

**Ministry of Drinking Water & Sanitation
Government of India**



Background Note and Agenda for Regional Meetings with State Secretaries In-charge of Rural Drinking Water and Sanitation (Himachal Pradesh, Sikkim, Uttarakhand, Jammu & Kashmir, Punjab and Haryana)

Nirmal Bharat Abhiyan (NBA)

**6th July, 2012
Chandigarh**

**AGENDA FOR REGIONAL MEETING OF THE STATE SECRETARIES IN-CHARGE
OF RURAL DRINKING WATER AND SANITATION TO BE HELD ON 6TH JULY, 2012**

The **Nirmal Bharat Abhiyan (NBA)** envisages to cover the entire community as following : .

- Annual identification of proposed Nirmal Grams in a phased manner based on defined criteria
- Whole GPs to be taken up for Nirmal Grams in a saturation mode
- Gram Panchayats with water availability in all habitations to be given priority
- GPs with higher sanitation coverage to be prioritised under NRDWP
- Priority also to Nutrition Focus Distts, Adarsh Grams and Minority concentrated districts with a view to create **Nirmal Grams**

- Provide increased incentive amount IHHL for both BPL and APLs who are SCs/STs, Small and Marginal Farmers, Landless Labourers with Homestead, Physically Handicapped and Women Headed Households

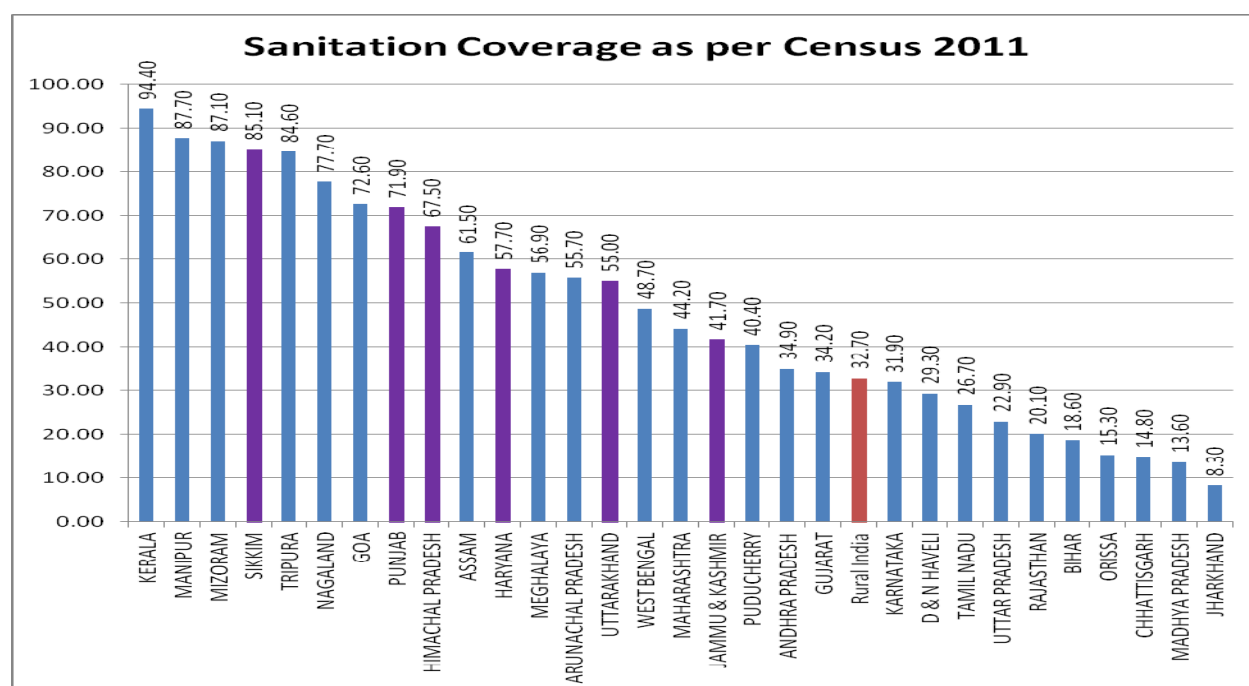
- Incentive for above to be upto Rs 10,000 per IHHL with Rs 5500 under NBA including Rs 900 as beneficiary contribution, and Rs 4500 under MNREGS.
- NBA Central Share of incentive raised from Rs. 2200.00 to Rs. 3200.00
- State Government share of incentive will be Rs.1400.00
- Minimum beneficiary contribution from Rs.300.00 to Rs. 900.00
- Additional provision of Rs. 500 for hilly and difficult areas to continue
- State Governments to have flexibility to provide higher incentive for IHHL from their own funds
- Solid and Liquid Waste management (SLWM) to be implemented in ‘project mode’ for each Gram Panchayat (GP) with financial assistance for each GP on basis of number of households.
- Provision of Rs. 7/12/15/20 lakh for Gram Panchayats having up to 150/300/500/ more than 500 households on a Centre and State/GP sharing ratio of 70:30.
- Projects to be prioritized in identified GPs targeted for Nirmal status and those that have already been awarded Nirmal Gram Puraskar (NGP). Any additional cost requirement to be met from the State/GP.
- Capacity Building component to be a part of IEC which is up to 15 per cent of the project outlay and 2 per cent of that to be earmarked for Capacity Building.
- Administrative component to be reduced to up to 4 per cent of the project outlay, as against the present provision of up to 5 per cent.
- Prioritise construction of Anganwadi toilets in government buildings in 200 high focused districts to assist in tackling the issue of malnutrition.
- Provide space for role of NGOs, Self Help Groups and CBOs in NBA.
- All government buildings constructed with financial support of the Centre to have appropriate sanitation facilities as an integral part.
- The date of implementation for the revised proposals to be with effect from 01.04.2012.

Agenda items for discussions in respect of rural sanitation are as follows:

1. Review performance of states

1.1 Rural Sanitation Coverage : As per census 2011, sanitation coverage in rural India has reached 32.70% taking into consideration the increased population. Census 2011 has reported an increase in 2.96 crore households in rural areas as compared to census 2001. As per NSSO Report of 2008-09, 34.80 % rural households used toilets. As per Online Reporting Data from Ministry of Drinking Water & Sanitation 68.41% of the total project objectives identified have been achieved. Comparative statement of State wise figures with respect to Rural Sanitation coverage as per Census 2001, NSSO-2008-09 Survey, Census2011 and NBA Online Monitoring System 2010-11 is as under.

State Name	Census2001	Sanitation Coverage NSSO (2008-09)	Census 2011	Sanitation Coverage against project objectives as per TSC online 2010-11
HARYANA	28.66	54.70	57.70	91.80
HIMACHAL PRADESH	27.72	53.50	67.50	100.00
JAMMU & KASHMIR	41.80	65.10	41.70	39.59
PUNJAB	40.91	63.80	71.90	93.41
SIKKIM	59.35	97.50	85.10	100.00
UTTARAKHAND	31.60	20.80	55.00	73.59
All India	21.92	34.80	32.70	68.41



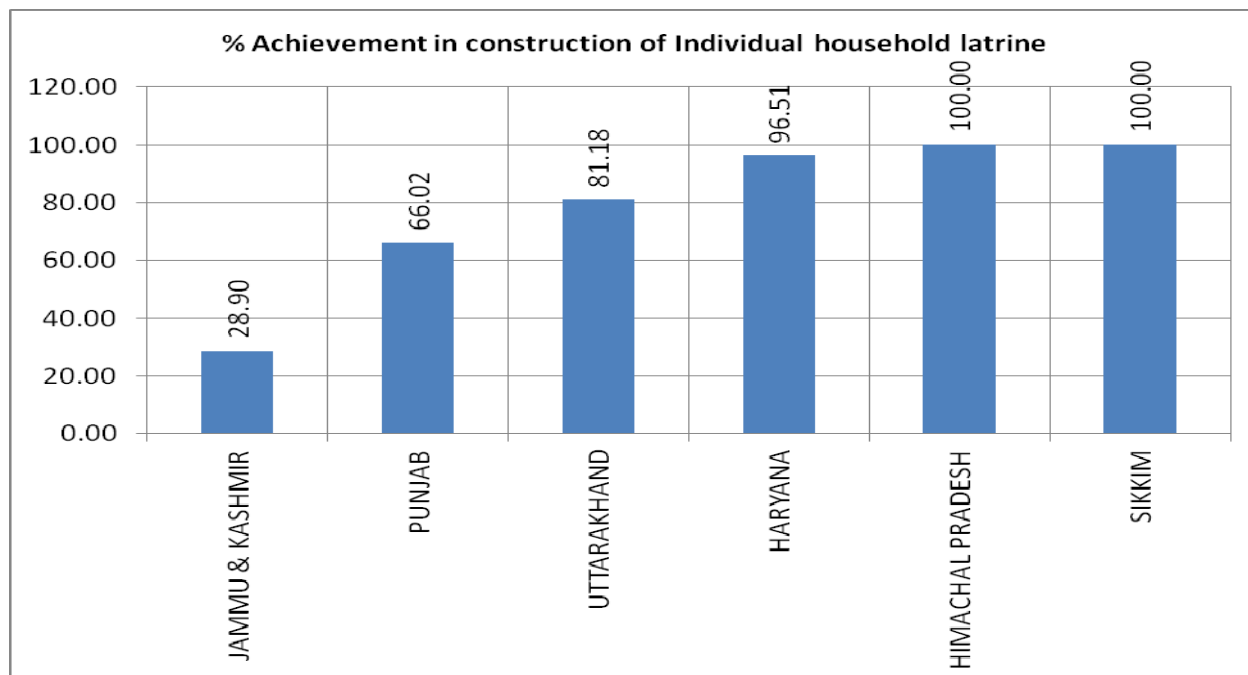
There appears to be a big data gap between the Census 2011 figures and the data reported by the States to the Ministry. There is need to identify the reasons for this data gap and take suitable measures to accelerate sanitation coverage in the country.

1.2 Cumulative Physical progress

State-wise detailed physical progress is at **Annexure-I**

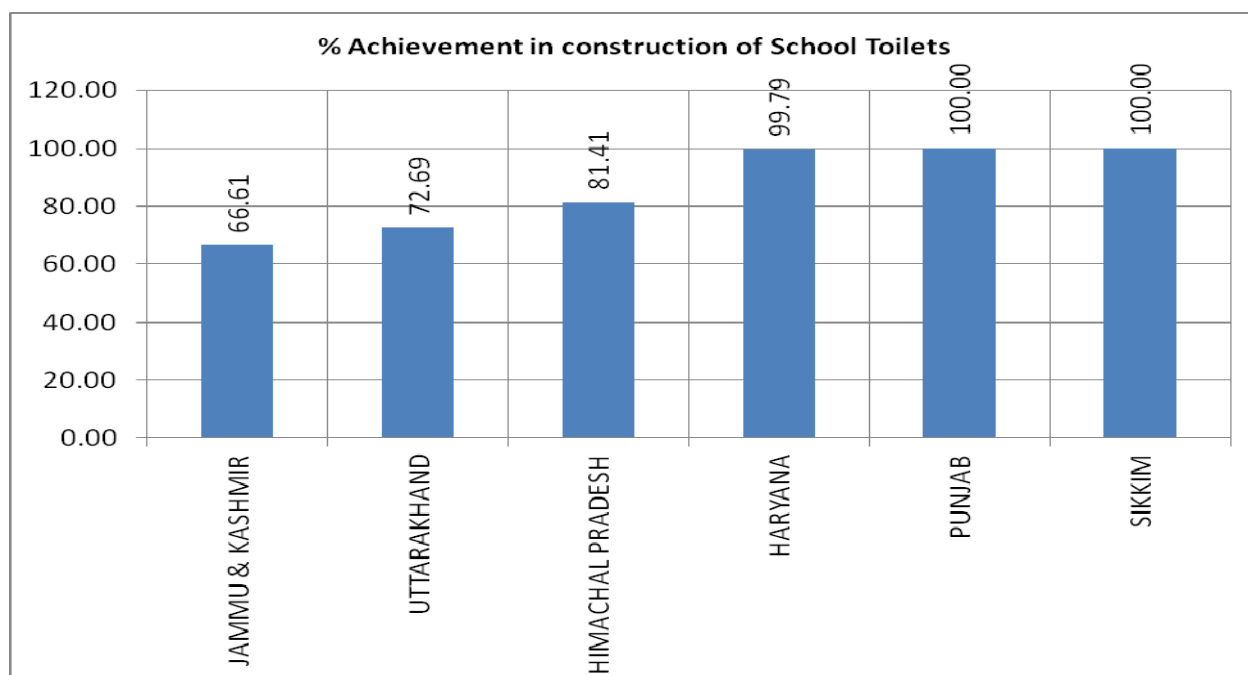
(a) Cumulative achievement in construction of Individual household latrines (IHHLs) Upto 31.5.12

In construction of individual household latrine (IHHL), the performance of Jammu & Kashmir and Punjab is below the national average



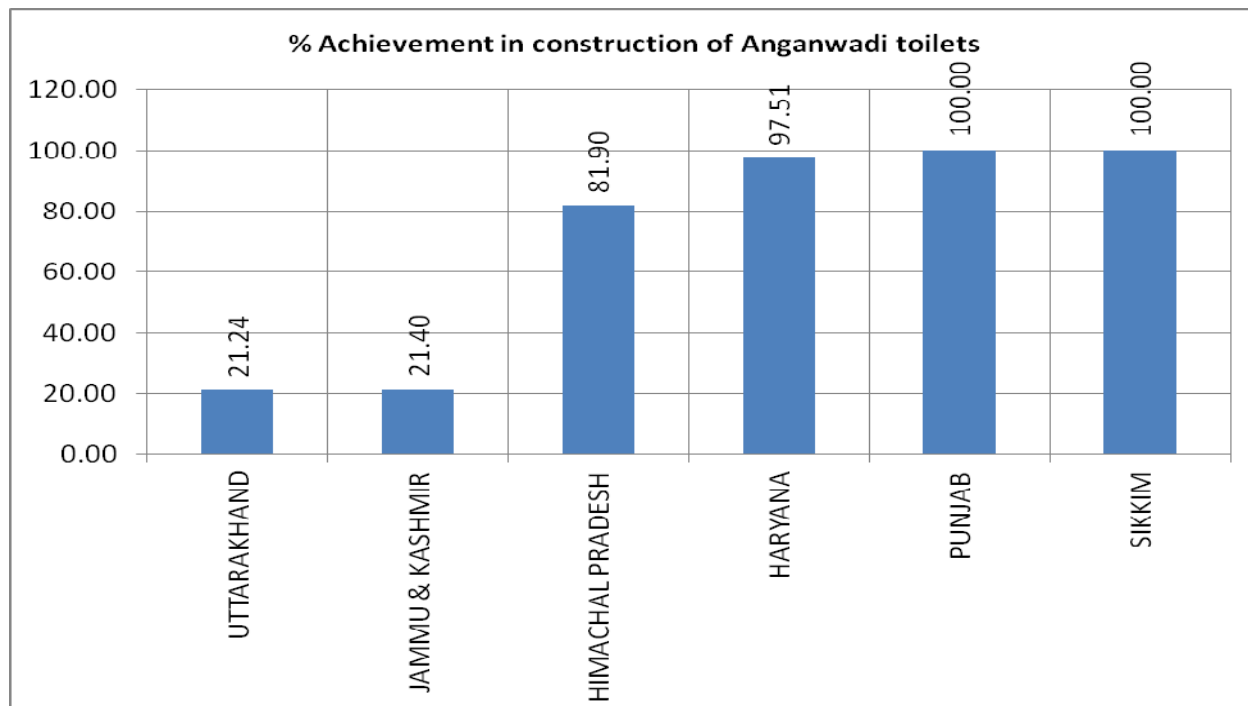
(b) Cumulative achievement in construction of School Toilet

In construction of School toilet the performance of **Jammu & Kashmir and Uttarakhand** is below the national average.



(c) Cumulative achievement in construction of Anganwadi Toilet

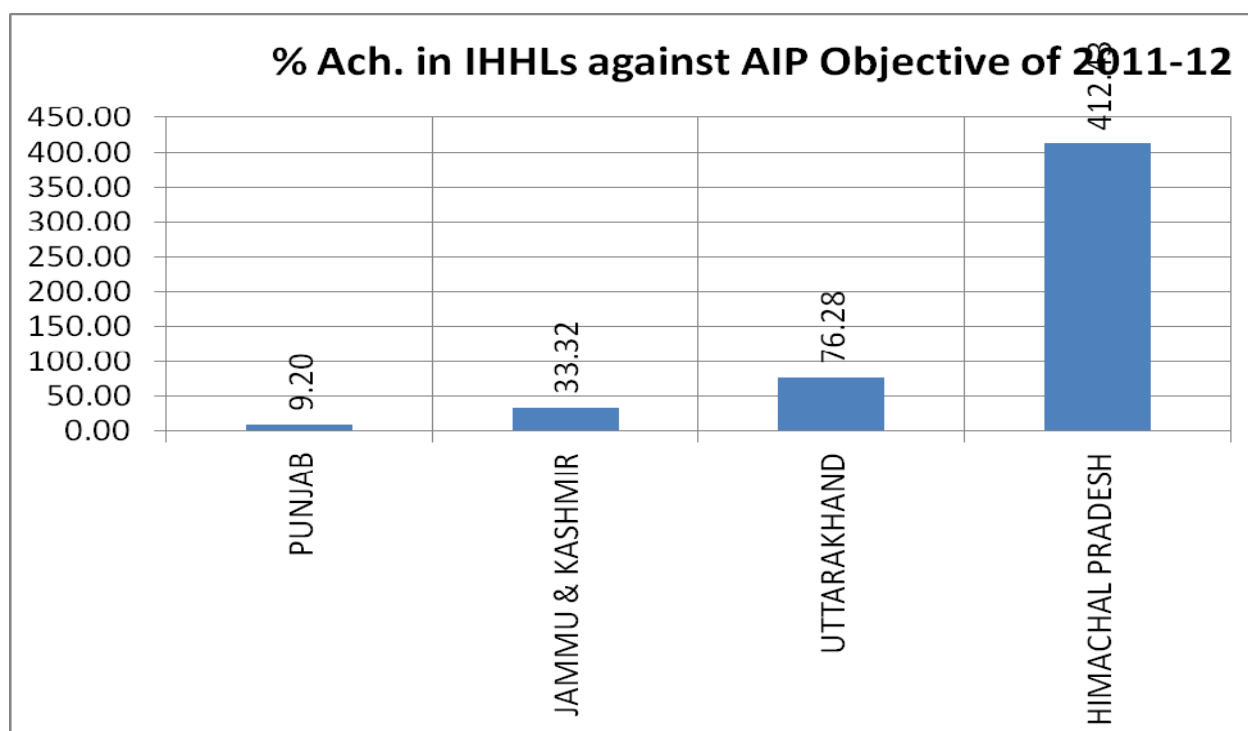
In construction of Anganwadi toilet the performance of **Uttarakhand and Jammu & Kashmir** is below the national average



1.3 Achievement against AIP Objectives 2011-12

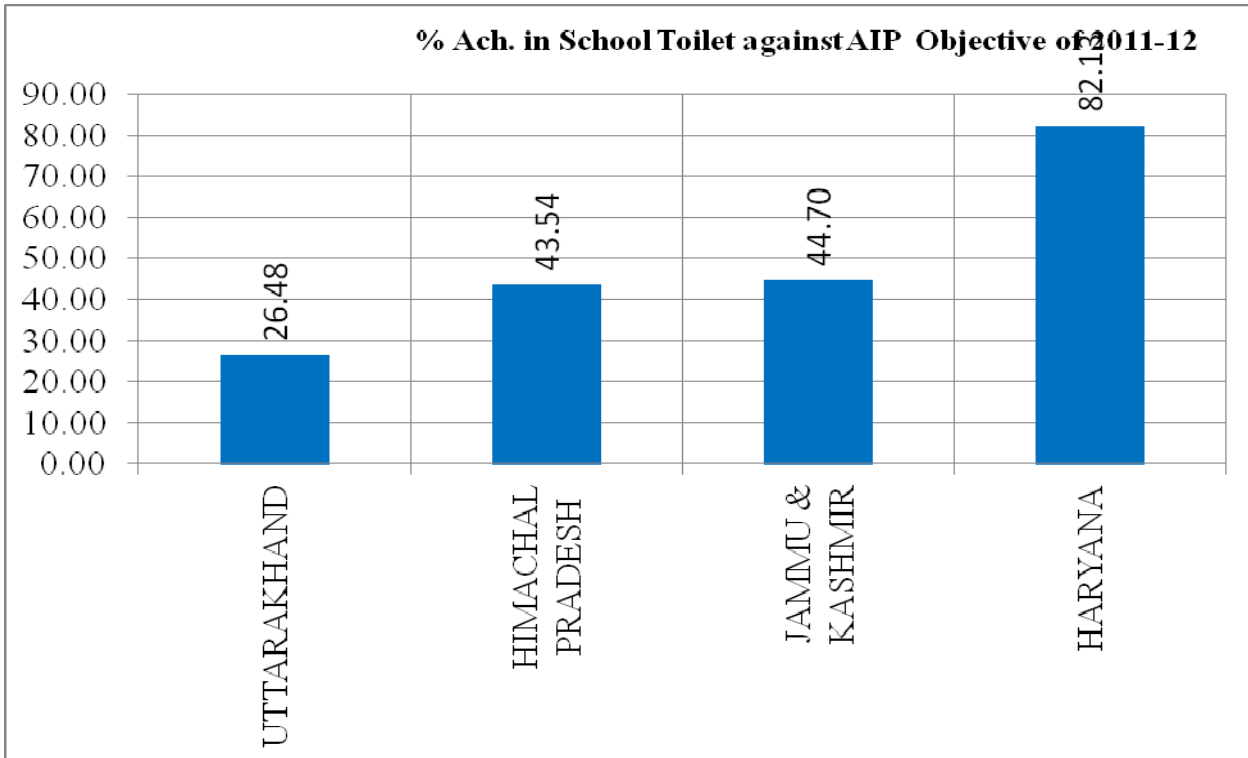
(a) Achievements against AIP Objective-2011-12 in construction of Individual household latrines

In construction of individual household latrine (IHHL), the performance of **Punjab, Jammu & Kashmir** is below the national average :



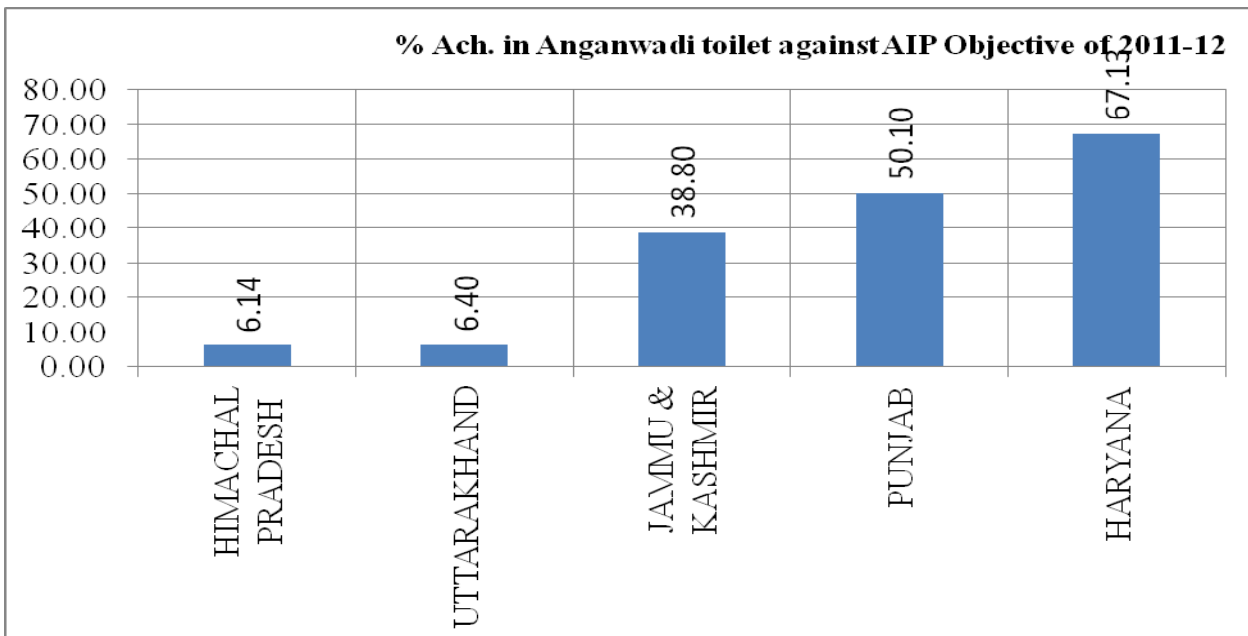
(b) Achievements against AIP Objectives-2011-12 in construction of School Toilet Units

In construction of School toilet the performance of **Uttarakhand, Himachal Pradesh, Jammu & Kashmir and Haryana** is below the national average:



(c) Achievements against AIP Objective-2011-12 in construction of Anganwadi Toilet

In construction of Anganwadi toilet the performance of **Himachal Pradesh, Uttarakhand, & Jammu & Kashmir** is below the national average :



1.4. Financial Progress : The total financial outlay under the NBA is Rs. 22672.36 crore Central, State and beneficiary shares of the projects are Rs. 14888.92 crore, Rs. 5549.19 crore and Rs. 2234.24 crore respectively. An amount of Rs. 8898.39 crore has already been released by the Government of India for implementation of these projects, out of which Rs. 7019.24 crore has been reported to be utilized as reported by the States upto May, 2012.

State-wise status is given below-

State	(Rs. in crore)			
	Approved-Centre share	Centre-Release	Centre-Exp	% Exp. against released
HARYANA	13922.67	11136.10	10122.03	90.89
HIMACHAL PRADESH	13118.40	7081.23	6244.66	88.19
JAMMU & KASHMIR	28374.07	11754.80	7128.28	60.64
PUNJAB	15139.89	2921.86	1258.13	43.06
SIKKIM	1338.56	1123.07	1010.21	89.95
UTTARAKHAND	9993.12	5769.91	5274.03	91.41

State-wise detailed financial progress is at **Annexure-II**

1.5. State-wise unspent balance during the year 2011-2012

The Opening balance as on 1-4-2011 was **Rs. 1176.85 crore**, which has increased to **Rs. 1281.65 crore** as on 1-4-2012. Some states like **Haryana, Himachal Pradesh, Jammu & Kashmir, Punjab, Uttarakhand** reportedly have high unspent balance as compared to last year.

These states are requested to reduce unspent balances. State-wise position given below:

Rs. in Lakh					
S.N.	State Name	Opening Balance as on 1-4-2011	Release During 2011-12	Exp. During 2011-12	Unspent balance as on 31-3-2012
1	HARYANA	2339.40	335.27	1542.35	1132.32
2	HIMACHAL PRADESH	1735.93	469.57	1274.65	930.85
3	JAMMU & KASHMIR	2635.68	967.95	2469.42	1134.21
4	PUNJAB	1489.41	283.18	108.36	1664.23
5	SIKKIM	112.86	0.00	0.00	112.86
6	UTTARAKHAND	1161.59	804.76	1312.67	653.68

1.6 Information, Education and Communication (IEC)

Sanitation programme for its success and sustainability require empowered, aware and skilled stakeholders capable of planning, implementation, operation, maintenance and management of sanitation schemes. Information, Education and Communication (IEC) is an extremely important component for Rural Sanitation programme that lays the basis for successful implementation of the programme. It serves as a platform for informing, educating and persuading people to realize their roles and responsibilities and benefits accruing from investing in right sanitation practices. IEC play a very critical role in bringing behavior change on various aspects of safe sanitation, creating effective demand, usage and links to health and hygiene.

Communicating this approach across tiers and building the capacity of different stakeholders involved in implementation is integral to the success of the program. The conventional IEC approaches like posters, pamphlets, wall writing, etc. may be undertaken but they have limited appeal and impact. It is therefore, observed that the best way to create impact has been to follow a holistic approach that empowers communities through participatory, methodologies, which ‘trigger’ the minds of the community members to take informed decisions regarding their sanitation status. The communication at community level can be supplemented by a mass media Behavior Change Communication (BCC) initiative, which focuses on changing social and cultural norms regarding open defecation and maintaining a clean environment, which will not only change behaviors, but most importantly, support sustainability of the behavior change.

Therefore, Ministry has already issued elaborate IEC Guidelines in order to provide a broad framework to the States for the implementation of IEC activities to increase awareness among rural people, generation of demand for sanitation facilities and creation of clean environment. Up to 15% of each district project outlay can be utilized for IEC activities aimed at generating effective demand and spreading hygiene education.

The Ministry is gearing for a renewed approach towards IEC by focusing on behavior change aiming not only for complete total coverage but also ensuring usage and sustainability.

SMS based Communication can be an effective tool for dissemination of awareness for Sanitation. States must explore and initiate SMS based system looking to massive use of mobile phone in rural India.

(a) WASH Communication and Advocacy Strategy (2012-2017) Strategy

There is a need to supplement the decentralized IEC envisaged under NBA through an extensive national level campaign based on well defined communication strategy to create awareness among the whole range of beneficiaries to generate effective demand and sustain the same through repeated decentralized IEC.

A paradigm shift is now being formalized for the programme as **Nirmal Bharat Abhiyan (NBA) with a radical change in policy, stressing upon creating community demand for basic sanitation with healthy, hygienic practices and simple attractive messaging with a focused Communication Strategy in a saturation mode.** With a view to put an increased thrust on a new approach towards IEC, the Ministry is in the process of documenting a framework for a five year **Communication and Advocacy Strategy (2012-2017)**. This framework for the social and behavioral change communication for sanitation and hygiene has been formulated after a series of regional and national level consultations. The strategy also includes a **District Communication Template** intended to guide the district officials highlighting the objectives, budgets allocation and list of activities along with permissible limit for expenditure. The overall goal of the communication strategy is to attain a positive behaviour change among stakeholders with respect to sanitation and hygiene practices.

The strategy is designed to roll out a number of activities in phased manner, including implementation to monitoring. It intends to provide a framework for States **to develop State-specific action plans** for rolling out of the strategy. The time frame for the roll out of the strategy would need to be developed by the States in consultation with other development partners. Phase one and two of the strategy will focus on raising understanding and visibility of sanitation and hygiene behaviours and create an enabling environment for change. Social and Behaviour Change Communication phase will empower individuals and family to take decisions based on

information and improved understanding; motivate the community to play a proactive role and support change and influence perceptions, beliefs and attitudes that may change sanitation practices and existing social norms. Phases of the Communication Strategy need not be sequential but essentially overlap.

Through these three overlapping phases, the campaign will reach out to children and mothers, influencers and decision makers across the country, at strategically appropriate times, to build up a momentum of supportive public will and a movement for positive change.

1.7 Convergence with others Schemes

With a view to scale up the implementation of the Nirmal Bharat Abhiyan (NBA), the Ministry has been making efforts for effective convergence of the other key flagship schemes of Government of India particularly with respect to provision of individual household latrines (IHHL) and institutional toilets. The Ministry has undertaken convergence initiatives with schemes of Mahatma Gandhi Rural Employment Guarantee Scheme (MGNREGS), Indira Awas Yojana (IAY) implemented by the Ministry of Rural Development and ASHA workers the grassroots health activist under the framework of Ministry of Health and Family Welfare.

(a) Convergence with MGNREGS: Guidelines of the scheme of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) implemented by Ministry of Rural Development now include provisions for construction of IHHLs, Anganwadis, and schools, and Solid and Liquid Waste Management projects in conjunction with NBA. A Gazette notification in this regard has been issued vide no. date and detailed guidelines for taking up works relating to access to sanitation facilities have been issued vide order no. dated . These are available on the Ministry’s website as well as on website of Ministry of Rural Development.

(b) Convergence with IAY : The Indira Awas Yojana guidelines (Chapter III, para 3.2) state that “There should be convergence with activities and funds provided under the Nirmal Bharat Abhiyan (NBA) for providing sanitary latrines in IAY houses. All efforts should be made to ensure that every IAY house is provided with a sanitary latrine under the Nirmal Bharat Abhiyan(NBA). Intensive IEC may be done for construction and usage of toilets before and after construction to achieve open defecation status of each household/cluster. The state wise figure for IAY and Toilets constructed in the last year as per on line reporting on IAY website is as follows:

IAY and Toilets constructed during 2011-12

S.NO.	State	2011-12		
		IAY Constructed	Toilet constructed	% Toilet constructed
1	HARYANA	17038	17373	101.97
2	HIMACHAL PRADESH	6019	6019	100.00
3	JAMMU AND KASHMIR	7264	0	0.00
4	PUNJAB	16622	3815	22.95
5	SIKKIM	1805	0	0.00
6	UTTARAKHAND	15573	11446	73.50

The states must ensure that all IAY houses must have toilets through NBA funds.

(c) Convergence with NRHM and Role of ASHA : The Accredited Social Health Activist (ASHA) is one of the key components of the National Rural Health Mission (NRHM) who works as an interface between the community and the public health system to promote health care at household level. Behaviour Change Communication (BCC) is critical for adoption of good sanitation practices by communities wherein ASHAs can contribute significantly. **There are 8.1 lac ASHAs in the country and each one of them can play a key role at the village level, in creating awareness for demand generation for sanitation** facilities. Some States like **Madhya Pradesh, Rajasthan and Maharashtra** reportedly are already utilising their services successfully for advocating the cause of good sanitation. An incentive of Rs 75/- per household toilet has been fixed as a norm to be given to ASHA workers for promoting toilet usage. Payment of the incentive may be made from the 15% of the District Project outlay that is earmarked for IEC activities under NBA.

NBA Guidelines also provide for incentivizing all motivators, including Anganwadi workers, for sanitation promotion .

(d)Monitoring

To ensure proper utilization of funds and to monitor the progress of sanitation coverage various strategies of Monitoring Viz. Process monitoring, Usage and sustainability monitoring, Impact monitoring, Management Information System based Monitoring, citizens audit, and Independent third party monitoring of implementation of TSC may be deliberated upon and systems for setting up monitoring mechanisms be decided. A system of concurrent evaluation may be put in place for effective monitoring of the programme.

(e) Swachhata Doots

The Ministry has asked States to engaged Swachchhata Doots or Sanitation Messengers, to strengthen communication machinery at the village level with participatory social mobilization and proactive work at the grass-root level for behavior change and demand creation. The Ministry has also issued a guideline in this regard laying down the terms and conditions for the engagement of village level motivators. A detailed account of the Swachchhata Doots is also maintained in the website with the names and contact details. The dedication and enthusiasm of these messengers will surely go a long way towards enhancing rural sanitation coverage.

The main objectives of engaging “Swachchhata Doot” for sanitation activism/mobilization are:

- Provide a local person as consultant in the Gram Panchayats for sustainable TSC and to catalyse behavioural changes in individuals in respect of open defecation, hygiene, and water safety, safe disposal of solid and liquid waste.
- Develop a cadre of trained volunteer for working in sanitation, water and hygiene in village for sustainable sanitation and for making the villages ‘open defecation free’
- Strengthen coordination amongst various stakeholders including the rural households, community, members of Panchayat, Members of VWSCs, ASHA, Anganwadi workers, SHGs, Block and Cluster Coordinators.
- To ensure sustained sanitation through awareness about quality control in construction and maintenance of sanitation facilities and developing a team of mesons.
- To assist in generating awareness in schools and anganwadis for bringing out behavioural changes in school children and safe disposal of child excreta.
- To facilitate social audit of TSC
- Strengthen monitoring mechanism under TSC

States may also designate Bharat Nirman Volunteers of Ministry of Rural Development as Swachhata Doots and give recognition for services rendered.

S.N.	State	No. of Swachhata Doot
1	HARYANA	5835
2	HIMACHAL PRADESH	2317
3	JAMMU & KASHMIR	6
4	PUNJAB	0
5	SIKKIM	0
6	UTTARAKHAND	2398
		10556

1.8 Utilisation Certificate

States must ensure timely submission of UCs and ASAs as per provisions for release of annual instalments. A separate note is being circulated in this regard. State-wise status is given below :-

State	Amount to be release as per available fund in 2012-13	Proposed release in 2012-13 as 1st Instalment	Status
HIMACHAL PRADESH	3333.90	1666.95	UCs/ASA has been received is under submission for release of first installment for 2012-13.
JAMMU & KASHMIR	7022.04	3511.02	concluded and released
PUNJAB	550.52	275.26	Papers not complete, letter issued.
UTTARAKHAND	2541.96	1270.98	UCs/ASA has been received is under submission for release of first installment for 2012-13.
WEST BENGAL	30638.13	15319.06	UCs/ASA has been received is under submission for release of first installment for 2012-13.
SIKKIM	451.90	74.83	Some discrepancies observed in papers and the State has been sent letter.

PERCENTAGEWISE PHYSICAL PROGRESS REPORT AS PER INFORMATION RECEIVED UPTO 31-5-2012

Percentage wise Project Performance against Project Objectives

SL.No.	State	IHHL BPL			IHHL APL			IHHL TOTAL			Sanitary Complex			School Toilets			Toilets for Anganwadi		
		Appr.	Ach.	% age	Appr.	Ach.	% age	Appr.	Ach.	% age	Appr.	Ach.	% age	Appr.	Ach.	% age	Appr.	Ach.	% age
1	HARYANA	636940	613841	96.37	1458494	1408494	96.57	2095434	2022335	96.51	1335	1271	95.21	9160	9141	99.79	7599	7410	97.51
2	HIMACHAL PRADESH	218167	248809	100	632583	779334	100	850750	1028143	100	1229	708	57.61	20738	16882	81.41	10308	8442	81.9
3	JAMMU & KASHMIR	703071	265866	37.81	767732	159240	20.74	1470803	425106	28.9	1080	926	85.74	27277	18169	66.61	1070	229	21.4
4	PUNJAB	623198	211235	33.9	544370	559603	100	1167568	770838	66.02	411	83	20.19	7464	7892	100	3274	4179	100
5	SIKKIM	51302	58104	100	35712	36496	100	87014	94600	100	789	913	100	1604	1606	100	340	416	100
6	UTTARAKHAND	441631	344213	77.94	444670	375260	84.39	886301	719473	81.18	470	92	19.57	3925	2853	72.69	1601	340	21.24
Total		2674309	1742068	65.14	3883561	3318427	85.45	6557870	5060495	77.17	5314	3993	75.14	70168	56543	80.58	24192	21016	86.87

FINANCIAL PROGRESS REPORT UPTO 31-5-2012

Rs. in lakh

S.N.	State Name	Total Projects Outlay	Approved Share			Release of funds				Expenditure Reported			
			Centre	State	Benef	Centre	State	Benef	Total	Centre	State	Benef	Total
1	HARYANA	23087.84	13922.67	5687.00	3478.17	11136.10	5173.13	4146.73	20455.95	10122.03	4318.20	2600.29	17040.52
2	HIMACHAL PRADESH	19632.55	13118.40	4997.33	1516.82	7081.23	2766.05	815.66	10662.94	6244.66	2324.09	577.70	9146.45
3	JAMMU & KASHMIR	40598.74	28374.07	9628.36	2596.31	11754.80	2926.52	1904.21	16585.53	7128.28	2857.34	778.16	10763.78
4	PUNJAB	24134.47	15139.89	6532.40	2462.18	2921.86	822.21	106.29	3850.36	1258.13	351.13	93.86	1703.12
5	SIKKIM	2053.82	1338.56	440.74	274.52	1123.07	1051.82	729.45	2904.34	1010.21	1051.82	729.45	2791.48
6	UTTARAKHAND	15091.07	9993.12	3641.26	1456.69	5769.91	2141.85	766.02	8677.78	5274.03	1904.23	760.49	7938.75
	Total :-	124598.49	81886.71	30927.09	11784.69	39786.97	14881.58	8468.36	63136.90	31037.34	12806.81	5539.95	49384.10