

NBA guidelines with existing provision and proposed revision

Suggestions from Nainital National workshop

Para No.	Existing Provision	Proposed revision
1.1	<p>Individual Health and hygiene is largely dependent on adequate availability of drinking water and proper sanitation. There is, therefore, a direct relationship between water, sanitation and health. Consumption of unsafe drinking water, improper disposal of human excreta, improper environmental sanitation and lack of personal and food hygiene have been major causes of many diseases in developing countries. India is no exception to this. Government started the Central Rural Sanitation Programme (CRSP) in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women.</p>	<p>Individual health and wellbeing are profoundly dependent on the cleanliness of water, the safe disposal of faeces, and personal hygiene. Drinking unsafe water, failing to dispose of human excreta safely and lack of personal and food hygiene cause many diseases in developing countries together with much under nutrition and stunting. With 60 per cent of the open defecation in the world, much of it in densely populated rural areas, and one third of the undernourished children in the world, India faces these problems on a unique and massive scale. Through lack of sanitation women lack privacy and dignity and suffer multiple deprivations. Much of the stunting of children and the lifelong disabilities which follow can be attributed to faecally-transmitted infections especially in early childhood. The poor sanitation, an underlying cause of child malnutrition in India, is also thus a cause (through the malnutrition route) of poor learning outcomes of school-going children. Lack of sanitation is also an underlying cause of poor health outcomes; as a result India has made slow progress in achieving the MDG goals of health. Lack of sanitation and hygiene is thus estimated to be responsible for an annual loss of over 6 per cent of GDP. Considerations of wellbeing, health, dignity, equity and economy combine to make the achievement of a Nirmal Bharat a vital and urgent national priority.</p>
1.2	<p>The concept of sanitation was expanded to include personal hygiene, home sanitation, safe water, garbage disposal, excreta disposal and waste water disposal. With this broader concept of sanitation, CRSP adopted a "demand driven" approach with the name "Total Sanitation Campaign" (TSC) with effect from 1999. The revised approach emphasized more on Information, Education and Communication (IEC), Human Resource Development, Capacity Development activities to increase awareness among the rural people and generation of demand for sanitary</p>	<p>The record of earlier programmes for rural sanitation has been disappointing. The Central Rural Sanitation Programme (CRSP) ran from 1986 to 1999 and its successor the Total Sanitation Campaign from 1999 to 2012. Rural sanitation coverage grew only 13 per cent in 1991-2001 and even less, 9 per cent in 2001-2011. In 2011 the total coverage reported in the Census was 33 per cent against the target for the TSC set 13 years earlier for an open-defecation free (ODF) rural India by 2012. With the increase in population from 2001 to 2011, the number of rural households defecating in the open actually increased. As a result, India now accounts for 60 per cent of the</p>

	<p>facilities. This enhanced people's capacity to choose appropriate options through alternate delivery mechanisms as per their economic condition. The Programme was implemented with focus on community-led and people centered initiatives. Financial incentives were provided to Below Poverty Line (BPL) households for construction and usage of individual household latrines (IHHL) in recognition of their achievements. Assistance was also extended for construction of school toilet units, anganwadi toilets and Community Sanitary Complexes (CSC) apart from undertaking activities under Solid and Liquid Waste Management (SLWM).</p>	<p>world's population that defaecates in the open, while constituting only 16% of the world's population. The target for a Nirmal Bharat has now been set at 2022, only 9 years away. Given past performance and the massive scale of the problem, the crisis and challenge are daunting. Lessons must be learnt. Self-evidently, a radically new approach is required.</p>
1.3	<p>To give a fillip to the TSC, Government of India also launched the Nirmal Gram Puraskar (NGP) that sought to recognise the achievements and efforts made in ensuring full sanitation coverage. The award gained immense popularity and contributed effectively in bringing about a movement in the community for attaining the Nirmal Status thereby significantly adding to the achievements made for increasing the sanitation coverage in the rural areas of the country.</p>	<p>Among others, three major lessons can be drawn from problematic experiences of the CRSP and TSC, which research and evaluations based on field experience have demonstrated. First, the TSC was to be community-led and people-centred but was in practice mainly top-down and hardware-centred, driven by disbursements which led to the reporting of some 60 million toilets subsequently found not to exist. Second, hardware subsidies in practice delivered upfront have induced attitudes of dependence and deterred self-help. Third, despite the intention that BPL households should be the beneficiaries of the TSC, in practice those who were better off gained much more and the distribution of household sanitation became more skewed than ever. The central failure was that communities were not made to recognize that even if a single-household is defaecating in the open, the entire community is at risk of disease. The only way forward is community-led collective behavior change (CCBC).</p>
1.4	<p>Encouraged by the success of NGP, the TSC is being renamed as "Nirmal Bharat Abhiyan" (NBA). The objective is to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach.</p>	<p>The Nirmal Bharat Abhiyan (NBA) which succeeded the TSC in 2012 recognised the need for change. Learning from the CRSP, the TSC and the first year of the NBA, these Guidelines now introduce new measures, recognising that in due course these may themselves need to be augmented and improved. The three problems listed above will be tackled as follows. First, the focus will shift sharply from monitoring and counting toilets constructed to triggering community-led collective behaviour change and monitoring and counting communities credibly verified as ODF. Accurate Management Information Systems and local checks on</p>

		<p>malpractices through social audits and other measures will be reinforced and introduced. Second, in no case will hardware subsidies be paid for toilets up front before construction; instead incentive payments will be given only when communities have been credibly verified as ODF, handed over transparently in public ceremonies. Third, community-led collective behaviour change with self-help and mutual help in the common interest of becoming ODF will involve all members of communities.</p> <p>The brown section to read</p> <p>The new Nirmal Bharat Abhiyan of these revised guidelines aims to transform rural sanitation through campaigns and triggering habitations to undertake community-led collective behaviour change to make themselves open defecation free (ODF), leading in turn to Nirmal Gram Panchayats and then Nirmal Blocks and Districts. Key activities will be</p> <ul style="list-style-type: none"> • Extensive capacity building and orientation of stakeholders at all levels – State, District, Block, GP and habitation – to ensure the understanding, attitudes and behaviour needed to trigger and support community-led collective behaviour change (CCBC) • Mobilisation and support for women and women’s organisations to be core driving forces at all levels • Creation of an army of footsoldiers to mobilise the community for CCBC and thus for a Nirmal Bharat <p>Additional elements will be</p> <ul style="list-style-type: none"> • Provision of sanitation facilities in Government Schools, Anganwadis, and Government buildings • Support for Solid and Liquid Waste Management (SLWM) in habitations verified as ODF for which MNREGA may be used
2.1	<p>The main objectives of the NBA are as under:</p> <p>a) Bring about an improvement in the general quality of life in the rural areas.</p> <p>b) Accelerate sanitation coverage in rural areas to achieve the vision of</p>	<p>The main objectives of the new NBA are as under:</p> <p>a) Bring about an improvement in the general quality of life in the rural areas.</p> <p>b) Accelerate collective behavior change in</p>

	<p>Nirmal Bharat by 2022 with all gram Panchayats in the country attaining Nirmal status</p> <ul style="list-style-type: none"> c) Motivate communities and Panchayati Raj Institutions promoting sustainable sanitation facilities through awareness creation and health education. d) To cover the remaining schools not covered under Sarva Shiksha Abhiyan(SSA) and Anganwadi Centres in the rural areas with proper sanitation facilities and undertake proactive promotion of hygiene habits among students. e) Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation f) Develop community managed environmental sanitation systems focusing on solid & liquid waste management for overall cleanliness in the rural areas. 	<p>rural areas to achieve the vision of a Nirmal Bharat by 2022 with all habitations and Gram Panchayats in the country attaining Nirmal status.</p> <ul style="list-style-type: none"> c) Trigger and support collective behavior change in habitations and Panchayati Raj Institutions through collective self-analysis and action d) Cover the remaining schools not covered under Sarva Shiksha Abhiyan (SSA) and Anganwadi Centres in the rural areas with proper sanitation facilities and undertake proactive promotion of hygiene education and sanitary habits among students e) Ensure the availability of cheap and appropriate sanitation technology that is affordable, ecologically safe and sustainable, including involving local people in developing their own designs f) Encourage and support community managed environmental sanitation systems focusing on solid and liquid waste management for overall cleanliness in the rural areas.
3.1	<p>The strategy is to transform rural India into 'Nirmal Bharat' by adopting the 'community led' and 'people centered' strategies and community saturation approach. A "demand driven approach" is to be continued with emphasis on awareness creation and demand generation for sanitary facilities in houses, schools and for cleaner environment. Alternate delivery mechanisms would be adopted to meet the community needs. The provision of incentives for individual household latrine units to the poorest of the poor households has been widened to cover the other needy households too so as to attain community outcomes. Availability of water in the Gram Panchayat shall be an important factor for sustaining sanitation facilities created. Rural School Sanitation remains a major component and an entry point for wider acceptance of sanitation by the rural people. Wider technology options are being provided to meet the customer preferences and location-specific needs. Intensive IEC Campaign is the corner stone of the programme involving Panchayati Raj Institutions, Co-operatives, ASHA, Anganwadi workers, Women Groups, Self Help Groups, NGOs etc. A roadmap for engagement of</p>	<p>The strategy is to transform rural India into 'Nirmal Bharat' by adopting the community-led and people-centred approach of collective behaviour change in which whole habitations decide to make themselves ODF. This demand-driven approach triggers awareness and action by communities themselves to construct their own toilets. For this there are three major changes to programme design. First, habitations are the natural community units, not GPs which typically comprise several habitations. Habitations will therefore be the focus for triggering collective behaviour change, follow up, verification of ODF status, and receipt of incentive rewards. Second, these incentive rewards for building toilets will only be given when whole habitations have been credibly verified as ODF, and have sustained ODF status for at least 3 months. Valid verification, for which there are a variety of procedures, is essential. Third, a demand-driven and community-led approach means that triggering of collective awareness and behaviour change leads to toilet-building by community members themselves. Incentives earlier to the poorest of the poor households have been extended to cover other needy households with the intention of attaining community outcomes. These incentives will only be handed over to habitations when they</p>

	<p>corporate houses is being introduced. More transparent system involving social audit and active people's participation in the implementation process of NBA is being introduced. Convergence with MGNREGS shall also be important to facilitate the rural households with fund availability for creating their own sanitation facilities.</p>	<p>have achieved validly verified ODF status and not before. The habitation's ODF achievement can be rewarded through pride in celebration in which senior officers take part, and through provision of services such as piped water supplies.</p>
3.2		<p>Intensive IEC campaigns and triggering communities for collective behaviour change are the corner stone of the programme, involving a wide range of organisations – government, Panchayati Raj, Cooperatives, ASHA, Anganwadi workers, Women's movements, organisations and groups, Self-Help Groups, NGOs, faith based organisations, private sector and other organisations, and individual champions. Campaigns can be mounted State-wide and/or at District and Block levels. Triggering of collective behaviour change within the community will be used with ODF communities serving as examples for others. Triggering in schools is a major entry point activity and children have a significant role in influencing their parents. Rural school sanitation remains a major component. Wider technology options will be provided to meet people's preferences and location-specific needs. Community members will be encouraged to develop their own toilet designs and to share these and will be promoted to the extent possible without loss of quality. A roadmap for engagement of corporate houses is being introduced. A more transparent system involving social audit and active people's participation in the implementation process has been introduced and will be reinforced through local use of the Right to Information.</p>
4.1	<p>The Guidelines of NBA and the provisions hereunder are applicable with effect from 01.04.2012. Implementation of NBA is proposed with 'Gram Panchayat 'as the base unit. A project proposal that emanates from a District is scrutinized and consolidated by the State Government and transmitted to the Government of India (Ministry of Drinking Water and Sanitation) as a State Plan. NBA is to be implemented in phases with start-up activities. Funds are to be made available for preliminary IEC work. The physical implementation gets oriented towards satisfying the felt-needs, wherein individual households choose from a menu of options for their household latrines. The built-in</p>	<p>These Guidelines for a new NBA and the provision hereunder are applicable with effect from..... Implementation of NBA is proposed with Gram Panchayat as the base unit with the habitation as the unit for collective behaviour change and ODF verification. A project proposal that emanates from a District is scrutinized and consolidated by the State Government and transmitted to the Government of India (Ministry of Drinking Water and Sanitation) as a State Plan. NBA is to be implemented in phases with start-up activities. Funds are to be made available for preliminary IEC work.</p>

	<p>flexibility in the menu of options gives the poor and the disadvantaged families opportunity for subsequent upgradation depending upon their requirements and financial position. In the "campaign approach", a synergistic interaction between the Government agencies and other stakeholders is essential. To bring about the desired behavioural changes for relevant sanitary practices, intensive IEC and advocacy, with participation of NGOs/Panchayati Raj Institutions/resource organizations is envisaged.</p>	
4.2	<p>NBA will be implemented with a District as the project. The States/UTs are expected to prepare/revise NBA Projects for all the Districts, consolidate at State level as State Plan and submit before the Government of India.</p>	<p>Physical implementation is through self-help construction of latrines. Individual households will be encouraged to innovate for themselves and will also be able to choose from a menu of hardware options. This will enable poorer and disadvantaged families to enter lower on the sanitation ladder with hardware up gradation later when they have resources. Physical implementation should use options that ensure that excreta are safely confined.</p>
4.3		<p>The campaign approach will be followed as in para 3.2 above. A synergistic interaction between the Government agencies and other stakeholders is essential. To bring about the desired collective behaviour changes for relevant sanitary practices, intensive IEC and advocacy, with participation of women's organisations, NGOs, Panchayati Raj Institutions, resource organisations is envisaged. Triggering behaviour change at the community level will require foot soldiers, at least one per habitation, who are trained to bring about this collective behaviour change.</p>
5.1.1	<p>The start up activities include</p> <ol style="list-style-type: none"> Conducting of preliminary survey to assess the status of sanitation and hygiene practices Base line survey Orientation of key personnel at the district/GP level Preparation of State Plan <p>The cost of Start-up activities will be met from the IEC funds up to Rs 10 Lakh. Additional fund requirement, if any shall</p>	<p>The start-up activities include:</p> <ol style="list-style-type: none"> conducting of preliminary survey to assess the status of sanitation and hygiene practices Base line survey Orientation of key personnel at the District/ Block and GP level Preparation of State Plan <p>The cost of Start-up activities will be met from the IEC funds up to Rs. 10 lakh. Additional fund requirement, if any, shall be met by the State</p>

	be met by the State	
5.2.1	<p>Information, Education and Communication (IEC) are important components of the Programme. These intend to trigger the demand for sanitary facilities in the rural areas for Households, Schools, Anganwadis and Community Sanitary Complexes through behavioural change. The activities carried out under these components should be area specific and should also involve all sections of the rural population. IEC is not a one-time activity. IEC strategy and plan is to be drawn to include creation of demand leading to construction and use in a sustained manner. IEC should be conducted at all tiers i.e Districts, Blocks and Gram Panchayat</p>	<p>Information, Education and Communication (IEC) is the key component of the Programme as it will trigger demand for improved sanitation in the rural areas for households, schools, Anganwadis and Community Sanitary Complexes and has the objective to accelerate the use of toilets and the elimination of Open Defecation. The use of the IEC funds will be transparent and primarily focused on Inter-Personal communication (IPC), at the collective (as opposed to individual) level has proven to be the most effective approach to trigger and sustain Collective Behaviour Change (CBC) in stopping OD. CCBC has been demonstrated as being an effective IPC approach to trigger around the elimination of Open Defecation. The activities carried out under these components should be area specific and should also involve all sections of the rural population. IEC/IPC is not a one-time activity. IEC/IPC strategy and plan to be drawn to include creation of demand leading to construction and use in a sustained manner. IEC/IPC should be conducted at all tiers i.e Districts, Blocks and Gram Panchayat. At habitation level, IEC/IPC will take the specific form of catalytic leaders “triggering” behaviour change at the collective level. Since even one person or household that is defecating in the open is a risk to all the other individuals/households that are using their toilets, the triggering of behaviour change must happen at the level of the community collectively. In States where the sub-sectors of rural water and rural sanitation are hosted within the same Department, IEC funds will be divided between two heads, one for water and the other one for sanitation, and IPC activities will be carried with distinct purposes for each sub-sector.</p>
5.2.2	<p>A national communication strategy framework has been developed by Government of India giving emphasis on Inter Personal Communication (IPC) at the grassroots level. The states are to evolve their own strategy using folk media, mass media and also outdoor media like wall painting, hoarding etc. The IEC should also focus on health and hygiene practices and environmental sanitation aspects.</p>	<p>The National Sanitation and Hygiene, Advocacy and Communication Strategy (SHACS) have been developed by Government of India giving emphasis on Inter Personal Communication (IPC) at the grassroots level. The states are to evolve their own SHACS, adapting it to their specific context and local languages. The SHACS will be using a five pronged approach:</p>
5.2.2.1		<i>Raising awareness</i> (“make people know about the

		<p>risks of poor sanitation”) to take Sanitation into a campaign mode. IEC/IPC will be clear and focussed on the elimination of Open Defecation. Raising awareness around the different dimensions of sanitation: health, privacy, dignity, disgust, pride, convenience, etc. This will be done through the promotion of sanitation and the elimination of OD in a wide range of media and other communication channels (TV, radio, roadshows, melas), as well as the use of celebrities /religious leaders and children as agents of change (incl. through school-led total sanitation), monthly newsletters (including by children and women reporters).</p>
5.2.2.2		<p><i>Advocacy</i> (“make stakeholders care about sanitation”) through workshops and events to prioritise elimination of open defecation through the enrolment of elected representatives, IAS Officers (Collectors especially), PRIs, politicians/MLA. This advocacy component will also focus on engagement with other line Departments (Education, WCD, Health, etc.), building alliances across sectors to accelerate the elimination of Open Defecation. Clear guidelines will be given to all concerned Government institutions/agencies on IPC around improved sanitation and CBC for the elimination of OD. CCBC will be taken up as the recommended IPC, for which IEC funds will be used.</p>
5.2.2.3		<p><i>Capacity Building and Training</i> (“build an ‘army’ of sanitation frontline workers”) to accelerate the elimination of OD. This will be done through IPC specialised NGOs/CBOs, private companies and other agencies, with proven experience in IPC approaches (such as CCBC). Capacity for IPC campaigns/activities will be built within State Government’s line Departments, especially at District and Block level. This will be done with key Government functionaries (such as BDOs and CEOs) to be trained on IPC approaches such as CCBC. At the ground level, at least one Sanitation foot-soldier (SwatchataDoot) per GP (ideally one per habitation) will be selected based on his/her proven motivation and ability to trigger CBC within his/her community around sanitation. As a minimum pre-requisite the SwatchataDoot will already have and use a toilet in his/her house. The SwatchataDoot will work exclusively (full time) on the promotion of improved sanitation in his/her community and will be remunerated accordingly. The SwatchataDoot will <i>not</i> be taking the sanitation work as an additional charge, and teachers, or other frontline workers such as anganwadi workers or asha</p>

		workers will not be selected as SwachhataDoot. This will provide an additional source of employment for rural youth who are acquiring secondary education in growing numbers but not finding employment. However, teachers and the other frontline workers will also be encouraged to promote sanitation in their communities and accelerate the elimination of OD.
5.2.2.4		<i>Collective behaviour change</i> (“get people to use toilets”). This will be done through intensive IPC, which is required to get people to abandon open defecation. This will be achieved through the “army” of well trained, committed and remunerated sanitation foot-soldiers (at least one per GP). Micro-planning for the IPC activities will be developed as part of the State and District level SHACS. The IPC approaches used will be women centered and will use children as agents of change. Sanitation marketing will also be promoted and also offer employment opportunities for the young segments of rural population.
5.2.2.5		<i>Planning, Monitoring, Evaluation and Research</i> (“sustaining ODF”).A mid- and long-term micro-plan for the implementation of State and District level SHACS will be elaborated and the use of the IEC funds will be laid out primarily for IPC activities, to accelerate the elimination of Open Defecation and the use of improved sanitation. Baseline and needs assessment will be conducted and IPC activities will be monitored. The impacts of IPC activities / campaign will be evaluated and research will be conducted whenever needed to improve the IPC strategy/activities.
5.2.3	Interpersonal communication and door to door to door contact are recognised as the most significant tools for attaining the programme goals. In order to strengthen communication machinery at the village level with participatory social mobilization, guidelines for engagement of village level motivators (Swachhata Doot/Sanitation Messengers) have been issued separately. As part of this strategy, in addition to Swachhata Doots, field functionaries like Bharat Nirman Volunteers,	Interpersonal communication (IPC) and door to door to door contact are recognized as a significant tool for attaining the programme goals. In order to strengthen communication machinery at the village level with participatory social mobilization, guidelines for engagement of village level motivators (SwachhataDoot / Sanitation Messengers) have been issued separately. As part of this strategy, in addition to minimum of the one SwachhataDoots per GP who will be working exclusively on sanitation (and remunerated accordingly), other field functionaries like Bharat Nirman Volunteers, ASHA, Anganwadi workers, School Teachers, Natural Leaders from ODF villages etc, can also be engaged at the village level for demand creation and taking up behaviour change communication. The motivator can be given suitable incentive from the

	ASHA, Anganwadi workers, School Teachers etc can also be engaged at the village level for demand creation and taking up behaviour change communication. The motivator can be given suitable incentive from the funds earmarked for IEC. The incentive will be performance based i.e. in terms of motivating the number of households and schools/ Anganwadis to construct latrines and use them.	funds earmarked for IEC. The incentive will be performance based i.e. in terms of helping communities achieving ODF status.
5.2.4	Each project district should prepare a detailed IEC plan alongwith the Annual Action Plan with defined strategies to reach all sections of the community. The aim of such a communication plan is to motivate rural people to adopt hygiene behaviour as a way of life and thereby develop and maintain all facilities created under the programme. The Annual IEC Action Plan should be duly approved by the DWSC/DWSM. The Communication and Capacity Development Units (CCDUs) /Water and Sanitation Support Organisations (WSSOs) set up at the state level must support the Districts in developing a good IEC plan and also in implementing it. Observance of Sanitation Day/ Sanitation Week / Sanitation Fortnight should be essential component of the annual action plan	Each project district should prepare a detailed IEC/IPC plan along with the Annual Action Plan with defined strategies to reach all sections of the community. The aim of such a communication plan is to trigger communities into self-analysis and action resulting in adoption of hygienic behaviour and the definite elimination of OD as a way of life and thereby develop and maintain all facilities created under the programme. The Annual IEC/IPC Action Plan should be duly approved by the DWSC/DWSM. The Communication and Capacity Development Units (CCDUs) / Water and Sanitation Support Organisations (WSSOs) set up at the state level must support the districts in developing a good IEC/IPC plan and also in implementing it. Observance of Sanitation Day/ Sanitation Week / Sanitation Fortnight should be an essential component of the Annual Action Plan. The Plan will allow flexibility to take up new activities felt necessary during the course of implementation.
5.2.5	For effective dissemination of the IEC material, funds may also be provided under this component to Blocks and Gram Panchayats for execution of works. They may take up such activities by engaging local NGOs for interpersonal communication; selecting motivators; executing works like wall paintings, street plays etc. The development of such material executed by the panchayats may be standardized by the District or the CCDU.	For effective dissemination of the IEC material, funds may also be provided under this component to blocks and gram Panchayats for execution of works. They may take up such activities by engaging local NGOs for IPC, including CBC triggering and follow-up; selecting motivators; executing works like wall paintings, street plays etc. The development of such material executed by the Panchayats may be standardized by the district or the CCDU.
5.2.8	IEC funding will be in the ratio of 80:20 between GOI and the State Governments and the total IEC cost including start up grant will be limited to 15% of the total project cost.	IEC funding will be in the ratio of 80:20 between GOI and the State Governments and the total IEC cost including start up grant will be limited to 15% of the total project cost. In case required, increase

		could be considered by GoI on the basis of proposal from State government. Most of the allocation of IEC funds will be focused on triggering behaviour change at the collective habitation level, rather than the traditional means followed hitherto (i.e. posters, radio and TV spots, etc).
5.3.1	This component is for training of VWSC and PRI members, block and district functionaries and grass root functionaries like ASHA and other health, education and related functionaries, Anganwadi workers etc. SHGs can be trained in trades such as masonry work, brick-making, toilet pan making and plumbing etc as also for awareness raising activities. NGOs/CBOs of repute can be engaged for this activity. State Resource Centres and Regional /District Resource Centres should be identified for conducting such trainings.	A cornerstone of the new strategy is appropriate orientation, behaviour and attitudes at all levels. This applies to State, District and Block level staff, and all who conduct triggering and support collective behaviour change. This requires approaches of facilitation rather than teaching. Processes are facilitated in which community members apprise and analyse their open defecation, experience disgust and decide for themselves to become ODF as a whole community. Training in facilitation requires trainers who set an example themselves through participatory training. Most critical is that government officials understand and internalise the approaches, behaviour and attitudes required for triggering collective behaviour change and follow up and for supporting local Natural Leaders in communities who both trigger and sustain CBC.
5.3.2	Capacity building funding will be in the ratio of 80:20 between GOI and the State Governments and will be limited to 2% of the IEC budget.	Training of VWSC and PRI members, anganwadi workers, SHGs, CBOs, Youth Groups, Women's Groups and Natural Leaders can take many forms and be for many purposes: triggering their own or other habitations and follow up, gaining and using masonry skills, brick-making, toilet pan making and plumbing etc. Resource centres should be identified for such trainings.
5.3.3		New capacity will be created in the form of an 'army of sanitation and hygiene foot soldiers'. There will be a minimum of one per GP and ideally one for each habitation. They will be drawn from SwachhataDoot, youth and others and selected for their commitment and enthusiasm. They should have a toilet themselves. They and Natural Leaders will be supported to engage with their own and other communities. Training and inspiring the army will be a priority.
5.3.4		Assessments will be made of the critically scarce resource of CBC trainers with aptitude and a good track record. Such trainers will be sought out and wherever possible enabled to become full-time triggers of CBC, funded from the IEC budget. Training will be hands-on in communities in real time and only those who show aptitude will be

		<p>recruited for further engagement. The first trainers will mentor them to ensure quality in their own triggering and follow up before they train others. Care will thus be taken to avoid the perils of cascade training which has so often led to poor quality in going to scale. Performance of trainers will be carefully monitored. The Management Information System (MIS) will be modified to monitor the training of such champions of CBC, who will conduct the triggering of CBC.</p>
5.4.1	<p>A duly completed household sanitary latrine shall comprise of a Toilet Unit including a super structure. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to all Below Poverty Line (BPL) Households and Above Poverty Line Households (APL) restricted to SCs/STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women headed households. The construction of household toilets should be undertaken by the household itself and on completion and use of the toilet; the cash incentive can be given to the household in recognition of its achievement.</p>	<p>A duly completed household sanitary latrine shall comprise of a Toilet Unit including a superstructure. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to all Below Poverty Line (BPL) Households and Above Poverty Line Households (APL) restricted to SCs/STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women headed households.</p> <p>The construction of household toilets should be undertaken by households themselves. On completion and use of the toilet, and <i>only when in addition the entire habitation has been verified as ODF</i>, cash incentives can be given to the habitation for collective purposes or allocation to households. No individual household incentives will be given prior to, or immediately after, the building of the toilet by the household.</p> <p>The distribution of incentives to individual households (if so decided by a State government) will be done in a transparent manner preferably in a public function to celebrate ODF status.</p> <p>If a State government decides to not give individual household incentives, and decides to only reward CBC by means of a collective award to the habitation, the GP/ward committee will be encouraged to use the award funds for one or several of the following uses: a. cleaning and maintenance of the drains in the village; b. building or maintenance of a system of liquid and solid waste management; c. supplementing school/anganwadi toilet building, and so on.</p>
5.4.5	<p>Ministry of Rural Development notification Number J-11013/01/2011MGNREGA (Pt.</p>	<p>Delete this paragraph</p>

	IV) dated 07.06.2012 regarding convergence of TSC with MGNREGS is at Annexure VI of these Guidelines.	
5.5.2	The Production Centres/Rural Sanitary Marts could be opened and operated by SHGs/women Organizations/Panchayats/NGOs etc. Support of private entrepreneurs may also be taken for ensuring an effective supply chain.	<p>The Production Centers/Rural Sanitary Marts could be opened and operated by SHGs/women Organizations/Panchayats/NGOs etc. Support of private entrepreneurs may also be taken for ensuring an effective supply chain.</p> <p>Medium sized manufacturers may be invited to produce good quality material. Government should subsidise the production of sanitary items on a case to case basis. However, in the interest of cost-effectiveness, the hardware should normally be based on designs of toilets/slabs/superstructure that conform to the local soil conditions and locally-available materials. For this reason, a line item in the NBA budget heads needs to be created to encourage a menu of design options for the hardware that are suitable within the State. Funds within NBA should be allocated to subsidise and facilitate the manufacture of hardware, so that costs of hardware remains affordable and commercial production of necessary hardware by medium-sized manufacturers is encouraged.</p>
5.9.1	The objective of NBA is to bring about improvement in the general quality of life in rural areas. Solid and Liquid Waste Management (SLWM) is one of the key components to address this. SLWM is to be taken up in project mode for each Gram Panchayat (GP) with financial assistance capped for a GP on number of household basis to enable all GPs to implement sustainable SLWM projects. Under this component, activities like compost pits, vermin composting, common and individual biogas plants, low cost drainage, soakage channels/ pits, reuse of waste water and system for collection, segregation and disposal of household garbage etc can be taken up. Projects should be approved by State Scheme Sanctioning Committee (SSSC). Assistance of professional agencies/NGOs sought to develop /test/ implement such projects. Projects will be prioritized in identified GPs targeted for Nirmal status and those that have already been awarded Nirmal Gram Puraskar (NGP). SLWM can also be implemented by dovetailing funds from other Rural Development programmes like MNREGS	The objective of NBA is to bring about improvement in the general quality of life in rural areas. Solid and Liquid Waste Management (SLWM) is one of the key components to address this. SLWM is to be taken up in project mode for each Gram Panchayat (GP) with financial assistance capped for a GP on number of household basis to enable all GPs to implement sustainable SLWM projects. Under this component, activities like compost pits, vermin composting, common and individual biogas plants, low cost drainage, soakage channels/ pits, reuse of waste water and system for collection, segregation and disposal of household garbage etc can be taken up. Projects should be approved by State Scheme Sanctioning Committee (SSSC). Assistance of professional agencies/NGOs sought to develop /test/ implement such projects. Projects will be prioritized in identified GPs and habitations targeted for Nirmal status and those that have already become ODF or been awarded Nirmal Gram Puraskar (NGP). SLWM can also be implemented by dovetailing funds from other Rural Development programmes like MNREGSetc.

	etc.	
5.11.3	<p>The following items of expenses are specifically prohibited under "administrative expenses":</p> <ol style="list-style-type: none"> Purchase of vehicles Purchase of land and buildings Construction of official buildings and rest houses (this excludes toilet units needed for NBA projects) Purchase of office equipment Expenses for any political party and religious organizations expenses for gifts and donations purchase of cell phones Transfer of funds to the state level institutions for meeting administrative expenses 	<p>The following items of expenses are specifically prohibited under "administrative expenses":</p> <ol style="list-style-type: none"> Purchase of vehicles Purchase of land and buildings Construction of official buildings and rest houses (this excludes toilet units needed for NBA projects) Purchase of office equipments Expenses for any political party and religious organizations expenses for gifts and donations purchase of cell phones unless for GPS/GIS monitoring applications Transfer of funds to the state level institutions for meeting administrative expenses
7.4.1	<p>A District Water and Sanitation Mission (DWSM) shall be constituted at the district level. The line departments will play the catalytic role in implementation. The composition of DWSM should be as follows:</p> <ul style="list-style-type: none"> DWSM shall be headed by Chairman of Zilla Parishad/ District Collector/Deputy Commissioner. The members would be –all MPs/MLAs and MLCs of the District and Chairperson of the Standing Committees of the Zilla Parishad or their representatives; District Officers of Education, Health, Panchayati Raj, Social 	<p>A District Water and Sanitation Mission (DWSM) shall be constituted at the district level. The line departments will play the catalytic role in implementation. The composition of DWSM should be as follows:</p> <ul style="list-style-type: none"> DWSM shall be headed by Chairman of Zilla Parishad/ District Collector/Deputy Commissioner. The members would be – all MPs/MLAs and MLCs of the District and Chairperson of the Standing Committees of the Zilla Parishad or their representatives; District Officers of Education, Health, Panchayati Raj, Social Welfare, ICDS, PHED, Water Resources, Agriculture, Information and Public Relation; NGOs shall be identified by the DWSM and co-opted into the Mission as members. A couple of best performing Natural

	<p>Welfare, ICDS, PHED, Water Resources, Agriculture, Information and Public Relation;</p> <ul style="list-style-type: none"> • NGOs shall be identified by the DWSM and co-opted into the Mission as members. • The Executive Engineer of PHED/District Engineer of the ZPI any other officer approved by SWSM shall be the Member Secretary. • The Mission shall meet at least quarterly. <p>DWSM should plan and implement district NBA project with appropriate IEC strategies and convergence mechanisms with other line departments. DWSM should also ensure fund flow to the GPs for attaining the objectives of NBA. It should review and monitor programme implementation so that the objectives of the district annual action plans may be achieved leading to sustainable Nirmal Gram Panchayats</p>	<p>Leaders from ODF villages shall be identified by the DWSM and co-opted into the Mission as members.</p> <ul style="list-style-type: none"> • The Executive Engineer of PHED/District Engineer of the ZPI any other officer approved by SWSM shall be the Member Secretary. • The Mission shall meet at least quarterly. DWSM should plan and implement district NBA project with appropriate IEC strategies and convergence mechanisms with other line departments. DWSM should also ensure fund flow to the GPs for attaining the objectives of NBA. It should review and monitor programme implementation so that the objectives of the district annual action plans may be achieved leading to sustainable Nirmal Gram Panchayats
7.5.1	<p>The role of Block Panchayats in rural drinking water and sanitation sector needs to be strengthened to provide guidance, support and monitor water supply and sanitation status in GPs. Block Panchayat is the ideal unit for providing support to a GP or a group of Gram Panchayats. To achieve this objective, Block Resource Centres (BRC) shall be set up as per Guidelines issued by the Ministry of Drinking Water and Sanitation vide letter no. W.11042/72/2009 dated 24th August 2010. BRC shall provide continuous support to the programmes of the Ministry in terms of awareness generation, motivation, mobilisation, training and handholding of village communities, GPs and VWSCs. The BRC will</p>	<p>The role of Block Panchayats in rural drinking water and sanitation sector needs to be strengthened to provide guidance, support and monitor water supply and sanitation status in GPs. Block Panchayat is the ideal unit for providing support to a habitation, GP or a group of Gram Panchayats. To achieve this objective, Block Resource Centres (BRC) shall be set up as per Guidelines issued by the Ministry of Drinking Water and Sanitation vide letter no. W.11042/72/2009 dated 24th August 2010. BRC shall provide continuous support to the programmes of the Ministry in terms of awareness generation, motivation, mobilisation, training and handholding of village communities, GPs and VWSCs. The BRC will serve as an extended delivery arm of the DWSM</p>

	serve as an extended delivery arm of the DWSM in terms of software support and act as a link between DWSM and the GPs/ VWSCs/ village communities.	in terms of software support and act as a link between DWSM and the GPs/ VWSCs/ village communities. The BRC staff need to be trained and oriented in community led collective behaviour change approaches so that they are able to provide the required support to GPs/habitations.
7.6.1	A Village Water and Sanitation Committee shall be constituted as a sub-committee of Gram Panchayat in Gram Panchayats, for providing support in terms of motivation, mobilization, implementation and supervision of the programme. The VWSC should play a crucial role in the comprehensive and saturation approach to Nirmal Grams.	A Village Water and Sanitation Committee (VWSC) shall be constituted as a sub-committee of Gram Panchayat in Gram Panchayats, for providing support in terms of motivation, mobilization, implementation and supervision of the programme. VWSCs should play a part in support of community-led collective behaviour change at the habitation level. Crucially, each habitation will establish its own Habitation Action Committee to lead and ensure collective behaviour change, construction of toilets through self-help and mutual help, and becoming ODF.
9	Role of Non Governmental organizations	ROLE OF WOMEN, WOMEN'S ORGANISATIONS AND NGOS
9.1	NGOs have a catalytic role in the implementation of NBA in the rural areas. They have to be actively involved in IEC activities and capacity building leading to demand generation, construction and use of sanitation facilities. NGOs may also be engaged to conduct base line surveys and PRAs specifically to determine key behaviours and perceptions regarding sanitation, hygiene, water use, O&M, etc. NGOs can also open and operate Production Centers and Rural Sanitary Marts. Selection of NGOs should be done following a transparent criterion.	Women and their organisations are central to the new NBA. Women much more than men suffer deprivations from lack of toilets. Without toilets, they face the indignity and dangers of OD, the discomfort, ill-being and dangers of having to defecate only in the dark, and lack of space and privacy for menstrual hygiene. They stand to gain much more from toilets than men. Women champions and their passion, commitment and leadership can be transformative for collective behaviour change. Women and women's movements and organisations have therefore a key and vital role at all levels in the campaign for Nirmal Bharat. They will be sought out, triggered, and supported through IEC funds to lead in campaigning for ODF and hygienic conditions. In sanitation at least one third of staff at all levels should be women.
9.2		NGOs and women's organisations have many roles in NBA. They can be catalytic in campaigns. They can play a part in training and orientation of stakeholders at all levels in attitudes and behaviour. Where they have themselves been well trained, they can trigger and follow up in CCBC at the local level. Where competent they can conduct research into many aspects of sanitation and hygiene,

		<p>document and disseminate findings, implement baseline surveys, monitor implementation and social audits, and invoke the Right to Information to prevent or expose corruption. They can also play a part in monitoring, in identifying and publicising innovations, and in advocacy. IEC funds can be used to support these activities by women's organisations and NGOs.</p> <p>Monitoring and Evaluation</p> <p>20.3 Monitoring of implementation is conducted in an MIS system, and the data thus collected is presented online on the MDWS website. There is no information available on the website of actual use of toilets, nor about dysfunctional or missing toilets. MIS data online will henceforth contain information about actual use of toilets, which will be verified via Social Audits, and reported in the online MIS of MDWS. Secondly, reported data on toilets built or being in actual use by State officers will be verified and authenticated once in two years, by rigorous statistical means, by selecting a small sample of districts for verification of data reported by State officers.</p>
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