



State Sanitation Report of Bihar: A Study of Individual House Hold Latrine (IHHL) in Four Panchayat Cases from Four Different Districts in Bihar

by

Centre for Research and Development, Patna

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Sanitation in India

Sanitation is one of the ignored areas in India. According to Census 2011, 53.1 percent households do not have the toilets in India, though this percentage was higher as 63.6 percent in 2001. Jharkhand was among the top in having no toilets as 77 percent, 76.6 percent for Orrisa and 75.8 percent in Bihar having no toilets as per Census 2011. Of late through more awareness and engagement of govt., private and non-govt. institutions, the thrust has been given on toilet constructions in states. As per recent report of Ministry of Drinking Water and Sanitation, Sikkim has become the first state to have 100 percent coverage of sanitation. The state has constructed 98043 latrines as against the target of 87014. Out of this, 61493 latrines have been built for people below poverty line¹

The concern for toilet constructions has been raised by various stakeholders; there is lurking fear of India sliding down into a sanitation crisis. Badayun Rape and Murder case of Uttar Pradesh has frowned everybody eye on toilet as an imperative. It has been noticed that women are the most vulnerable lot in absence of toilet in their homes. According to reports 60 percent rural households still don't have toilet. This gap is large and massive awareness and policy overhauling is required.

Govt. of India started Total Sanitation Campaign in the year 1999, which was renamed with certain changes in type of beneficiary. TSC was in presence till 2012 and it was indeed implemented with the help of states. After TSC, now Nirmal Bharat Abhiyan has been introduced with an objective to have larger coverage and it also includes solid and waste management as an integral part of the program.

¹ sourced from <http://timesofindia.indiatimes.com/india/Sikkim-is-Indias-first-state-with-100-sanitation-coverage/articleshow/30104311.cms>

Sanitation in Bihar

Sanitation in Bihar has been abysmal till recent past, as per census 2011 the people who have toilets are only 24.2 percent, the reason for this is behavioural, policy failure and lack of thrust on investment from govt. in this sector. However, the change in govt. in Bihar since 2005 has encouraged more investment in various areas (Table-1), sanitation is one among them. Govt. thrust on toilet construction has brought motivation in the system. The engagement of agencies like UNICEF, Sulabh International, Global Sanitation Fund and DFID are the landmark as supporting agencies.

The central and state share as total in lakhs was 1611.25 in 2005-06 and went up to 24137.45 lakhs in 2011-12. Its around fifteen times enhancement of expenditure on toilets. The number of toilets rose from 58583 in 2005-06 to 838699 in the year 2011-12.

A target of constructing 1000000 toilets was set by govt. in Bihar last year. Though the achievement in Bihar is still low and there is need of understanding the causes of slow implementation of the program.

In 2013, the then Chief-Minister of Bihar expressed his view on toilets as mandatory for candidature of local body elections in Bihar. This initiative was aimed at bringing social change through law. Impetus is being given to bringing awareness among people towards changing habit of open defecation and constructs the toilet.

Govt. is also mulling over provision of Rs 5000/- as advance for toilet construction. This initiative would expedite the process of sanitation coverage in state.

Bihar is among top three states having no toilets (Census 2011). The sanitation coverage in Sikkim is a role model for all states. There are some benchmark initiatives, for example, Tamilnadu where one of its govt. corporation has constructed a usable toilet for women in Chennai.

The state still needs a long stride, if the 100 percent sanitation coverage has been targeted. Therefore this is essential to understand the factors which have impeded the rolling out of the program.

Table-1: Total Expenditure (Central Share + State Share) on Toilets

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Total Expenditure in Lacs	570.58	536.37	1611.25	3751.72	7169.10	10948	12609.77	17890.9	24137.45

Source: <http://phed.bih.nic.in/Docs/TSC-Progress-Report-2011-12.pdf>

Table-2: Total INDIVIDUAL HOUSE HOLD LATRINE (IHHL)(APL + BPL)

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Total No. of Toilets	32973	55088	58583	168566	513050	756465	640359	717792	838699

Source: <http://phed.bih.nic.in/Docs/TSC-Progress-Report-2011-12.pdf>

Toilets in School

Toilet construction in schools has undergone a sea change as it was 380 in 2003-04, and it has reached 17000 in 2013. Thus there is times increment. Though the status of toilets in schools in Bihar is still not well but the increment in number is a positive sign. The year 2009-10 and 2010-11 witnessed a sharp decline in number of toilet construction compared to year 2008-09.

Toilets in School in Bihar

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
School Toilets	380	76	3950	7010	11836	15065	4010	8679	22575	17000

Sanitary Complexes

Sanitary complex has been a matter of grave concern as this is one such initiative which could have been used for those who don't have land for constructing individual toilets. So, this area has been ignored in last few years. Though in last three years, this too has shown better response.

Number of Sanitary Complexes in Years

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Sanitary Complex	198	84	140	23	66	52	17	63	129

Anganwadi Toilets

Anganwadi toilets have seen a rise from 37 in 2003-4 to 4822 in 2012-13.

2005-06	2006-07	2007-08	2008-09	2010-11	2011-12	2012-13
37	17	474	272	216	309	4822

Bihar (State Share) in Lakhs

Component	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
State Share in Lakhs	45.89	133.74	262.7	416.08	1449.3	3833.1	3539.14	5469.46	7430.64

Policy Framework

Nirmal Bharat Abhiyan (NBA)

Total Sanitation Campaign, a govt of India programme for toilet construction was renamed as Nirmal Bharat Abhiyan in the year 2013, The objectives of Nirmal Bharat Abhiyan is²

- Bring about improvement in general quality of life in the rural areas.
- Accelerate Sanitation Coverage in rural areas to access to toilets to all by 2022.
- Motivate communities and panchayat raj institutions promoting sustainable sanitation facilities through awareness creation and health education.
- In rural areas, it covers schools and anganwadi by March 2013, with sanitation facilities and promotes hygiene, education and sanitary habits among students.
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- Develop Community Managed Environmental Sanitation focusing on solid and liquid waste management.
- Nirmal Bharat Abhiyan is a community led, people cantered and community saturated program. MNREGA convergence has been introduced in this program. The aim of Nirmal Gram- Information, Education and Communication (IEC) is the core of this program for which Anganwadi, Panchayati Raj Institutions and NGOs have been engaged.

² As mentioned on , Department of PHED, Govt of Bihar portal sourced from <http://phed.bih.nic.in/TCMission.htm>

Table-3: The Amount Being Paid Under NBA Scheme for Construction of Individual Toilet

Category	MNREGA (in Rs)	PHED (in Rs)	Beneficiary Contribution (in Rs)	Total
IHHL	4500	4600	900	10000

NBA is allowed for BPL, APL, SC&ST, Small and Marginal Farmers, Labours, Women Headed and PWD.

Lohia Swachhta Yojna

Lohia Swachhta Yojna was introduced in the year 2008, this is indeed driven by subsidy for people above poverty line; the focus is to accelerate the sanitation coverage in rural areas. An amount of Rs.4600/- is being provided under this scheme. This is not in convergence with MNREGA. Beneficiary has to work in it and payment made through District Water Sanitation Committee, which collect it from PHED.

Mahadalit Vikas Mission

Mahadalit Vikas Mission provides the individual contribution amount of Rs.900/- as an additional amount to support mahadalit person to build latrine in their communities.

Total Sanitation Campaign (TSC) was launched in 1999 with an objective to cover all villages across the states in India. The programme was for 13 year period. In this program a policy guideline was issued by govt. of India to implement the TSC through Panchayati Raj Institutions (PRI).

Research Methodology

This report was conceptualized to access secondary data primarily and also undertakes some primary data through understanding stakeholder's perception about change in status of sanitation in Bihar. Four districts have been taken two highest in percentage achievement in Individual House Hold Latrine (IHHL) (Total) that is Banka and Vaishali and two lowest achievements in IHHL (Total) that is Sitamarhi and Munger. One block from those has been selected as a result of convenient sampling. From each block one panchayat has been selected conveniently. This study is based on IHHL (APL and BPL) component of NBA.

Data Collection

Initially secondary data was collected through various websites, reports, journals, govt. circulars etc. This process took 15 days time. Once the primary data collection was completed, field visit was started. Three to four days were spent in the field as it was difficult to directly reaching community and officers in govt. In most of the cases they were reluctant to respond. In those cases they were requested and letter of our organization was placed in front of them. Usually, the appointment was not available in one meeting because BDOs/Executive Engineers were busy mostly.

The field work was beset with challenges as two districts selected for this study are naxal affected and researchers had to take utmost care. In fact in one of the districts, villagers were against Mukhiya and they were not allowing researchers to talk to him. But with proper support of local stakeholders like people from media and others, researchers could somehow manage to engage Mukhiya and his cabinet in this process.

Profile of Cases

Samula Gram Panchayat (Vaishali), 23 Gram Panchayats in Vaishali were proposed to be Nirmal Gram Panchayat. In Vaishali there are 16 blocks, among which one block name Deshri has been made as Nirmal Block in 2007-08. There was another block called Sahdev Bujurg, where there are total 11 Gram Panchayat, out of those 10 Gram Panchayats have been identified as Nirmal Panchayat.

The Mukhiya and his cabinet are have little knowledge about details of NBA. Though he has information but that is not complete. His concerns were delay in fund transfer, absence of interest of officials and irregularities.

Bihna Gram Panchayat is in **Sitamarhi**, Mukhiya and his cabinet were open and helpful. Their concerns were availability of fund.

Dibha Gram Panchayat in Munger was also taken in this study. This Gram Panchayat was most difficult to crack as Mukhiya and Villagers were not in cordial relation at large. Thus researchers had to handle the situation very carefully. There was absence of awareness among people on NBA.

Karma Gram Panchayat in Banka, People in this block were helpful and cooperative. A level of awareness was found here on NBA but this was also not very good.

Data Analysis

The data collected through interview was audio recorded and in cases there were few respondents who did not allow the audio recording, pain and paper were used to take their views. The data transcription was generally done on the same day. After data transcription, data analysis was done.

Thematic analysis has been done, themes have been identified and further it has been compared whether they are responding to objectives of the study. Proper care has been taken while identifying the themes.

Limitation of Study

The result of this study is based data sourced from four districts Gram Panchayats, the analysis and findings are based on IHHL (APL and BPL) component of NBA in these Gram Panchayats. Hence, it cannot be generalized across, but it would be able to give a pattern. This pattern may help in understanding the phenomena and strategizing the rolling out strategies for govt., private and non-govt. institutions.

Name of respondents have not been disclosed in this report because of ethical considerations in research. Pseudonyms have been used for this study.

Analysis and Findings

Capacity Building

Among four districts visited, it was found that there is absence of awareness among masses on sanitation and programmes being run by government. At one panchayat, even Mukhiya was not aware on Nirmal Bharat Abhiyan, Lohiya Swachta Yojna and also on MNREGA Convergence. There were cabinet members of one of the panchayats in Vaishali, who were well adverse and shared the difficulties faced in implementation of sanitation program.

It was observed that there is a need of effective awareness capacity building for all four districts. The government should work out a practical capacity building strategy.

Status of Village Water Sanitation Committee (VWSC)

Village Water Sanitation Committee (VWSC) at Gram Panchayat level is weak. It was found that there is weak coordination between block and gram panchayats. Gram panchayats needs be strengthened for this. One of the govt. Official says *“Village Water Sanitation Committee is not properly organized. A massive campaign for organizing and empowering this unit should be started. Such initiatives may really bring change at grass root level”*

Awareness Among Communities

In all four districts it was found that awareness among community was low. There were many villagers who were not aware of the amount being paid under this and its process. In view of one of the respondent, community awareness was least in all four districts barring some key people who were aware about it.

Executive Engineer, PHED and BDO themselves were worried about absence of vibrant awareness campaign.

One of the Government Official at Block level says *“People are not aware of the process of incentive payments under NBA, so villagers pressurize Mukhia for all problems in NBA. They usually think that the delay in payment is because of deliberate intention of Mukhiya, but the reality is else. Therefore, people must be made aware the stages involved in NBA, so that they can be well informed and approach properly towards the payments”*.

Cabinet members of Mukhiya in all four districts were not updated on NBA, and its convergence. An absence of awareness among them also was noticed in all four districts block panchayat undertaken for this study.

Maintenance of Toilets

It was observed during study that the toilets which have already constructed are not properly maintained. In few households there were no uses of toilets. There were houses where toilets were used as a store for fodder for animals. Bina, one of the cabinet members of Mukhiya, says *“There is no provision of maintenance for toilets, so many toilets are in bad condition and are not in ready to use condition”*.

In fact Sanitation is not in the priority list of people according to one of the senior official at District level says *“The government initiatives is not failure, but there is lack of mindset among people at community level, toilet has been used to keep animals and fodder or their bricks were used to make other things”*.

Status of Coverage in Deprived Classes

The coverage of NBA in deprived classes was traced as low and least; this is because of the problem of land and lack of awareness. According to a govt. official, *“The problem in coverage of these communities is the land, as they are either settled on others land or on rented one. So there is no land with them for toilet construction. In such cases if there is initiative of making community toilet, the major question that comes is who will maintain it”*.

The incidents of rape and killing have also been noticed among deprived classes in recent times. Badayu incident of Uttar Pradesh is one of such examples.

According to one of the Mukhiya Cabinet member, *“Availability of land is a major issue of concern as the toilets need space to be built on”*.

The Incentive Amount and Lack of MNREGA Fund

The incentive amount of Rs.9100 and the estimate of construction of toilet in Rs.10000/- is not appropriate. The cost almost goes around 15000/- in construction of a toilet. Therefore, many toilets are not well constructed for want of required cost. In view of one of the PRI representatives, *“The real cost of construction of toilet is more than what is being given by government, therefore people are not motivated to construct the toilet”*.

It has been also observed during interview that there was lack of MNREGA Funds in last year. Therefore, some generated muster rolls were cancelled. One of the Gram Sachiv says, *“MNREGA funds are also not available, he has more than 25 petitions for toilet making but, we can't do anything since fund is not available at present. He also said that last time he got fund in 2013”*.

However, regarding this one of the District Coordinator (NBA), *“There is difference between construction money and incentive money. The amount of Rs.9100/- is being granted to the beneficiary as a reward based on model estimate for usable toilets. But, he is always free to add more from his side”*

MNREGA Convergence

With MNREGA convergence, the entire process is being perceived as complicated. The payments get delayed and also there needs be proper coordination between PHED and Rural Development departments. There is no orientation on MNREGA convergence at Gram Panchayat level.

In view of one of the stakeholders, *“People want to make the toilet now but, in block, the Rojgar Sevak, do not take interest, as there are lots of technicalities involved for releasing funds for beneficiary”*

Under MNREGA Convergence, the beneficiary has to give application to the Mukhia or to the PO of MNREGA, the Mukhiya gives required information to PHED that this person is BPL and has not received any benefit under this scheme earlier. Further the application is forwarded to PO, who will generate E muster roll and then the required amount is being transferred to the beneficiary account from MNREGA.

Though under this process, the beneficiary has to work as a labour in construction of the toilet, but there is exemption in this condition for physically challenged, the beneficiary gets respective 14 working days labour from the amount of Rs:5400/- and the rest of the amount as cost of material component.

Regarding time period required to get the claim by beneficiary, it was observed that there is no assessment to know the time period required to give the amount to the beneficiary.

No orientation and training on MNREGA convergence is being given for Gram Panchayat; whereas MNREGA official got some kind of training on convergence.

Corruption and Engagement of Contractors

This was also found during field visit that in few places contractors were engaged for construction of toilet. Under NBA, the beneficiary himself has to engage in construction. If the beneficiary is a PWD or Women Headed, then they are exempted from process of toilet construction. Rest others have to engage themselves in construction work.

In one of the Districts, it was found that villagers were having grievances against Mukhiya. Villagers were of the view that many BPL people have been converted to APL without any information to them. Few Villagers expressed that the status of toilet is not good there. When they try to complain the same to Block Development Officer, proper interest has not been taken

by her in the matter. It was also blamed while interview that Mukhiya asks for Rs.300/- extra for processing applications and disbursement of incentive money.

Coordination between Block and Gram Panchayat

It was observed that there is problem of coordination between block and gram panchayat level for NBA. This problem is shared for the convergence also. This creates confusion among beneficiaries. There is also problem of role ambiguity. The technical knowledge of convergence of MNREGA and NBA is matter of grave concern.

Toilets Construction by NGOs

Previously, toilet constructions were allowed by NGOs also. Though, it was observed in one of District that conditions of those toilets were not good. One of the Mukhiya said *“Toilets have also been constructed by NGOs and ITC in this area. Most of the toilets made by NGOs are in worst condition, then he shows his anger towards it by saying these toilets are constructed by NGOs not by Mukhiya or any other GP member”*.

Interventions

- Capacity building is required for grass root institutions, panchayati raj institutions. Awareness campaign should be organized at community level through various activities on importance of toilet and govt. support to its construction.
- A training program for masons should be organized in communities, so that the cost may be minimized and household share may be reduced. This may encourage household to participate in toilet constructions.
- A Call centre for assisting the payment of amount under NBA through MNREGA conversions should be established. The objective of the call centre should to facilitate the processing, payment and implementation. The beneficiaries can also lodge their complains in call centre.
- Training for Mukhiya and BDO should be provided for NBA and Lohia Swachta Yojna. This will help understanding the intricacies involved in the program and expedite the implementation.
- Motivator should be identified and trained in each block, the role of motivator could be to engage communities and motivate them for toilet construction. The motivator may be paid a minimum honorarium.
- There should be awareness not only to motivate the new toilet construction but it should also focus on proper maintenance and cleaning of existing toilets. A maintenance policy for toilets should be made; Gram Panchayat should be empowered to grant the maintenance fund as the fund disbursement from department to individual beneficiary account is time consuming.
- Special directive on MNREGA convergence in cases of toilet construction under NBA should be given to panchayat heads. A committee should be formed in each panchayat to expedite the MNREGA convergence for toilet construction.

- The amount of toilet construction should be increased for BPL and temporarily for both BPL and APL loan from bank should be allowed for toilet construction. A directive from govt should be given to banks to support the toilet construction for BPL and APL.
- There is need of encouraging and strengthening of Village Water Sanitation Committee (VWSC) existence. The orientation of such committees should be done. A separate database may be prepared for these committees at gram panchayat level in different blocks. The proper training and empowerment to this committee will facilitate the implementation of NBA in gram panchayats.
- Community toilets should be constructed for those classes who are landless and don't have land to construct the toilet. A Community Toilet Management Committee (CTMC) should be established which may have members from various households. CTMC may take care of proper cleaning and maintenance of the community toilets.
- A communication on immediate prohibition of any practice of construction of toilets through contractors should be done. Such beneficiary, rojgar sevak and gram panchayat representative should be immediately reprimanded and warned.

Appendix-1

Facilitative Questionnaire-Discussion: Block Sanitation Coordinator, PO/BDO/ JE/SDO- PHED

(a) Respondent Profile

District	
Block	
Respondent Name	
Designation	
Contact Details	
Email ID	

(b) Facilitative Questionnaire

1. Does your block implement Sanitation Programme in Previous 10 years? If yes then highlight the experience of implementation.
2. Can you recite two successes and two failures of TSC implemented prior to 2012.
3. Does NBA has something unique from TSC?
4. Kindly let us know the Programme Management /Implementation of Nirmal Bharat Abhiyan (NBA) from Individual Household level –District Level.
4. Would you please elaborate fund flow cycle for NBA? (from very Aam sabha resolution, planning, cost estimation , fund requirement proposal, Fund transfer, financial record keeping and utilisation certificate submission)
5. Who is responsible for general and technical monitoring of Progress of NBA scheme? (IHHL constructed under convergence with MGNREGS/directly under NBA).

7. Who keeps the record of toilet construction under NBA and what is Management Information System under it? How does the MIS incorporated in MGNREGS MIS system.
8. Whether NBA planning is being done by Gram Panchayat periodically or your approach for fund requirement is scattered (whenever demand comes, proposal is sent to the authority)
9. Please highlights the role of different offices/officer accountable for implementation of NBA
10. Is there some visualised implication of MGNREGS in NBA promotion (MGNREGS as opportunity for promotion of NBA)?
11. Which factor augment implementation of NBA and which limits the implementation of NBA?
12. What are the measures required for addressing the perceived difficulty?
11. Are you willing some specific direction from state government so that NBA-NREGS convergence that would be helpful in optimisation for community gains?

Question-Answer Notes:

Appendix-2

Facilitative Questionnaire- Focus Group Discussion: Community

(a) Respondent Profile

District	
Block	
Gram Panchayat	
Village	
Name of Community Participants	

Question

1. How many persons are aware of State led schemes of Sanitation (Please raise your hand)? If yes, then please recall name of some of the schemes?
2. Did the sanitation scheme been ever implemented in your village? If yes, than what was the key component of the scheme?

3. Who are entitled of the benefit of NBA? How much reward is given to the beneficiary and when?
4. How does a family get benefitted from NBA. Does Mukhia have role in it?
5. What is Gram Panchayat role in implementation of NBA?
6. Are you aware that family can get benefitted in terms of IIHL under MGNREGS? Yes/No
7. Kindly highlight your understanding of House hold latrine construction for Indira Awas Beneficiary and other target groups under NBA-MGNREGS scheme.
8. Kindly let us know perceived difficulty regarding getting benefitted under NBA?

Appendix-3

Facilitative Questionnaire-Discussion: Mukhia and Gram Panchayat level Frontline Development Workers (Rojgar Sevak / Panhayat Sachiv)

(a) Respondent Profile

District	
Block	
Gram Panchayat	
Respondent Name	
Designation	
Contact Details	

(b) Facilitative Questionnaire

1. Are you aware of Total Sanitation Campaign & Nirmal Bharat Abhiyan (NBA)?
2. If yes then what is difference between the two? Recite 5 reasons of success and failure of TSC.
3. Who are entitled of the benefit of NBA? How much reward is given to the beneficiary and when?
4. What are the administrative arrangements under NBA for implementation of construction of Individual House Hold Latrine & Community Sanitation Complex in your knowledge?
5. What is Gram Panchayat role in implementation of NBA?
6. Have you been oriented regarding MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme) -NBA convergence?
7. Kindly highlight your understanding of House hold latrine construction for Indira Awas Beneficiary and other target groups under NBA-MGNREGS scheme.

8. Would you please elaborate fund flow cycle for NBA (from very Aam sabha resolution, planning, cost estimate, fund requirement proposal, Fund transfer, and utilisation certificate submission?)
9. Who is responsible for general and technical monitoring of Progress of NBA?
10. Who keeps the record of toilet construction under NBA and what is Management Information System under it?
11. Whether NBA planning is being done by Gram Panchyat periodically or you approach for fund is scattered (whenever demand comes, proposal is sent to the authority)
12. Have you been find it difficult to administer NBA in your Panchyat? If yes then what is the difficulty?
13. Kindly let us know perceived difficulty regarding implementation of NBA?
14. Whether you have any comment regarding man and material expenditure ratio (60:40) for construction of low cost toilet?
15. Are you willing some specific direction from state government so that NBA-NREGS convergence that would be helpful in optimisation for community gains?
16. Rate the importance of NBA for village on 1-5 scale in which 1 represent the minimum importance and 5 highest importances.
17. Rate the implementation of NBA in your GP on 1-5 scale in which 1 represent the very poor , 2 represent poor, 3 represent don't know, 4 represent good and 5 represent very good (Give reason).

Question-Answer Notes: