

Guidelines for Nirmal Gram Puraskar

To give a fillip to the Total Sanitation Campaign (TSC), Government of India launched the Nirmal Gram Puraskar (NGP) in October 2003 and gave away the first awards in 2005. NGP seeks to recognise the efforts made by PRIs and institutions who have contributed significantly towards ensuring full sanitation coverage in their areas of operation. TSC lays strong emphasis on Information, Education and Communication (IEC), capacity building and hygiene education for effective behaviour change with the involvement of PRIs, CBOs, NGOs, etc. NGP is aimed at augmenting the efforts made under this IEC campaign.

During the first year of NGP (2004-05), 478 PRIs applied for the award. However, after due verification only 40 (8.31 per cent) of them were found eligible. The number of PRIs that applied during 2005-06 was 1,582, of which 769 (45.77 per cent) were finally awarded. During 2006-07, 9,867 PRIs sent in applications. Only 4,959 (49.63 per cent) of them were found eligible for the award. During 2007-08 more than 30,563 applications were received for NGP award. Of these only 12,382 (39.%) were found eligible for the award. Even after the selection process, there were a number of complaints regarding the verification process, malpractices indulged in by the verification agencies, etc. which prompted the Government of India to carry out reverification of a number of Gram Panchayats. In 2007-08 all NGP awardees of previous years were reverified to ensure they had sustained their NGP status before the NGP 2008 awardees for each State were finally selected.

Over the last four years, it has been found that State and District authorities have been simply forwarding the applications, at times in anticipation of the PRI attaining the "Nirmal" status. There is a need to increase the stake of States and Districts as well. Also, the Puraskar is an incentive to promote Total Sanitation Campaign. It should be linked to the progress and goals of the Campaign itself. These guidelines seek to incorporate the concepts of increasing involvement of State and District, decentralization of the scrutiny process and linking the Puraskar to the progress of TSC, incorporating the learnings accrued over the years and make the entire process transparent and objective.

Objectives of Nirmal Gram Puraskar

The main objectives of Nirmal Gram Puraskar (NGP) are:

1. To bring the topic of sanitation to the forefront of social and political development discourse in rural India.
2. To develop open defecation free and clean villages which will act as models for others to emulate.

3. To give incentive to PRIs to sustain the initiatives taken by them to eliminate the practice of open defecation from their respective geographical area by way of full sanitation coverage.
4. To increase social mobilization in TSC implementation, by recognizing the catalytic role played by organizations in attaining universal sanitation coverage

Eligibility Criteria for NGP applicants

The Award shall be given in two categories:

1. All Panchayati Raj Institutions, ie, Gram Panchayats, Intermediate Panchayats and District Panchayats, are eligible to apply for the Nirmal Gram Puraskar. No PRI can apply for NGP more than thrice, including re-verification application, if any.

The eligibility criteria for NGP award are that:

- All households in the PRI area must have access to and all members should be using individual toilets or community complexes.
- Where households are using community toilet complexes instead of individual toilets, the community toilet complex should have one latrine seat for every one to a maximum of three such households. Each latrine seat should be exclusively used and maintained by these households only. Each family should have duplicate individual keys and be responsible for its maintenance.
- All Government, private aided and unaided schools and Anganwadis must have functional and clean toilets and urinals. All co-educational schools above primary level must have separate urinals and toilet blocks for boys and girls. Toilets and urinals should be available separately for boys and girls in adequate proportion, one urinal for every 20 to 40 and one lavatory for every 80-120 boys/ enrolled in the school.
- Complete elimination of open defecation within the boundaries of the PRI. Nobody, including floating population, defecates in the open and child faeces are disposed of in toilets.
- The applicant Gram Panchayat/ all Gram Panchayats in applicant PRI jurisdiction should adopt a resolution in the Gram Sabha to ban open defecation within their jurisdiction. The resolution must also include provision for imposing suitable penalty on the offenders and a system for monitoring to prevent open defecation. A copy of the resolution should be attached with the application.
- All water sources to have proper platforms and drainages around them.
- The PRI must have a functional mechanism for household garbage disposal and a functional drainage system and cleanliness should be maintained in the inhabited areas. No garbage dumping and water logging should exist within the inhabited gaathan/gramthana/lal dora areas of the villages in the PRI. Prevention of open defecation and increasing use of safe sanitation would lead to positive impact on health parameters. There should be a reduction in the number of

diarrheal cases and diarrheal deaths in the PRI jurisdiction according to the statistics maintained by the concerned ANM/PHU/PHC.

- PRIs that promote innovative methods to universalize sanitation, such as SHGs making sanitary pads and their safe disposal through incinerators in schools / community, safe disposal of infant faeces, systems designed for accessibility and use of aged, infirm, physically challenged, etc. would be given weightage in selection for NGP.

2. Organizations such as NGOs, CBOs and SHGs who have been the driving force for effecting full sanitation coverage in the respective PRI area, duly recommended and nominated by the State are eligible to be considered for the NGP. Only such organizations will be considered for the awards that have made outstanding contribution to the cause of sanitation. The criteria for recommendation and nomination will be as follows:

- The area of operation of the Organisation should be at the Block or District level.
- The Block/District Panchayat as the case may be, must have got the Nirmal Gram Puraskar.
- The Organisation should have been working in at least 25 per cent GPs of Intermediate / District Panchayat and should have verifiably contributed to their getting the NGP.
- Subject to the condition that the concerned Block/District Panchayat having got the NGP, organizations that have promoted innovations like accessibility to public toilets by differently abled persons, environment friendly garbage disposal, re-use and re-cycling of waste water and garbage, etc., or done exemplary work in special circumstances like disasters, difficult areas etc, may also be nominated by the State.

Incentive Amount Pattern

Incentive amounts to PRIs are offered based on a population criterion, which is given in the table below.

PRI	Population of Gram Panchayat					Popn. Of Intermediate Panchayat		Popn. Of District Panchayat	
	Less than 1000	1000 to 1999	2000 to 4999	5000 to 9999	10,000 and above	Upto 50000	50001 and above	Upto 10,00,000	More than 10,00,000
Population Criteria as per Census 2001									
Incentive Amount (Rs in Lakh)	0.5	1.0	2.0	4.0	5.0	10.0	20.0	30.0	50.0

Incentive amount is offered only to PRIs. Organisations will be given citations and trophies in recognition of their efforts.

Application Procedure

For PRIs

PRIs are required to submit applications in the prescribed format given in Annexure 1. Applications submitted by PRIs will be verified by the States concerned on their own. States may decide on whether to levy a fee on each application, which will not be refunded if the applicant fails to win the award.

For Organisations

Organisations are required to be nominated by district level officials. After getting nominated, such organisations are required to submit their applications in the prescribed format given in Annexure 2.

Dates of Application, Verification and Award

The NGP function will be held in the month of November every year. Applications can be entered or submitted by the PRIs throughout the year. All applications received upto 15th February will be considered for that year's award. Verification by States should be completed by 15th April and final names to be sent to DDWS by 15th May through the on-line system of the Department. DDWS will complete the sample verification by 15th June and publish the provisional list of Awardees by 15th July. Any request for re-verification will be entertained upto 15th August only and final list of Awardees published by 15th September. Requests not adhering to this timeline will be considered for the next year list.

However in the case of awards for 2009, the last date for receipt of applications would be 30th June, 2009. Verification by States to be completed by 15th August and final names to be sent to DDWS by 15th August through the online system of the Dept. The provisional list of awardees will be published by DDWS by 15th October, 2009.

Verification Process

States may devise procedures for verification at district level including setting up of District Scrutiny Committees if required.

State Governments will identify verifying agencies from a panel prepared by DDWS and get the applications verified by them. The formal report to be submitted by the verifying agencies is at Annexure 3. Verifying agencies may be chosen from among:

- NGOs which have been working in the sanitation or rural development field for more than three years
- Research organizations

- Team of district officials and earlier NGP awardees
- Functionaries of the verifying agencies should be trained at Key Resource Centres (KRCs), Communication and Capacity Development Units (CCDUs) and State Institutes of Rural Development (SIRDs). IEC, CCDU funds may be utilized for training of verification agencies.

No sub-contracting of the verification process by any agency should be allowed. Any agency found sub-contracting the verification should be/will be debarred.

Uniform formats and reporting guidelines as prescribed by DDWS should be followed by all verification agencies at all levels.

Scrutiny by State Government

After receiving the verification reports from the verifying agencies, these alongwith the PRI applications should be placed before the NGP State Scrutiny Committee headed by the State Secretary incharge of Sanitation. The composition of the Committee would be:

- State Secretary incharge of sanitation – Chairperson
- Total Sanitation Campaign Coordinator
- State Project Director, Sarva Shiksha Abhiyan
- State Mission Director, NRHM
- Director, Women and Child Development
- Engineer-in-Chief/Chief Engineer, PHE/PRE Dept.
- One expert in sanitation to be nominated by the State Govt.
- One representative of a prominent NGO working in sanitation field for more than 10 years.

Based on the applications, field verification and other relevant information the State Scrutiny Committee would certify the eligibility of the applicant PRIs and recommend the eligible scrutinised applications to the Government of India on the on-line system of the Department. Hard copies under the signature of the State Secretary will also be required to be sent to DDWS by the specified date. Certificates signed by any other officer would not be accepted.

DDWS, on its part, will verify 30% of the recommended applications at the field level through other verifying agencies. Such agencies will be selected from the database prepared and maintained for the purpose by the Government of India. The recommendation made by the State Committee would be finally confirmed by the National NGP Selection Committee/s.

In the case of recommendations for Intermediate Panchayats the DDWS will take into account all the Gram Panchayats awarded upto the previous year. DDWS will check 25% of the constituent GPs for NGP status for verifying the selection.

The NGP is a prestigious award. Its importance should not be devalued by routine forwardal /cursory examination without proper verification. If the final verification and scrutiny at the DDWS level results in more than 10% of the recommended applications being found to be ineligible then the DDWS would reverify all the remaining applications also and would also deduct the entire cost of verification exercise of all applications both eligible and ineligible, from the funds to be released to the State. In case more than 10% of cases recommended by a verifying agency are found on final verification by the DDWS to be ineligible, such verifying agencies will also be debarred from further verification work.

Selection by DDWS for Block & District Panchayats and Organizations

The State will after scrutiny by the State NGP Scrutiny Committee, nominate the Block and District Panchayats and Organizations that it considers likely to be awarded the NGP for the year, following the same time-table as set for the Gram Panchayats. The Department of Drinking Water Supply will take into account all Gram Panchayats awarded the NGP upto the previous year. DDWS will check 25% of the constituent Gram Panchayats for NGP status and select the Block and District Panchayats accordingly.

The work of Organisations will also be checked by DDWS in an appropriate manner.

The applications recommended by the States would be placed for final selection before the National NGP Selection Committee(s) which would consist of:

- Joint Secretary or Officer of equivalent rank nominated by the Department of DWS
- Secretary dealing with Sanitation from concerned State Government or his representative
- Two Individuals/ Organizations with more than 10 years of experience in sanitation field

Procedure for payment of Incentive amount

Once the PRI is selected for the award by the National NGP Selection Committee, the total incentive amount for all the PRIs falling in a particular State will be transferred to the TSC account of the State concerned which will in turn release it to the awardees. GPs whose prize money is up to Rs. 0.50 lakh will get it upfront. However, GPs which are entitled to more than Rs. 1.00 or more lakh as prize money will get it in two installments. The first installment will be released immediately after GPs are selected for the award. The second installment will be retained by the State DWS Mission. Release of the second installment is contingent on the sustainability of the open defecation free (ODF) and NGP status attained by the GP. For this purpose random checks will be carried out by the State DWSSM after 6 months in all the awardee GPs. If NGP and ODF status is found continuing, second installment will also be released by the

State DWSM. Otherwise the second installment will be forfeited and the first instalment would be recovered from the awardee PRI.

Usage of the Incentive Amount

PRIs which receive the incentive amount should use it for improving and maintaining sanitation facilities in their respective areas. Some of the activities that could be taken up using this incentive money are:

- Creation of community sanitation facilities at market places, schools, Anganwadis, Primary Health Centres, dispensaries, etc.
- Solid and liquid waste management requirements over and above the 10 per cent of funds provided under TSC
- Purchase of land for Solid and Liquid waste management subject to approval by DWSM/ZP.
- Ensuring maintenance of sanitary facilities and sustaining ODF status
- Provision of drinking water supply and rain water harvesting.
- Promotion of vermicompost
- Promotion of Eco-san
- Promotion of toilets for disabled/aged
- Promotion of biogas linked toilets in groups or for individual households
- Production of sanitary napkins and construction of incinerators or any other means of disposal
- Any other innovative means of solid and liquid waste disposal, including biogas units.
- Incentive money could be utilised for creating individual facilities for SC/ST families where they are using community toilets.

Blocks and Districts may use the funds to set up monitoring mechanisms for sanitation. They may also allocate additional funds to Gram Panchayats for maintenance of cleanliness and promoting collection of user charges for community facilities. No permanent posts or salary liabilities should be created with these funds.

GPs winning NGP should function as training centers for people from other GPs aspiring to achieve full sanitation coverage and Pradhans from such GPs may be used as facilitators and motivators. Blocks and Districts may use the NGP funds for providing remuneration to such Pradhans.

The incentive amount should not be used for the following purposes:

- Organisation of workshops, seminars, etc.
- Organisation of Melas
- Organisation of sports events, etc.
- Purchase of vehicles, mobiles, computers, furniture etc.

Maintenance of Accounts

The PRIs will maintain a proper account of incentive amount received and the purpose for which it is spent along with vouchers, etc. After utilising the money, they will have to furnish Utilisation Certificate to the agency implementing TSC at the district level. Such agencies will in turn forward the consolidated Utilisation Certificate to the State Government. Any interest accrued on this fund will be utilised for the same purpose to which the incentive money is put to.

Disincentives in case of relapse from ODF status

Every award winning GP is entitled to put up an 'NGP Board / Logo' (Annexure 4) declaring the open defecation free status of the GP. However, this right will be withdrawn if the GP fails to sustain the open defecation free status. If a GP relapses, it will not get the second installment of the award money, the first instalment would be recovered and it will lose the right to display the 'NGP Board / Logo'. Even after the release of second installment, there will be random checks to ensure that GPs maintain their open defecation free status. Complementary monitoring indicators such as outbreak of waterborne diseases, bacteriological content of the drinking water source etc. will also be used to assess the sustainability of sanitation coverage. If open defecation is found at any point of time in a GP, there will be a public announcement of de-recognition.

The list of NGP winners will be posted on the website of the Department to facilitate social auditing of the results.

Appeals

The National NGP Selection Committee shall be the final authority to decide on all appeals for selection, verification process, and any related matter. This Committee shall also have the mandate to overrule any aspect of this Guideline for State specific issues and bring in force any changes in these Guidelines.