

No: J-11017/41/2011-MGNREGA (Pt.)  
Government of India  
Ministry of Rural Development  
(MGNREGA Division)

Krishi Bhawan, New Delhi  
Date: 11.09.2012

To,

The Principal Secretary/Secretary  
Rural Development  
All States/UTs

**Sub: Modifications to the Guidelines dated 07.06.2012 for taking up works relating to Access to Sanitation under MGNREGA**

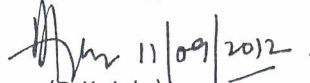
Sir/Madam,

This Ministry, after receiving feedback in the joint meeting of State Principal Secretaries/ Secretaries in charge MGNREGA and Nirmal Bharat Abhiyan held on 29<sup>th</sup> August, 2012 and in concurrence with Ministry of Drinking Water and Sanitation, have carried out the following amendments/addition/alterations in the extant guidelines:

- a) Para 5 (a) [Page 4]
- b) Para 6.3 (f) [Page 6]
- c) Para 7.1 (a) [Page 6]
- d) Para 7.1 (c) [Page 7]
- e) Para 7.3 [Page 7]

2. A copy of the **Revised Guidelines** [In supersession of guidelines issued earlier and last issued vide MORD letter No. J-11017/41/2011 MGNREGA (Pt.) dated. 07.06.2012] is attached for necessary action.
3. If toilets have not been included in the Labour Budget of FY 2012-13, necessary changes can be made following the due processes.
4. The amendment/alterations/additions have been depicted in bold letters in the Guidelines for easy reference.

Yours faithfully,

  
(D.K. Jain)

Joint Secretary (MGNREGA)

Copy for information to:

1. PS to Minister (RD)/PPS to Secretary (RD)/PS to Additional Secretary (RD)
2. PPS to Joint Secretary (MGNREGA) All Directors/Deputy Secretaries/Under Secretaries of MGNREGA Division

**GUIDELINES (revised)  
FOR  
TAKING UP WORKS RELATING  
TO  
ACCESS TO SANITATION FACILITIES**

**INSTRUCTIONS**

**UNDER SCHEDULE 1 PARA 1B (XV)  
OF  
MAHATMA GANDHI NREGA**

[In supersession of guidelines issued earlier and last issued vide MORD letter No. J-11017/41/2011 MGNREGA (Pt.) dated. 07.06.2012]

**(File No. J-11017/41/2011 MGNREGA (Pt.) dated. 11.09.2012)**

**Mahatma Gandhi NREGA Division,  
Department of Rural Development,  
Ministry of Rural Development,  
Government of India**

**11<sup>th</sup> September, 2012**

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## LIST OF ABBREVIATIONS

AS/FS	Administrative / Financial Sanction
DPC	District Programme Coordinator
GOI	Government of India
GP	Gram Panchayat
Unique ID Number	Unique Identification Number
IHHL	Individual Household latrine
J.EN	Junior Engineer
Mahatma Gandhi NREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee
MoRD	Ministry of Rural Development
MoDWS	Ministry of Drinking Water and Sanitation
PO	Programme Officer
SLWM	Solid and Liquid Waste Management
SoR	Schedule of Rates
TA	Technical Assistant
TS	Technical Sanction
TSC	Total Sanitation Campaign
NBA	Nirmal Bharat Abhiyan

**Note:** The Guidelines for Taking up Works relating to Access to Sanitation Facilities was last amended vide Ministry of Rural Development letter No. J-11017/41/2011 MGNREGA (Pt.) dated. 07.06.2012. The amendments/addition/alterations to the following paragraphs [page number] of the extant guidelines have been carried out in this revised Circular:

- a) Para 5 (a) [Page 4]
- b) Para 6.3 (f) [Page 6]
- c) Para 7.1 (a) [Page 6]
- d) Para 7.1 (c) [Page 7]
- e) Para 7.3 [Page 7]

Dated: 11th September, 2012

**GUIDELINES FOR PLANNING, EXECUTION AND MONITORING OF WORKS RELATING TO ACCESS TO SANITATION FACILITIES, INSTRUCTIONS UNDER SCHEDULE 1 PARA 1B (XV) OF MAHATMA GANDHI NREGA**

**1. CONTEXT:**

1.1 Ministry of Rural Development, Government of India had vide notification no. S.O. 2265(E) & S.O. 2266(E) dated 30<sup>th</sup> September, 2011, expanded the scope of works under schedule 1 Para 1 (ix) to include Access to Sanitation facilities and issued operational guidelines for these works. These guidelines were reviewed and revised last on 07.06.2012. Based on the requests and feedback in the joint meeting of State Principal Secretaries/ Secretaries in charge MGNREGA and Nirmal Bharat Abhiyan held on 29<sup>th</sup> August, 2012, it has been decided to further revise some of the provisions made in the guidelines dated 07.06.2012.

**1.2 In supersession of the guidelines issued earlier and last on 7<sup>th</sup> June 2012, the revised guidelines as follows will be applicable.**

**2. OBJECTIVES:**

The objectives for including access to sanitation facilities 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 CAN BE UNDERTAKEN UNDER MGNREGA IN ACCORDANCE WITH THESE GUIDELINES:**

- a) *Construction of Individual Household Latrines (IHHL)* as per instructions/ guidelines of “Nirmal Bharat Abhiyan” administered by Ministry of Drinking Water and Sanitation (MoDWS). Assistance from MGNREGA for IHHL will however, be limited to provisions in Para 7 below.
- b) Construction of Anganwadi Toilet unit and School Toilet Unit as Institutional Projects.
- c) Solid and Liquid Waste Management (SLWM) works in proposed or completed Nirmal Grams.

**4. DESIGNS/SPECIFICATIONS:**

- a) The designs/ specifications would adhere to instruction/guidelines issued by Ministry of Drinking Water & Sanitation, GOI. Local design variation depending on the geo-

climatic conditions and construction material will also follow instructions/ guidelines of Ministry of Drinking Water & Sanitation, GOI

- b) If a beneficiary chooses to make IHHL of a superior design/ bigger dimensions, same will also be accepted. However, payment from MGNREGA will be restricted to provisions given at Para 7 of these guidelines.

#### 5. NON-NEGOTIABLES IN WORK EXECUTION:

- a) 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 physically handicapped and women headed households, (a) if there are no other adult members in the households (for both the categories) and (b) in the case of women headed households, the age of the head of the household is more than 60 years.**

- b) Muster Rolls will be maintained on the worksite, with copies in the Gram Panchayat. All data will also be in public domain and will be entered on [www.nrega.nic.in](http://www.nrega.nic.in)
- c) Wage payments will be done only through banks/ post office accounts unless exempted by MoRD.
- d) No contractor and machine will be deployed for construction of toilet units.
- e) Record of employment generated will be maintained separately.
- f) In case of IHHL, the individual household beneficiary shall be a household eligible under MGNREGA for work on private land/homestead.
- g) The District Water & Sanitation Mission will communicate to Gram Panchayats (GPs) the approved NBA/ Total Sanitation Campaign (TSC) plan for their respective GPs. The plan will include the total number of Individual Household Latrines (IHHLs) approved for the GP. The GPs will, following approval of the Gram Sabhas, finalise the list of individual beneficiaries within the given numbers and will also include this as part of approved shelf of projects under MGNREGA.
- h) Toilets under 3 (a) and 3 (b) above may be taken up under MGNREGA, only if these have not already been constructed under TSC/NBA.
- i) The entire IHHL unit will be treated as a MGNREGA project 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.
- j) Each GP will maintain a complete list of all IHHLs, School Toilets and Anganwadi Toilets whether completed by as works in MGNREGA 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 MGNREGA should be shown separately.

## 6. CONFORMITY TO MAHATMA GANDHI NREGA PROCESSES IN PLANNING AND EXECUTION:

### 6.1 PLANNING:

- a) A combined list of all the eligible beneficiaries from a village/ ward or Gram Panchayat desirous of constructing IHHLs may be prepared. This list will be put up in the Gram Sabha for approval and inclusion in shelf of projects. A combined AS/FS will be issued for all IHHLs that are approved by Gram Sabha.
- b) Sanctions for each of the Institutional Projects and SLWM works will be accorded individually.

### 6.2 ESTIMATES:

- a) After the works are given AS/ FS, the Technical Assistant/ Junior Engineer concerned of the Panchayat/ Line department will prepare estimates of the works as per drawing/design/ specification for sanitation facilities and prevailing SoR for MGNREGA works in the area.
- b) Estimates of IHHL will be based on type design of Ministry of Drinking Water and Sanitation (MoDWS) and combined Technical Sanction (TS) will be issued as per the combined Administrative Sanction and Financial Sanction (AS & FS).
- c) The TS for these works will be issued by the concerned as per norms/ power delegated for MGNREGA works.

### 6.3 EXECUTION:

- a) The GP concerned will be the Implementing Agency.
- b) On receipt of a request from the GP, the PO will issue muster rolls.
- c) Every IHHL, School Toilet Unit, Anganwadi Toilet, and SLWM project will be treated as independent work and muster roll issued accordingly.
- d) The format for these musters may be modified so as to manage this work efficiently. However, minimum features as prescribed in the Schedules of MGNREGA will need to be incorporated.
- e) A mate may be deployed for every 15-25 IHHL's (depending upon the Geographical spread of the IHHL's) proposed to be taken up in a Gram Panchayat at one time, in

addition to institutional toilets proposed for construction and falling in his area. The designated mate will be responsible for the following:

- i. Maintain muster for all the IHHL's/ Institutional Projects in the GP/Village/locality assigned to him/her.
  - ii. Record attendance for skilled and unskilled labour.
  - iii. Ensure that the construction is, at the least, as per the design specified by the MoDWS and will certify to that effect.
  - iv. Upon completion of assigned IHHL to him/her, the mate will sign the muster roll for attendance and for the quantity of work done and hand it over to the Junior Engineer/Technical Assistant for further processing.
  - v. The TA/J.En would then proceed to record the MB for all such units.
- f) **The work of IHHL will be completed as per the provisions in Para 7, below, under the head, MODE OF EXPENDITURE. For sanitation facilities other than IHHL, the work will be completed as per prevailing SoRs.**
- g) For sanitation facilities other than IHHL, the measurement of the work will be made weekly by the concerned TA/ J.En as per the norms under MAHATMA GANDHI NREGA. The entries of measurement with assessment of work will be entered in measurement book as well in the muster roll. For IHHL, the measurement of the work will be made on completion of unit.
- h) In the construction of IHHL, Anganwadi Toilet and School Toilet unit, the GP with the help of NBA/ TSC team will ensure that all activities and supply of material are planned and executed in such a way that there is continuity in execution and completion of work.

## 7. MODE OF EXPENDITURE:

**7.1 For the construction of sanitation facilities, expenditure for the following activities will be met from funds under MAHATMA GANDHI NREGA as per MAHATMA GANDHI NREGA process:**

- a) **State may use up to Rs. 4500 per IHHL from MGNREGA. Preference should be given for meeting the wage component of unskilled labour from this. After providing for the maximum possible amount under this component, the State may use the remaining portion for skilled/ semi skilled labour, the remuneration of mates and for material as required. Whenever material is procured under MGNREGA component, it shall be done by the Gram Panchayat following the guidelines governing procurement.**
- b) The cost incurred in providing skilled labour, semi skilled and mate will be booked under material component as per the provision of the MGNREGA and will be apportioned to the individual units under construction, accordingly.

- c) It will be ensured that the total material cost (including wages of skilled, semiskilled and the mate) of all works including IHHL in a Gram Panchayat, in a financial year does not exceed 40%.


7.2 Remaining activities required to be carried out for construction of IHHL will be funded from programme under NBA/ TSC utilizing incentive provided by MoDWS/State Government or beneficiaries' own contribution. For this purpose, District Water Sanitation Mission (DWSM) shall release the funds, both central and state share to the Gram Panchayats concerned for carrying out the works as identified so as to ensure availability of funds for payment of incentive to the identified beneficiaries for construction of IHHL.

7.3 The payment of **material purchased under MGNREGA** and unskilled and skilled labour worked under MAHATMA GANDHI NREGA will be made only after measurement is taken, assessment of work made with respect to **estimate/** task and duly entered in Muster roll and Measurement Book by the TA/ J.En

#### 8. MONITORING AND REPORT:

Progress of construction of sanitation facilities under MAHATMA GANDHI NREGS shall be the responsibility of the District Programme Coordinator (DPC) and the agency implementing NBA/ TSC as mentioned in the respective guidelines. The construction of all sanitation facilities under MAHATMA GANDHI NREGS will be subject to social audit as per the MAHATMA GANDHI NREGA and NBA/ TSC regulation/guidelines. Appropriate monitoring mechanism shall be adopted for reporting of IHHL constructed and expenditure incurred through convergence using funds from both NBA/ TSC and MGNREGS by developing **suitable** format in online reporting system of MGNREGS and IMIS of NBA/ TSC so as to avoid duplicate and dual reporting of the physical and financial progress. The reporting shall be through district implementing agency compiling Gram Panchayat-wise data on monthly basis.

These guidelines are issued in concurrence with Ministry of Drinking Water and Sanitation.

  
(D.K. Jain) 11/9/2012

Joint Secretary (MGNREGA)