



## ABSTRACT

Schemes – Centrally Sponsored Scheme - Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) – Guidelines for Planning, Execution and Monitoring of Sanitation Works in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme - Approved – Orders issued.

Rural Development and Panchayat Raj (CGS.1) Department.

G.O. (Ms) No.121

Dated: 28.11.2012

Read:

Commissioner of Rural Development and Panchayat Raj, Chennai – 15, Letter No.84568/2010/ MGNREGS-1, dated 29.09.2012.

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### ORDER:

The Commissioner of Rural Development and Panchayat Raj, in the letter read above, has stated that the Government of India have informed the continuance of Total Sanitation Campaign(TSC) renamed as Nirmal Bharat Abhiyan (NBA) during the 12<sup>th</sup> Five year plan and the new Nirmal Bharat Abhiyan guidelines has been issued in July 2012. The revised Nirmal Bharat Abhiyan guidelines provides for taking up Sanitation works in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). The Ministry of Rural Development, Government of India have issued guidelines for taking up works relating to access to Sanitation facilities under MGNREGA with the following objectives:

- a) Improve the quality of life of the rural people and thereby strengthen the base of rural livelihood.
- b) To create durable assets in rural areas and improve the infrastructure at village level.
- c) Accelerate sanitation coverage in rural areas by providing privacy and dignity to women.

As per these guidelines, construction of Individual Household Latrines and Solid and Liquid Waste Management works under Nirmal Bharat Abhiyan can be taken up in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme.

2. Based on the above guidelines of Government of India, the Commissioner of Rural Development and Panchayat Raj has sent the draft guidelines for Planning, Execution and Monitoring of Sanitation Works in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme and requested the Government to approve the draft guidelines for Planning, Execution and Monitoring of Sanitation Works in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme.

3. The Government, after careful examination of the proposal of the Commissioner of Rural Development and Panchayat Raj, have decided to accept it and approve the guidelines for Planning, Execution and Monitoring of Sanitation Works in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme annexed to this Government order.

(BY ORDER OF THE GOVERNOR)

N.S. PALANIAPPAN,  
PRINCIPAL SECRETARY TO GOVERNMENT,

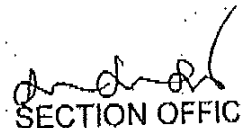
To  
The Commissioner of Rural Development and Panchayat Raj, Chennai – 15,  
All Collectors, (Through the CRD & PR, Chennai – 15)  
All Project Directors, District Rural Development Agencies,  
(Through CRD & PR, Chennai – 15.

Copy to:

The Secretary,  
Ministry of Rural Development,  
Department of Rural Development,  
Government of India, Krishi Bhavan,  
New Delhi – 110 114.

The Senior Personal Assistant to Hon'ble Minister (MA & RD), Chennai – 15,  
The Private Secretary to Principal Secretary to Government,  
Rural Development and Panchayat Raj Department, Chennai – 15.  
SF/SC

//True copy//

  
SECTION OFFICER.

4/11/12  
28/11/12

## Annexure

### GUIDELINES FOR PLANNING, EXECUTION AND MONITORING OF SANITATION WORKS IN CONVERGENCE WITH MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME

#### 1. Introduction:

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is the flagship programme of Government of India and is being implemented since 2.2.2006. As a measure to fulfil the basic objective of providing 100 days of employment to the families whose adult persons are willing to do unskilled labour, Government of Tamil Nadu has, hitherto permitted only 100% Labour intensive works. In this context, Ministry of Rural Development, Government of India has issued detailed guidelines for taking up works relating to access to Sanitation facilities under Mahatma Gandhi National Rural Employment Guarantee Act vide Letter No.J-11017/41/2011/Mahatma Gandhi National Rural Employment Guarantee Act (Pt) Dated 11.09.2012.

In order to improve the Sanitation facilities in the rural areas of Tamil Nadu, it has been decided to converge Mahatma Gandhi National Rural Employment Guarantee Scheme with Nirmal Bharat Abhiyan (NBA) for construction of Individual Household Latrine (IHHL) and taking up Solid and Liquid Waste Management.

Since construction of Anganwadis with toilet facilities and construction of School toilets are being done through various State schemes like MLACDS, CSIDS, etc., it is decided not to converge Mahatma Gandhi National Rural Employment Guarantee Scheme for the construction of Anganwadi Toilet Units and School Toilet Units.

#### 2. Objectives:

The objectives for including access to sanitation facilities under MGNREGS are as follows:

- a) Improve the quality of life of the rural people and thereby strengthen the base of rural livelihood.
- b) To create durable assets in rural areas and improve the infrastructure at village level.
- c) Accelerate sanitation coverage in rural areas by providing privacy and dignity to women.

#### 3. Activities that are permitted for providing sanitation facilities in the rural areas under MGNREGS :

- a) Construction of Individual Household latrines under Nirmal Bharat Abhiyan, in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme as per the guidelines issued by the Government of India in this regard.

- b) Solid and Liquid Waste Management works like Compost Pits, Earthen Drain, Soak Pits, Recharge Pits, Jungle Clearance including Parthenium weed eradication in proposed or completed Nirmal Grams.

#### 4. PLANNING:

a) A combined list of all the eligible beneficiaries from a Village Panchayat desirous of constructing Individual Household latrines (IHHL) shall be prepared. The District Programme Coordinator / District Collector will issue the administrative sanction under Mahatma Gandhi National Rural Employment Guarantee Scheme for all the IHHLs that are approved by Grama Sabha for the year, clearly indicating the labour portion under Mahatma Gandhi National Rural Employment Guarantee Scheme and the material portion to be converged from Nirmal Bharat Abhiyan. The labour budget for the IHHL component under Mahatma Gandhi National Rural Employment Guarantee Scheme village Panchayat wise will be worked out accordingly. Based on the Administrative Sanction, the Block Development Officer (Village Panchayats) will issue work order to the beneficiaries individually, with a copy marked to the Village Panchayat Presidents concerned.

b) Administrative Sanction for Solid and Liquid Waste Management (SLWM) works identified in each habitation of the Village Panchayat taken up for SLWM project during the year will be accorded individually. Administrative Sanction shall be accorded based on the estimates prepared as per the prevailing Rural Schedule of Rates for Mahatma Gandhi National Rural Employment Guarantee Scheme works.

c) The list of IHHL and SLWM works will be put up in the Grama Sabha for approval and inclusion in the shelf of projects. The Labour Budget prepared for the year under Mahatma Gandhi National Rural Employment Guarantee Scheme should also include both these components.

#### 5. Guidelines for the Sanitation Works :

##### **A. Construction of Individual Household Latrine (IHHL):**

##### **i. Unit Cost and Type Design:**

• The Unit Cost for each Individual Household Latrine will be as follows:

1.	Central Share*	:	Rs. 3,200/-
2.	State Share including additional amount provided by State Government**	:	Rs. 2,500/-
3.	Beneficiary Contribution	:	Rs. 900/-
	<b>Unit cost under NBA</b>		<b>Rs. 6,600/-</b>
4.	Assistance from MGNREGS ***	:	Rs. 4,500/-
	<b>Total Unit Cost</b>		<b>Rs.11,100/-</b>

\* The Central Share would be Rs.3,700 in the case of Hilly and difficult areas.

\*\*As per G.O. Ms. No.59, Rural Development & Panchayat Raj (CGS-1) Department, dated 17.7.2012 and Government Letter No.18956/CGS-1/2012-2 Rural Development & Panchayat Raj Department, dated- 5.9.2012.

\*\*\* The Government of India guidelines provides for both skilled and unskilled labourers. The wages for labour will be worked out based on the prevailing Schedule of Rates from time to time

- The Type Design for the construction of IHHL with detailed estimate and Ready Reckoner will be issued separately by Commissioner of Rural Development and Panchayat Raj. If a beneficiary chooses to make IHHL of a superior design/ bigger dimensions, same may also be accepted. However, payment from MGNREGS/NBA will be restricted to provisions of these guidelines.
- **Eco-San Toilets:** Ecological Sanitation structures are most ideal for areas where water is scarce and pour-flushing implies water to be carried from source, or areas where water table is high such as flood plains or coastal areas and densely populated areas where risks of ground water pollution from pits to drinking water sources is assessed high. Hence, Individual Household Toilets based on Eco-San Model is also permitted as provided in the guidelines and publications of Ministry of Drinking Water and Sanitation. A Model Type design with estimate will be separately issued by Commissioner of Rural Development and Panchayat Raj. However, payment from MGNREGS/NBA will be restricted to provisions of these guidelines.
- Based on the convergence guidelines of Government of India, the model Nominal Muster Roll (NMR) cum pay order to be used for construction of each IHHL will be designed and communicated by Commissioner of Rural Development and Panchayat Raj.

ii. The following rural households are eligible for availing incentive/assistance under NBA/MGNREGS for construction of IHHL:

- a) Below Poverty Line (BPL) Households;
- b) Above Poverty Line (APL) households restricted to SCs/STs, Small and Marginal farmers, Landless labourers with homestead, Differently Aabled and Women headed households. Households under these categories should be identified by a Committee comprising of Block Development Officer (VP), Deputy Block Development Officer (ADW) and Village Panchayat President concerned and the list prepared by the Committee should be approved by the Grama Sabha;

- c) All houses constructed under Indira Awas Yojana (IAY) or Chief Minister's Solar Powered Green House Programme or any other Central/State housing scheme shall also be eligible for IHHL under Nirmal Bharat Abhiyan (NBA) and Mahatma Gandhi National Rural Employment Guarantee Scheme;

However, the households which have availed the benefit of IHHL under TSC/NBA or already have a toilet shall not be eligible for assistance / incentive.

### iii. Execution of IHHL works:

- The Village Panchayat will be the implementing Agency.
- Only Job Card holders will be employed for the unskilled part of work. For IHHL, it is necessary that the beneficiary also works on his/her IHHL. If the beneficiary does not hold a job card, he/she should apply for one. However, this condition will be relaxed in the cases of Differently abled and Women headed households if there are no other adult member in the household (for both the categories) and in the case of Women headed households, the age of the head of the household is more than 60 years.
- Contractor is not allowed and machine shall not be deployed for construction of toilet units.
- The entire IHHL unit will be treated as a Mahatma Gandhi National Rural Employment Guarantee Scheme work for the purposes of
  - (a) giving a unique work ID
  - (b) entry in Works & Asset register
  - (c) Social Audit by Gram Sabha
  - (d) evaluation by Vigilance and Monitoring Committee.
- Necessary entries of providing employment to the Job Card holder shall be made in the Household Employment Register (Mahatma Gandhi National Rural Employment Guarantee Scheme Village Panchayat Form No.3) on completion of each toilet unit.
- Each Village Panchayat shall maintain a complete list of all IHHLs whether completed as works under Mahatma Gandhi National Rural Employment Guarantee Scheme or otherwise. In the Asset Register, the breakup of the assistance / incentive utilised from NBA/TSC, State incentive, beneficiary's own contribution and the expenditure from Mahatma Gandhi National Rural Employment Guarantee Scheme should be shown separately.
- **One of the MGNREGS workers of the concerned Village Panchayat will be designated to supervise every 15-25 IHHL's (depending upon the Geographical spread of the IHHL's) proposed to be taken up in a Village Panchayat at one time. The designated worker so identified shall be a Job Card holder preferably from among the Swachhata Doot, PLF/HLF Member, Bharat Nirman Volunteer**

or CP / CRP. Capacity Building and training of the designated worker may be taken up from the State level/District level Mahatma Gandhi National Rural Employment Guarantee Scheme Administrative Cost.

- The designated worker will be responsible for the following:
  - a. Maintain the NMR for all the IHHL's in the Village Panchayat / Habitation assigned to him / her.
  - b. Record attendance for skilled and unskilled labour.
  - c. Ensure that the construction is, at the least, as per the approved design and will certify to that effect.

#### iv. Mode of Payment

- The measurement of the work will be made on completion of the Individual Household Toilet unit.
- Upon completion of assigned IHHL to him / her, designated worker will attest the NMR for attendance, certify the completion of work done and hand it over to the Overseer for further processing.
- The Overseer would then proceed to record the Measurement / Valuation Certificate / Completion certificate in the space provided for that purpose in the NMRs for all such units and hand it over to the Block Development Officer (Village Panchayat).
- On getting the NMR, the Block Development Officer (Village Panchayat) shall issue the funds release order in duplicate to the Village Panchayat. The fund release order should clearly indicate how much amount should be given to the beneficiary from Nirmal Bharat Abhiyan funds and how much amount should be released from Mahatma Gandhi National Rural Employment Guarantee Scheme fund. One copy of release order may be used for processing the payment under Nirmal Bharat Abhiyan and other copy of the release order may be used for processing the payment under Mahatma Gandhi National Rural Employment Guarantee Scheme.
- In respect of the incentive amount under Nirmal Bharat Abhiyan, the Village Panchayat President should make Cheque payment / through ECS to the beneficiary's bank account based on the pass order of the Block Development Officer (VP) from the Village Panchayat Scheme Fund Account No.3. In respect of the wages to be paid, the Village Panchayat President should draw the amount passed by the Block Development Officer (VP) from the Mahatma Gandhi National Rural Employment Guarantee Scheme account maintained by the Village Panchayat and disburse the same to the workers on getting proper acquittance in the space provided for that purpose in NMR.

- Copies of the NMR (after obtaining acquittance for payment to the workers) should be maintained in Block Office, separately, in both NBA and MGNREGS sections.

### 3. Solid and Liquid Waste Management (SLWM)

- The Village Panchayat concerned will be the Implementing Agency.
- Solid and Liquid Waste Management (SLWM) works are to be taken up in the Village Panchayats which have already got NGP Awards or those Village Panchayats that have been proposed as Nirmal Grams under saturation approach during the year. Among the NGP awarded Village Panchayats, those Village Panchayats which are poor in Solid and Liquid Waste Management should be taken up on a priority basis.
- The SLWM project in each habitation of the Village Panchayat will be treated as an independent work and muster roll issued accordingly.
- The **Nominal Muster Rolls** (NMRs) that are being used at present for the regular MGNREGS works shall also be used for SLWM works. The serially numbered, pre-printed NMR, duly attested by the Block Development Officer (Village Panchayats) should be provided to the Programme Officer / Village Panchayat President after making necessary entries in the prescribed Register. The Programme Officer / Village Panchayat President will issue these NMRs to the designated worker in-charge of monitoring the SLWM works in that particular habitation.
- For each of the works in a habitation one worker shall be designated to supervise the work and he / she shall be paid Rs.132/- per day. He/She shall do the following activities:
  - a) Allocating the works in the order of priority;
  - b) Allocating the workers for each of the activity;
  - c) Pre-marking in the case of Compost Pit, Earthen Drain and Soak Pits, etc.;
  - d) Ensuring necessary slope/gradient during the execution of Earthen Drain works so that the flow of liquid waste is not affected and could be properly discharged at the disposal point;
  - e) Maintenance of NMR and recording of attendance;
  - f) Handing over of NMR with all required Abstracts to the Panchayat Secretary.
- Contractor is not allowed and machine shall not be deployed in the SLWM works.
- The entire SLWM work in each Habitation of the Village Panchayat will be treated as a Mahatma Gandhi National Rural Employment Guarantee Scheme work for the purposes of



- (a) giving a unique work ID
- (b) entry in Works & Asset register
- (c) Social Audit by Gram Sabha
- (d) evaluation by Vigilance and Monitoring Committee.

#### **i. Solid Waste Management**

Compost pit for depositing bio-degradable waste and Jungle Clearance including Parthenium weed eradication are the main activities that can be taken up with assistance under Mahatma Gandhi National Rural Employment Guarantee Scheme for Solid Waste Management in the selected Village Panchayat.

##### **a. Compost pit for Bio-degradable waste:**

Compost pit of trapezoidal shape 5m X 5m at bottom and 9.50m X 9.50m at top may be provided in every habitation for the proper disposal of bio-degradable wastes.

Sl. No.	Description	Quantity (m3)	No. of Person days required
1	Ordinary soil	62.99	26.59
2	Hard soil	62.99	38.64
3	Soft Disintegrated Rock	62.99	53.84

##### **b. Jungle Clearance and Parthenium Weed Eradication**

Jungles including parthenium weeds in and around the habitation are a major menace in the villages which are to be eradicated on a regular basis at proper intervals. For the purpose of estimate and measurement, the Rural Schedule of Rate for Jungle Clearance shall be used for this kind of work.

#### **ii. Liquid Waste Management**

Providing Earthen Drain in the streets and provision of soak pits are the major works that can be categorised under Liquid waste management.

- Wherever required Earthen Drain with 0.60m width and 0.45m depth with proper connection to the main drain shall be undertaken. Likewise earthen drain to dispose of the rainwater stagnation shall also be planned based on the topography of the habitations.
- At the end point of the earthen drain a soak pit of 1.50m diameter and 1.50m depth has to be provided wherever necessary and it shall be filled up with locally available boulders and with sand.
- At hand pumps and mini power pump areas, a soak pit of 1.50m diameter and 1.50m depth has to be provided with MGNREGS workers wherever necessary and it will be filled with locally available boulders and with sand.

### Execution of SLWM works

- The works like provision of Compost pits, Earthen drains and Soak pits required in a single habitation will be treated as single work for the purpose of preparation of estimate. While preparing the estimate the exact requirement of mandays for each of the activity should be prepared in the following format:

Sl.No	Activity	Approximate quantity in specified pits	Mandays required
1.	Jungle clearance and parthenium removal		
2.	Excavation of compost pits		
3.	Excavation of Earthen drain		
4.	Provision of soak pits		

- Individuals of Household Latrines may be requested to clear the jungle clearance and parthenium weed eradication themselves at first so as to make sure and divert the designated mandays to other execution works which will improve the quality of IHHL. On completion of Jungle clearance / parthenium weed eradication, the workers shall be engaged in works like erection of compost pit, earthen drain and soak pits in an order of priority.
- On completion of all the solid & liquid waste management works in a habitation, the work will be treated as completed.
- The measurement of the work will be made weekly by the Overseer as per the norms under MGNREGS. The entries of measurement with assessment of work will be entered in measurement book as well in the muster roll.
- On getting the Weekly NMR and the measurement details, the BDO (VP) has to process the Bill and shall issue the Fund Release Order to the Village Panchayat.
- The Village Panchayat shall draw the funds and disburse the wages.
- Necessary entries of providing employment to the Job Card holder shall be made in the Household Employment Register (MGNREGS Village Panchayat Form No.3) on completion of SLWM works.

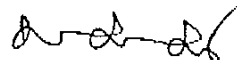
### MONITORING AND REPORT:

Provision of Sanitation facilities under Nirmal Bharat Abhiyan in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme shall be the responsibility of the District Programme Coordinator (DPC) / District Collector. He shall Plan, implement, monitor and report as per the provisions of the respective guidelines.

The construction of all sanitation facilities under Mahatma Gandhi National Rural Employment Guarantee Scheme will be subject to social audit as per Mahatma Gandhi National Rural Employment Guarantee Scheme and Nirmal Bharat Abhiyan guidelines. Appropriate monitoring mechanism shall be adopted for reporting of IHHL constructed and expenditure incurred through convergence using funds from both Nirmal Bharat Abhiyan and Mahatma Gandhi National Rural Employment Guarantee Scheme in the prescribed format and in online reporting system. The Village Panchayat-wise data shall be compiled at district level and the consolidated reporting should be done on a monthly basis.

Principal Secretary, Rural Development and Panchayat Raj Department is empowered to make necessary changes in the guidelines in consultation with Commissioner of Rural Development & Panchayat Raj as per the exigencies.

N.S. PALANIAPPAN,  
PRINCIPAL SECRETARY TO GOVERNMENT,

  
SECTION OFFICER.  
4/11/12  
28/11/12