

CHAPTER 4

PERFORMANCE REVIEW

CHAPTER-4

Performance Review

4.1 Total Sanitation Campaign (TSC)

4.1.1 Highlights

Government of India (GOI) introduced Total Sanitation Campaign (TSC) in April 1999 aiming to make the programme community led and people centered and to encourage the rural people to change behavioural patterns through provision of sanitation facilities. Some of the important findings are given below:

Delays in releasing state share ranging from 26 days to 524 days were noticed in Bankura, Murshidabad and Jalpaiguri districts.

(Paragraph 4.1.8.1)

In respect of the three selected districts, utilisation ranged between 16 and 89, 11 and 91, 21 and 64 per cent respectively.

(Paragraph 4.1.8.3)

Since inception, selected three districts could spent only ₹ 3.51 crore towards IEC, against receipts under the project of ₹ 154.44 crore and under IEC ₹ 23.16 crore, which constitutes a very insignificant 2 per cent and 15 per cent respectively. Expenditure towards IEC constituted a meagre percentage (3 per cent) of the total expenditure under the project.

(Paragraph 4.1.9.2)

Since inception, three selected districts could construct IHHL for BPL and APL for 62 and 45 per cent respectively. Against target of 24,382 school toilets, selected districts could construct 14,788 toilets (61 per cent) during 1999-2011. Only 13 per cent Anganwadi toilets in selected districts were completed during 1999-2011. Against 150 sanctioned community sanitary complexes, three districts could construct 89 units which constitute 59 per cent of sanctioned units.

(Paragraphs 4.1.10.1 to 4.1.10.4)

Test check revealed that none of the selected districts took initiative to put in place mechanism for garbage collection and disposal and for preventing water logging in order to bring about improvement in the general quality of life in rural areas.

(Paragraph 4.1.10.5)

4.1.2 Introduction

TSC was introduced (April 1999) by restructuring the Central Rural Sanitation Programme for emphasizing on creating awareness through intensive Information, Education and Communication (IEC), human resource development and capacity development activities to increase awareness among the rural people, and generation of demand for sanitary facilities and to bring about attitudinal and behavioural change towards relevant hygiene practices. The programme was also implemented with focus on community led people centred initiatives. Considering that children play an effective role in popularizing new ideas and concepts, the programme was intended to tap their potential as the most persuasive campaigners of good sanitation practices in their households and schools.

4.1.3 Scheme objective

The main objectives of the TSC are as under:

- Bring about improvement in the general quality of life in rural areas;
- Accelerate sanitation coverage in rural areas to provide access to toilets to all by 2012;
- Generate felt demand for sanitation facilities through awareness creation and health education;
- Cover schools by March 2008/ Anganwadis by March 2009 in rural areas with sanitation facilities and promote hygiene education and sanitary habits among students;
- Encourage cost effective and appropriate technologies in sanitation;
- Eliminate open defecation to minimize risk of contamination of drinking water sources and food; and
- Convert dry latrines to flush latrines, and eliminate manual scavenging practice, wherever in existence in rural areas.

4.1.4 Organisational set up

At the national level, Department of Drinking Water Supply, Ministry of Rural Development scrutinized the project proposal emanates from the states. At the State level, State Sanitation Cell at the State Institute of Panchayat and Rural Development is headed by the State Coordinator. He was responsible for sanitation related activities viz. aiding, assisting, conducting training programme,

disseminating technology in the related areas, documenting activities and generating awareness amongst the community. At the District level, the programme was being implemented by the Panchayati Raj Institutions.

4.1.5 Audit criteria

Audit criteria include the followings:

- (i) Provision as per the scheme guidelines;
- (ii) Circulars and orders issued by the Government of West Bengal; and
- (iii) The West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003.

4.1.6 Scope of Audit

The performance audit based on test check of records of Bankura, Murshidabad and Jalpaiguri ZPs and nine PSs²¹ for the period 2005-06 to 2009-10 was conducted between December 2010 and March 2011. The districts were selected on the basis of utilization of funds, percentage of utilisation and achievement of Individual House Hold Latrine (IHHL), School Sanitation and Anganwadi toilets against target. Information relating to 2010-11 was updated on the basis of data available from those three selected ZPs. Six PSs²² failed to furnish relevant information of 2010-11 (as of September 2011).

4.1.7 Audit objectives

The review was selected to examine whether

- the efficacy of planning and economy in implementation of various components of the programme;
- demands for sanitation facilities through awareness programme and health education were created;
- Individual House Hold Latrine, Community Sanitary complex and Schools/Anganwadis in rural areas with sanitation facilities was covered;
- adequate funds were timely provided and utilised efficiently and effectively; and
- the monitoring system was effective.

²¹ **Bankura ZP:** Onda, Barjora and Chhatna PSs; **Murshidabad ZP:** Domka, Khargram and Nabagram PSs; **Jalpaiguri ZP:** Dhupgari, Jalpaiguri Sadar and Maynaguri PSs.

²² **Bankura ZP:** Onda and Chhatna PSs; **Murshidabad ZP:** Domkal and Khargram PSs; **Jalpaiguri ZP:** Jalpaiguri Sadar and Maynaguri PSs.

Audit findings:**4.1.8 Financial Management**

Ministry of Rural Development stipulated percentage of Central, State and beneficiary contribution and also construction cost of each individual House Hold Latrine (**Appendix-XXIV**). The Central assistance was to be released to the Implementing Agency in four instalments. The first instalment was to be released immediately after approval of the project proposal by the National Scheme Sanctioning Committee subject to receipt of details of the implementing agency at District level and name of the bank and Account number etc. The State share was to be released to the concerned project districts at least in the same proportion as Central share within a fortnight of release of the Central share. At least 60 *per cent* of the total available funds under central share as well as State share, including interest should be properly utilised.

The districts got approval of ₹ 1,741.48 crore for construction of Individual House Hold Latrine (IHHL) for BPL (66, 19,158.), IHHL for APL (49, 97,498), Community latrines (1,140), School toilets (1,34,081) and anganwadi toilets (84,168) during 1999-2011 (**Appendix-XXV**).

The year-wise receipt and expenditure incurred from the TSC grant in the state during 1999-2011 are detailed below:

Table 4.1**(₹ in crore)**

Year	Approved amount				Receipt			Total receipt	Total expenditure	Percentage of expenditure	Percentage receipt w.r.t. approved amount
	Central	State	Beneficiary	Total	Central	State	Beneficiary				
1999-05	1095.64	430.29	183.52	1709.45	72.30	21.22	72.74	166.26	135.26	81	
2005-06	0	0	0	0	46.40	17.62	25.81	89.83	50.93	57	
2006-07	22.36	7.91	1.76	32.03	9.46	2.77	39.28	51.51	63.42	-	
2007-08	0	0	0	0	90.57	20.00	26.83	137.40	75.98	55	
2008-09	0	0	0	0	30.47	22.16	11.49	64.13	51.66	81	
2009-10	0	0	0	0	32.46	20.87	34.50	87.83	143.35	-	
2010-11	0	0	0	0	83.28	22.71	23.73	129.72	129.76	-	
Total	1118.00	438.20	185.28	1741.48	364.94	127.35	234.38	726.68	650.36	89	42

(Source: Online progress monitoring system of Ministry of Drinking Water and Sanitation)

The following shortcomings were noticed in management of the above fund:

4.1.8.1 Delay in release of state share

TSC guidelines stipulated that the state share must be released within a fortnight from the release of central share to the concerned project districts.

The delay in releasing state share ranging from 26 days to 524 days was noticed in three selected districts.

4.1.8.2 Short release of funds

The total project cost of ₹ 1,741.48 crore was to be met through Central share (₹ 1,118 crore), State share (₹ 438.20 crore) and beneficiaries contribution (₹ 185.28 crore). Since inception of the project (1999-2000), only ₹ 492.28 crore (Central: ₹ 364.94 crore and State: ₹ 127.34 crore) was released as government share upto March 2011 i.e. 32 *per cent* of total central and state share of ₹ 1,556.20 crore.

In three selected districts, the total project cost of ₹ 401.59 crore was to be met through Central share of ₹ 260.84 crore, State share of ₹ 101.25 crore and beneficiaries' contribution of ₹ 39.50 crore. Against projected government share of ₹ 362.09 crore under TSC, only ₹ 104.34 crore (29 *per cent*) was released as Central (₹ 77.30 crore) and State (₹ 27.04 crore) share during 1999-2000 to 2010-11.

Short release of funds by a substantial margin implied partial implementation and delay in achieving the target that affected the overall implementation of the scheme.

4.1.8.3 Utilisation of funds

In respect of selected three districts e.g. Bankura, Murshidabad and Jalpaiguri, percentage of utilisation ranged between 16 to 89, 11 to 91, 21 to 64 respectively. Receipts and utilisation of selected districts are detailed below:

Table 4.2

District: Bankura

(₹ in lakh)

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	92.75	291.49	384.24	94.14	290.1	25
2006-07	290.01	113.47	403.48	254.36	149.12	63
2007-08	149.12	935.19	1,084.31	177.59	906.72	16
2008-09	906.72	386.42	1,293.14	904.29	388.85	70
2009-10	388.85	152.81	541.66	483.30	58.36	89
2010-11	58.36	1,174.29	1,232.65	708.45	524.20	57

Table 4.3**District: Murshidabad****(₹ in lakh)**

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	63.51	471.05	534.56	59.56	475.00	11
2006-07	475	15.93	490.93	133.88	357.05	27
2007-08	357.05	2,121.57	2,478.62	1,173.59	1,305.03	47
2008-09	1,305.03	1,505.20	2,810.23	1,145.73	1,664.50	41
2009-10	1664.5	214.99	1,879.49	1,652.27	227.22	88
2010-11	227.22	1,842.71	2,069.93	1,891.65	178.28	91

Table 4.4**District: Jalpaiguri****(₹ in lakh)**

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	151.92	373.87	525.79	108.96	416.83	21
2006-07	416.83	15.96	432.79	136.12	296.67	31
2007-08	296.67	40.47	337.14	124.52	212.62	37
2008-09	212.62	1,066.60	1,279.22	444.96	834.26	35
2009-10	834.26	75.53	909.79	260.98	648.81	29
2010-11	648.81	1,192.30	1841.11	1,170.14	670.97	64

The above tables show widely varying trends in both receipts and expenditures during 2005-11. Percentage of utilisation of funds in Murshidabad during 2005-09 and in Jalpaiguri District during 2005-10 was far from satisfactory, although both districts indicate an increasing trend of utilisation. Utilisation in Bankura District improved during 2009-10 but decreased significantly during 2010-11. Under utilisation of funds led to poor physical performance which is reflected in para no. 4.1.10.

4.1.9. Programme implementation

Component wise projects sanctioned and achievement there against in the state during 2005-11 is detailed in **Appendix -XXV**.

Performances of the selected districts against each component were as follow:

4.1.9.1 Start-up activities

Start-up activities include conducting of preliminary and baseline surveys and also conducting initial orientation and training programmes to assess the status of sanitation and hygiene practices, people's attitude and demand for improved sanitation.

Preliminary survey/Baseline survey

Test check revealed that three selected districts prepared project proposals in 2002 to ascertain the position and status of sanitation in all the villages of 48 Blocks/PSs. Base Line Survey (2001-02) conducted in 590 GPs revealed that

91 *per cent* of BPL households and 76 *per cent* of APL households had no toilet.

At the end of 2010-11, despite having sufficient fund under TSC, 38 *per cent* of BPL and 55 *per cent* of APL households still had no toilet although the objective of the scheme was to accelerate sanitation coverage in rural areas (i.e. access to toilets to all by 2012).

Initial orientation and training

Initial orientation and training to the key Programme Managers were to be imparted at the District level and the ZP was to identify key training institutions or resource persons to train the Mart/Production Centres. There was no provision to engage NGOs for imparting training programmes.

Test check revealed that Murshidabd and Jalpaiguri ZPs engaged NGOs for imparting training programme while Bankura ZP imparted training programme for the key Programme Managers at SIPRD, Kalyani and engaged Co-ordinators for other training programmes.

4.1.9.2 Information, Education and Communication activities (IEC)

IEC are important components of the programme. These intend to create demand for sanitary facilities in the rural areas in households, schools, anganwadis and community sanitary Complexes.

Planning:

Each district should prepare a detailed IEC action plan with defined strategies to reach all sections of the community.

Test check revealed that Murshidabad District covered 3,72,525 households under IEC action plan through door to door campaigning, poster, banner, leaflet against target of 12,09,405 household to be covered under IHHL. Bankura District had no detailed records to define their strategy to reach all sections of the community. Jalpaiguri District adopted plan as per the guidelines. But all the three districts remained far behind in accomplishing targets set by GOI as would be evident in the succeeding paragraphs.

Less expenditure on IEC

As per TSC guideline, Information, Education and Communication (IEC) were important components of the programme and at least 15 *per cent* of project outlay was to be incurred towards IEC.

Audit observed that expenditure on IEC in the state was ₹ 28.19 crore during 1999-2000 to 2010-11 against the receipts under IEC of ₹ 109 crore²³ which was 26 *per cent* of the receipts and 4 *per cent*²⁴ of total receipts towards the project.

Since inception, selected three districts could spent only ₹ 3.51 crore towards IEC against receipts of ₹ 23.16 crore (15 *per cent*) and 2 *per cent* of total receipts of ₹ 154.44 crore under the project. Expenditure towards IEC also constituted a meagre percentage (3 *per cent*) in total expenditure under the project as shown below:

Table 4.5

(₹ in crore)

Name of selected districts	Actual Receipt IEC	Actual expenditure IEC	Receipt towards	Expenditure towards	Percentage of Expenditure under IEC w.r.t		
					Receipt under IEC	Actual receipt	Actual expenditure
Bankura	50.56	46.83	7.58	0.84	11	2	2
Murshidabad	66.06	56.94	9.91	1.81	18	3	3
Jalpaiguri	37.82	33.71	5.67	0.86	15	2	3
Total	154.44	137.48	23.16	3.51	15	2	3

Funds available under IEC may be used for imparting hygiene education to the rural communities, general public as well as children in schools. For the purpose, at least one teacher in each school must be trained in hygiene education.

Test check revealed that Jalpaiguri ZP did not impart such training to teachers. Bankura and Murshidabad ZPs stated that the ZPs did not impart such training to teachers but the same was done at block levels. However, those two ZPs failed to submit details of training imparted and related expenditure.

Memorandum of Understanding (MoU)

The ZPs should have a Memorandum of Understanding with the Rural Sanitary Marts (RSMs)/Production Centres (PCs) to ensure that the RSMs/PCs were successful as an enterprise and were functioning in accordance with the objectives of the programme.

But none of the selected ZPs had made any MoU with the RSMs and PCs.

²³ Receipt towards IEC: Total receipt ₹ 726.68 crore x 15 *per cent*.

²⁴ Total receipt: ₹726.68 crore; Expenditure under IEC: ₹ 28.19 crore. Therefore, percentage of expenditure = ₹ 28.19 crore/ ₹ 726.68 crore x 100 = **3.88 per cent**.

4.1.10 Physical performance

4.1.10.1 Construction of Individual House Hold Latrine (IHHL):

IHHL was introduced to cover all the rural families in eliminating open defecation to minimize risk of contamination of drinking water sources and food. In order to involve the community, incentive was to be provided to BPL families.

The overall performance of the state under this component is detailed in **Appendix-XXV**.

Performance of selected districts during 1999-2011 is given below:

Table 4.6

Name of selected Districts	IHHL target as fixed by GOI		IHHL achieved		Shortfall (in percentage)	
	BPL	APL	BPL	APL	BPL	APL
Bankura	198512	333832	82979	218187	58	35
Murshidabad	702442	506963	434865	197214	38	61
Jalpaiguri	372999	203523	266867	58791	28	71
Total	1273953	1044318	784711	474192	38	55

The above table showed that three selected districts could construct IHHL for 62 *per cent* BPL and 45 *per cent* APL against the targets.

Bankura and Murshidabad ZPs attributed the reasons of shortfall to superstition, lack of literacy, awareness and motivation. Jalpaiguri ZP, though having substantial underperformance, did not admit their shortfall in achievement.

4.1.10.2 School Sanitation

To encourage children to use lavatories through motivation and education, school sanitation was included as integral part of the scheme and was targeted to cover all schools by March 2008. Funding for school sanitation in a TSC project was provided by the Central and State Government in the ratio of 70:30.

Scrutiny of records of selected three districts revealed that the districts failed to accomplish their targets by 2008. Against the target of 24,382 school toilets, selected districts could construct only 14,788 toilets (61 *per cent*) during 1999-2011.

4.1.10.3 Anganwadi toilets

In order to change the behaviour of the children from very early stage in life, it was essential that Anganwadis were to be used as a platform as well as the mothers attending the Anganwadis.

Against target of 16,570 Anganwadi toilets in selected three districts, only 2,089 toilets (13 *per cent*) were completed during 1999-2011. Thus, construction of Anganwadi toilets remained most neglected component under TSC.

4.1.10.4 Community Sanitary Complex

Community Sanitary Complex was an important component of the TSC. These complexes, comprising an appropriate number of toilet seats, bathing cubicles, washing platforms, Wash basins etc. were to be set up in a place in the village acceptable and accessible to women/men/ landless families. Fund sharing amongst Central Government, State Government and the community was in the ratio of 60:20:20.

Test check of three districts revealed that against 150 sanctioned units, districts could construct only 89 units i.e. only 59 *per cent* of sanctioned units. This reflected poor performance in construction of the Community Sanitary Complexes in districts.

4.1.10.5 Solid and Liquid Waste Management

Under Solid and Liquid Waste Management component of the scheme, PRIs were required to put in place mechanisms for garbage collection and disposal and prevention of water logging in order to bring about an improvement in the general quality of life in rural areas. Upto 10 *per cent* of the project cost was to be utilised for meeting capital costs under this component.

Test check revealed that none of the selected districts took initiative to execute this component during 2005-06 to 2010-11 due to lack of proper planning despite having sufficient funds.

4.1.11 Nirmal Gram Puraskar (NGP)

GOI had separately launched an award scheme called the “Nirmal Gram Puraskar” for fully sanitized and open defecation free GPs, Blocks, and Districts.

Out of 3,352 GPs in the State, only 1,041 GPs were awarded with NGP since inception of TSC. The State Government did not furnish any reason for such poor performance in implementation of the project.

In three selected districts, out of 590 GPs only 67 GPs were awarded with NGP.

4.1.12 Research

Research institutes, organizations and NGOs with proven track records in the areas of sanitation and National/State level institutions involved in research related to the issues of health, hygiene, water supply and sanitation should be involved to study the present technology of human excreta and waste disposal systems in the rural areas to provide an affordable low cost effective technology to suit the requirements of different geo-hydrological conditions for ecologically sustainable long term solution of disposal of wastes. GOI would be organizing such studies.

The State Government stated (January 2011) that impact assessment study on sanitation was conducted with the help of UNICEF funds by a NGO during June 2005 to September 2005. The NGO emphasized on IEC, hygiene education in schools and ICDS centres, improvement of school sanitation etc. But the Government failed to enlighten whether any step was taken according to recommendation of the NGO to make the objective fruitful.

4.1.13 Inspections and Evaluation

Monitoring through regular field inspections by officers from the State and district levels was essential for effective implementation of the programme. The State should conduct periodical evaluation studies on the implementation of the TSC. Evaluation studies should be conducted by the reputed institutions and organizations.

But the State Government did not conduct any evaluation study to evaluate the performance of the programme. The State Government stated (January 2011) that a set of monthly progress report format was used to monitor and supervision of the project.

Implementation of the project required large scale social mobilization. So, its implementation at the District level should be done by the ZP. But Bankura and Murshidabad ZPs had no detailed information regarding training imparted to the teachers for hygienic education in order to imparting training to the children for hygienic behaviour.

A system of joint monitoring has put in place to ensure that the RSMs/PCs were successful as an enterprise and were functioning in accordance with the

objective of the programme. But Bankura and Murshidabad ZPs did not evolve any system of joint monitoring with the RSMs/PCs over the implementation of the programme.

Inspection and evaluation by the selected three districts were not satisfactory as would be evident from paragraph 4.1.8 to 4.1.10. Jalpaiguri ZP failed to produce monitoring and evaluation report in support of inspection.

4.1.14 Conclusion and Recommendations

Conclusion

The State Government did not consider recommendation of the Impact Study done by the NGO. As a result, IEC could not be strengthened as well as other components were equally neglected. IEC expenditure was 15 *per cent* of receipts against IEC, 2 *per cent* of total receipts and 3 *per cent* of total expenditure under the project. Thus, meagre expenditure on IEC failed to create demand for sanitary facilities in the rural areas. Achievement in respect of components viz., IHHL for BPL/APL, school sanitation, community sanitary complex, anganwadi toilets was ranged between 13 and 62 *per cent*. Significant progress could not be made in respect of IHHL for APL/BPL households at the end of 2010-11 from the situation that prevailed in 2002 when preliminary survey was conducted. The State as well as three selected districts lagged behind in achieving the target by 2012. Moreover, excess collection from BPL beneficiaries also hindered the smooth progress of the project. Lack of initiative in solid and liquid waste management could not bring any improvement in quality of life of the rural populace.

Recommendations

- Door to door campaigning, social awareness should be strengthened to accomplish the project objectives;
- Endeavour should be made to accelerate sanitation coverage, cover schools and anganwadis with sanitation facilities and promote hygiene education and sanitary habits among students;
- Close monitoring should be evolved so as to ensure speedy execution and completion of components for effective implementation of the project and
- Available funds should be utilised by the districts authorities to achieve the aim of TSC.