

## Chapter-8 : Conclusion

The concept of sanitation includes personal hygiene, home sanitation, safe water, garbage disposal, excreta disposal and waste water disposal. Realising the importance of sanitation, Government of India started the Central Rural Sanitation Programme in 1986 and renamed the programme as Total Sanitation Campaign (TSC) in 1999. Later on, the TSC was renamed as Nirmal Bharat Abhiyan (NBA) with effect from 01 April 2012. The conclusions drawn from the audit of the programmes for the period 2009-10 to 2013-14 are summarised in the following paras.

### Defective planning

The main area of concern noted at the planning stage was lack of bottom-up approach. Gram Panchayat Plans were not linked with district plans. Further the block resource centres which were expected to act as link between these two levels were also not established in several places. Gram Panchayat Plan was not consolidated into Block Plan and further into district Plan in almost half of the test checked districts. There was no mechanism to measure the increase or decrease or the possibility of slip back of rural households with defunct toilets or toilets no longer in use or extinct, in the plans.

### Poor utilisation of funds

Delay in transfer of funds to the implementing agencies also hampered the smooth implementation of the scheme. There was laxity in spending even the available funds by the implementing agencies. Cases of diversions and other irregularities also contributed to poor utilisation which adversely impacted the physical achievement of targets.

### Unrealistic targets

The targets for construction of toilets were fixed by the state governments without taking into account the fund availability and their capacity to execute the approved plans. This resulted in substantial amounts remaining unspent at the end of each year ranging from 40 per cent to 56 per cent of the available funds.

### **Construction of toilets and infrastructure**

The high incidence of defunct toilets made the TSC/ NBA ineffective in tackling the problem of rural sanitation with the result that the sanitation facilities did not improve much and large scale financial investment was rendered unfruitful. The reasons were mainly the poor quality of construction, non availability of water, non-sustainability, and financial and behavioural constraints.

### **Ineffective IEC activities**

IEC activities had been implemented without any conscious effort to create required awareness at the community level. These activities were undertaken in a routine administrative manner as more of a fund utilisation exercise, not organically linked to awareness creation and demand generation processes.

### **Convergence**

In majority of the States, the rural people were deprived of the benefits of sanitation as very few Individual Household Latrines were converged with the Indira Awas Yojana or Mahatma Gandhi National Rural Employment Guarantee Scheme and no convergence took place in case of Community Sanitary Complexes, School toilets, Anganwadi toilets and Solid and Liquid Waste Management.

### **Weak monitoring and evaluation mechanism**


The Ministry did not have a mechanism to verify the physical and financial progress reported by the project authorities even on a test check basis. Monitoring on qualitative parameters such as awareness on sanitation and hygiene issues and overall effectiveness of the planning and operational details remained neglected.

Ministry could not institute a reliable and verifiable method of data capture. Gathering data on construction of toilets under various components, their usage and slip backs are issues which need to be addressed. The data captured on IMIS (Integrated Management Information System) lacks integrity and the physical progress was highly over reported on the IMIS. Multiple checks and verification of data at

various levels and frequent monitoring by the Ministry is required for ensuring data integrity.

For improving the sanitation at a faster pace, IEC activities need to be meticulously planned and delivered at the community level for generating demand. This has to be complemented by creation of required facilities and infrastructure quantitatively and qualitatively.

New Delhi  
Dated: 27 July 2015



(SATISH LOOMBA)  
Director General of Audit  
Central Expenditure

Countersigned

New Delhi  
Dated: 29 July 2015



(SHASHI KANT SHARMA)  
Comptroller and Auditor General of India