Estimation Template

States/UTs fill the last column for their own numbers using the same norms. Norms: batch size = 40; each District-Trainer team = 3 trainers delivering 24 batches over six months; each State-Faculty team = 3 trainers delivering 5 batches per month for a duration of month only. [.] means round up to the next whole number.

A. Coverage inputs

S. No.	Input	State/UT
C1	Number of Districts	
C2	Number of Blocks	
C3	Number of Gram Panchayats	
C4	Number of Villages	
C5	*District/Block officials to be trained	

***District/Block stakeholders:** DWSM (District Water and Sanitation Mission) officials, engineers and technical staff, water quality personnel, SRLM/PACS/LAMPS representatives and block-level officials supporting implementation, technical supervision, mentoring and field rollout.

B. Participant estimation

S. No.	Stakeholder category	Basis / norm	State/UT
P1	PRI Representatives (3 Per Gram Panchayat)	$C3 \times 3$	
P2	VWSC Members (5 Per Village)	$C4 \times 5$	
P3	Sujalam Shakti - Community Engagement (3 Per Village)	$C4 \times 3$	
P4	Community combined-training participants	$P1 + P2 + P3$	
P5	District/Block officials	$= C5$	

C. Batch estimation (batch size 40)

S. No.	Item	Basis / norm	State/UT
B1	Community combined-training batches	$[P4 \div 40]$	
B2	District/Block officials batches	$[P5 \div 40]$	

D. District Trainers required (team = 3 trainers; 24 batches per team over six months)

S. No.	Item	Basis / norm	State/UT
D1	District-Trainer teams for Community level training	$[B1 \div 24]$	
D2	Number of District-Trainer for Community level training	$D1 \times 3$	
D3	District-Trainer teams for Officials level training	$[B2 \div 24]$	

S. No.	Item	Basis / norm	State/UT
D4	Number of District-Trainer for Officials level training	$D3 \times 3$	
D5	Total District Trainers	$D2 + D4$	

E. State Faculty/Trainer required (team = 3 trainers; 5 batches per team for a duration of one month only)

S. No.	Item	Basis / norm	State/UT
E1	District-Trainer ToT batches (State-level ToT)	$[D5 \div 40]$	
E2	State Faculty/Trainer teams	$[E1 \div 5]$	
E3	State Faculty/Trainer (State Trainers)	$E2 \times 3$	
E4	State-Faculty ToT batches (National/Regional ToT)	$[E3 \div 40]$	-

F. Total Trainers required

S. No.	Item	Basis / norm	State/UT
F1	Total Training of Trainers participants	$E3 + D5$	
F2	Total Training of Trainers batches	$E1 + E4$	-