

## Executive Summary

### Introduction

India's efforts to transform itself into a developed nation cannot succeed without having adequate and affordable sanitation facilities for all on a sustainable basis. The direct link between sanitation facilities and health status of the society is a universally accepted fact. Rural sanitation programme has been in existence in India, in some form or the other, since 1954 (1st Five Year Plan). A supply driven, infrastructure oriented programme with high levels of subsidies for latrine construction (Central Rural Sanitation Programme-CRSP) was introduced by the Government of India in 1986. It primarily focused on improving the quality of life of rural people and also to provide privacy and dignity to women. Not satisfied with the slow growth of sanitation coverage under CRSP, Government of India launched Total Sanitation Campaign (TSC) in 1999 with "Demand Driven Approach".

### Why did we select this subject for Audit?

Total Sanitation Campaign was started with the main objective of providing access to toilets to all by 2012 and providing sanitation facilities for all schools and anganwadis by March 2013. In 2012, TSC was further transformed into Nirmal Bharat Abhiyan (NBA) with modified objective of achieving the vision of Nirmal Bharat by 2022 thus effectively shifting the sanitation targets by nearly a decade. It is against this backdrop that we decided to review the functioning of sanitation campaigns and utilisation of resources to have the status check with regard to original targets set under TSC for the years 2012 and 2013. India's commitments under Millennium Development Goals (with year 2015 as terminal year) with regard to targets of sanitation and its impact on health targets also contributed to selection of this topic. The performance audit aimed at assessing the efficiency and effectiveness of the processes involved in the sanitation programmes launched by the Government of India.

## What did our performance audit reveal?

### Planning

Plans prepared at Gram Panchayat level were not consolidated into Block Plan and further into District Plan in 73 (49 *per cent*) test checked districts of 12 States. Further, Annual Implementation Plan (AIP) did not indicate the District/Block/Gram Panchayat (GP) wise allocation of physical and financial targets. AIPs were not prepared following the community saturation approach highlighting comprehensive sanitation and water coverage on the basis of identification of GPs that could be made Nirmal during the year/in the coming years, etc.

(Paragraph 2.4.1, 2.4.2)

### Project Implementation

Against the objective of construction of 426.32 lakh and 469.76 lakh Individual Household Latrines (IHHL) for Below Poverty Line and Above Poverty Line families, respectively, Project districts could construct only 222.32 lakh (52.15 *per cent*) and 207.55 lakh (44.18 *per cent*) IHHLs during 2009-10 to 2013-14. The Ministry had shown an achievement of construction of 693.92 lakh IHHLs up to February 2011 in 16 states against a figure of 367.53 lakh households (Census 2011) having toilet facilities within the premises, in these States.

(Paragraph 3.1.1, 3.1.2)

In test checked 53 districts of eight States, proportion of defunct toilets was found to be more than 33 *per cent* (24.03 lakh out of total 71.86 lakh households) due to reasons like poor quality of construction, incomplete structure, non-maintenance, etc.

(Paragraph 3.2.1.1)

We noted that 12.97 lakh IHHLs involving expenditure of ₹ 186.17 crore were constructed by engaging contractors/Non-Government Organisations (NGOs), etc. in violation of the Scheme guidelines. Further, financial irregularities, like expenditure without approval, diversion of funds, etc., amounting to ₹ 7.81 crore were also noticed in construction of Solid and Liquid Waste Management (SLWM) infrastructure in 13 districts

of seven States. It was also found that out of a loan of ₹ 1.38 crore provided for opening of Rural Sanitary Marts/Production Centres in 21 selected districts of six States an amount of ₹ 1.20 crore remained unrecovered beyond approved recovery schedule.

(Paragraph 3.2.1.4, 3.2.5.2 and 3.2.6.2)

### Management of Funds

Audit noted that the Ministry released only 48 *per cent* of the funds demanded by the states and 16 states on their part, either did not release or short-released their share of funds during 2009-14. Despite availability of funds of ₹ 13494.63 crore, only ₹ 10157.93 crore was spent on scheme implementation during the period 2009-10 to 2013-14. The unspent amount on annual basis varied between 40 *per cent* and 56 *per cent*.

(Paragraph 4.2, 4.3 and 4.4)

We found six cases of misappropriation of ₹ 2.28 crore in six States (**Andhra Pradesh, Assam, Gujarat, Karnataka, Maharashtra and Odisha**). Cases of suspected misappropriation of ₹ 25.33 crore were also noted in **Andhra Pradesh, Jharkhand and Manipur**. Further, scheme funds amounting to ₹ 283.12 crore were diverted and utilised for the purposes such as advance to staff, creation of capital assets, Leave Salary Pension Contribution, purchase of vehicles and office sanitation in 13 States. Further, in six States an amount of ₹ 81.08 crore was diverted to other central schemes and other State sponsored schemes.

(Paragraph 4.6, 4.7)

It was noted in nine States of **Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Kerala, Manipur, Madhya Pradesh, Maharashtra and West Bengal** that an amount of ₹ 212.14 crore remained parked/unutilized for periods ranging between 4 months to 29 months at State/ District/ Block/GP level. Further, in six States of **Andhra Pradesh, Haryana, Jharkhand, Kerala, Manipur and Odisha**, advances of ₹ 48.97 crore paid to various implementing agencies were outstanding from 16 to 120 months. It was also found that interest of ₹ 5.58 crore accrued on scheme funds was not accounted for in eleven States.

(Paragraph 4.9, 4.10, 4.13.iii)

### Information, Education and Communication

TSC/NBA is a demand driven scheme for which use of IEC is very critical for creating awareness about the benefits of sanitation and hygiene among rural population. However, we found that due importance was not given to IEC and 25 *per cent* of total IEC expenditure during the years 2009-10 to 2011-12 was incurred on activities unrelated to IEC. Despite an expenditure of ₹ 788.60 crore during last five years, the Ministry also failed to evaluate its IEC campaign.

**(Paragraph 5.2.1)**

### Convergence

Convergence is a strategy to ensure optimal results with support from related Government programmes. The TSC guidelines of 2007 specified that all houses constructed for BPL under Indira Awas Yojana shall be provided with a toilet under TSC. However, Audit found that there was no convergence during 2009-12 with other schemes. During 2012-14 only a small percentage (6 *per cent* on an average) IHHLs were constructed in convergence with Indira Awas Yojana and Mahatma Gandhi National Rural Employment Guarantee Scheme. However, there were no achievement under other components such as school toilets, anganwadi toilets, community sanitary complexes and SLWM projects in convergence with MGNREGS or with help from local or other sources. The Ministry also failed to involve corporate houses in the implementation of the Scheme as part of their Corporate Social Responsibility. Further, no arrangements were made with the Indian Railways to discourage the practice of unsafe disposal of human excreta and open defecation on rail tracks.

**(Paragraph 6.3, 6.4 and 6.6)**

### Monitoring and Evaluation

The Ministry failed to utilise funds approved under 'Monitoring and Evaluation (M & E) – Other Charges' and ₹ 0.32 crore only (out of ₹ 22.40 crore booked under the head) was utilized on the activities covered under M & E during the period 2009-10 to 2013-14 diverting the remaining amount of ₹ 22.08 crore to other activities.

**(Paragraph 7.2)**

To monitor the physical and financial progress of the programme, the Ministry relied on online monitoring through Integrated Management Information System (IMIS) through which the districts/ gram panchayats were to upload the data. However, Audit found that there was no system in the Ministry to verify the reliability of the data received online. The Ministry was also not ensuring its credibility by cross checking with Annual Performance Reports. Due to this lapse, physical progress was over reported on the Integrated Management Information System. Further, the Ministry had not undertaken any concurrent evaluation or implementation progress review.

**(Paragraph 7.3 and 7.6)**

### **Conclusion and recommendations**

Our audit clearly reveals the failure of the sanitation programmes in achieving the envisaged targets. The conceptual frame-work kept changing from supply driven to demand driven and finally to 'saturation and convergence' approach, yet the lessons learnt and experimentations through this long journey do not seem to have made much impact on the sanitation status in the country. Our audit has brought out planning level weaknesses which were critical for the success of programme. Nearly ₹ 10,000 crore was spent on the rural sanitation programme by the central government in the five years covered by audit and large scale diversions, wastages and irregularities were noted. More than 30 per cent of Individual Household latrines were defunct/non-functional for reasons like poor quality of construction, incomplete structure, non- maintenance, etc.

We have analysed the shortfalls and underlying causes for under-performance and given certain recommendations in the report which the government must act upon. Unless implementation is based on realistic planning and is backed by large scale Information, Education and Communication (IEC) campaigns to bring about behavioural changes in the target population and overall governance at the grass root level improves, mere deployment of resources may not have any significant impact. We have also recommended for ensuring data integrity which alone can provide reliable periodic status check and timely remedial measures. Convergence with related programmes like NRHM and effective mechanism for independent evaluations are other important areas where Government needs to focus for achievement of desired goal of Swachh Bharat.