Total Sanitation Campaign (TSC) is the Government of India's (GOI) flagship programme for providing access to sanitation facilities in rural areas.

Using government data, this brief reports on TSC trends along the following parameters:

a) Allocation and expenditure,

b) Physical progress of toilets built, and

c) Nirmal Gram Puraskar Awards won.

**Cost share:** Funds for TSC are provided primarily through GOI. The Nirmal Gram Puraskar (NGP) is a GOI incentive fund of up to ₹50 lakhs awarded to local governments for ensuring open defecation free villages.

Complete expenditure data is available up to FY 2009-10. Data is updated regularly and may vary on a day-to-day basis.

### Highlights

<table>
<thead>
<tr>
<th></th>
<th>GOI Allocation for Total Sanitation Campaign in FY 2011-12 (in crores)</th>
<th>₹1,485</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>GOI Expenditure as % of release (2009-10)</td>
<td>128%</td>
</tr>
</tbody>
</table>

### Summary and Analysis

1. In FY 2010-11, rural sanitation accounted for a total of 0.02% of India's GDP.

2. GOI expenditures for TSC have steadily improved. In FY 2005-06, GOI spent a mere 48% of funds released. This increased to 128% in FY 2009-10.

3. State government spending capacity has also improved. Chhattisgarh increased its expenditures to 71% in FY 2009-10 up from 58% in FY 2007-08. In comparison, Andhra Pradesh did poorly – only 24% of funds were spent in FY 2009-10, a decline of 5 percentage points from FY 2007-08.

4. In FY 2009-10, 75% of TSC funds went towards a subsidy for building individual household toilets. By February 2011, 65% of toilets for BPL households had been built at the cost of 48% of approved funds. Kerala topped the list spending 87% of this money and building 100% toilets.

5. Overall, Kerala is the best performer. All rural households in the state have access to toilets. Bihar is the poorest performer with 73% rural households without toilets.

6. 87% of Gram Panchayats in Kerala have won Nirmal Gram Puraskar (NGP) awards. West Bengal comes second at 31%. Only 2% of Gram Panchayats in Bihar have won the NGP.
Trends in Central Government Allocations and Expenditures

- Total Sanitation Campaign (TSC) is a comprehensive programme to ensure sanitation facilities in rural areas with a broader goal of eradicating the practice of open defecation.

- Allocation for TSC has been increasing over time. In FY 2011-12, ₹1,485 crores was allocated, a rise of 4 percent from the previous financial year. However, as a percentage of Gross Domestic Product (GDP) budgetary allocation for sanitation was a mere 0.02 percent in FY 2010-11.

  4% increase in allocations for TSC from FY 2010-11

- TSC implementation involves a number of activities. These include: a) start-up activities such as assessment of needs and preparation of plans; b) Information, Education and Communication (IEC); c) construction of Individual Household Latrines (IHHL); d) construction of community sanitary complexes; e) construction of school toilets and hygiene education to students; and f) construction of anganwadi toilets.

- Expenditure incurred under the TSC is shared between GOI, state and beneficiaries in different ratios. For instance, while start-up activities are 100 percent centrally funded, IEC funds are shared between the centre and states in an 80:20 ratio. For the construction of toilets in households, schools and Anganwadi centres, beneficiaries also have to contribute a predetermined percentage of the costs incurred.

- Expenditure performance: Spending capacity has improved over the years. In FY 2005-06, GOI spent 48 percent of its releases. This improved dramatically in FY 2009-10, when it spent more funds than it released. Similarly, state government expenditure increased from 67 percent to 87 percent during the same period. However, beneficiary contribution decreased by 14 percentage points.

Source: Expenditure Budget, Vol 2, Department of Water and Sanitation, Ministry of Rural Development. Available online at: http://indiabudget.nic.in Note: Figures in crores of rupees. Figures for all years are revised estimates except for FY 2011-12, which are budget estimates.

IHHL is the largest expenditure activity under TSC. In FY 2009-10, 75 percent of total expenditure was incurred on IHHL, up from 60 percent in FY 2008-09. The second largest expenditure activity is the construction of school toilets constituting 14 percent of total expenditures, down from 27 percent in FY 2008-09. IEC accounts for 5 percent.

**IHHL constituted 75% of TSC expenditure in FY 2009-10**

In FY 2009-10, 53 percent of total funds available (including unspent funds from previous years and GOI, state and beneficiary releases) were spent, as compared with 44 percent in FY 2007-08.

**Trends in State Government Allocations and Expenditures**

- There has been an improvement in spending capacity over the years. In FY 2009-10, Chhattisgarh and Uttar Pradesh were the highest spenders. They continue to be the best expenditure performers in FY 2009-10, spending 71 and 65 percent of available funds.

- Punjab and Andhra Pradesh are amongst the worst performers. In fact, Andhra Pradesh has seen a 5 percentage point decline in spending capacity since FY 2007-08.

- There are wide variations in outputs with no observable correlation between high expenditures and improved outputs.
- **IHHL:** IHHLs consist of basic low cost units provided to Below Poverty Line (BPL) households at subsidised rates. The cost is shared between GOI, state and beneficiaries with the exact ratio depending on the unit cost of the facility. Above Poverty Line (APL) households are expected to construct toilets at their own expense.

- By February 2011, 65 percent of toilets for BPL households had been built utilising 48 percent of the total approved funds.

- There are wide inter-state variations in the expenditure and physical achievements of IHHLs and little correlation between expenditures and physical targets achieved.

  For instance, Kerala achieved its physical IHHL target by spending 87 percent of its approved funds. Maharashtra on the other hand spent 37 percent of its financial allocation but achieved 63 percent of its toilet targets. Punjab spent only 3 percent of its approved funds but achieved 32 percent of its physical targets. Bihar was a poor performer building only 34 percent of IHHLs and spending 27 percent of its approved funds.

- **School Toilets:** The second largest component within TSC is construction of school toilets. Data on expenditure and physical achievement of school toilets tells a similar story to the IHHL one.
Here too there is no clear correlation between allocated funds and expenditures. By February 2011, Kerala had spent all of its funds and achieved all of its targets. Chhattisgarh and Maharashtra also achieved near full coverage with their allocated funds. Punjab on the other hand, achieved 100 percent of its physical targets but spent only 40 percent of its approved funds. Uttar Pradesh and Bihar spent 68 and 44 percent of their approved funds and achieved 85 and 61 percent of their physical targets.

IEC: Although a small proportion of overall funds, IEC is an important component of TSC as it is intended to create demand for sanitary facilities in rural areas by imparting hygiene education to people. Expenditure on IEC varies widely across states.

For instance, Himachal Pradesh and Haryana spent close to 70 percent of approved IEC funds. Jharkhand, Bihar, West Bengal and Orissa, spent less than 20 percent.

Coverage

Since the start of TSC, there has been an overall improvement in coverage of sanitary facilities across rural India.

- 81 percent of school toilet targets have been achieved. However, 65 percent of targeted BPL households have access to individual latrines. Only 55 percent coverage among APL households has been achieved.

65% BPL households have toilets

In 2003, GOI instituted the Nirmal Gram Puraskar (NGP) for recognising, encouraging and facilitating Panchayati Raj Institutions, individuals and organisations to promote and achieve total sanitation.
The NGP is awarded to Gram Panchayats that have achieved open defecation free status. The award is also extended to Block and District Panchayats.

Wide variations exist in NGP achievements across states. Between 2005 and 2009, Panchayats in Kerala won the most NGP awards at 87 percent. In West Bengal and Maharashtra, approximately 30 percent Panchayats won the NGP award. Only 5 percent Panchayats in Andhra Pradesh and Chhattisgarh and 2 percent in Bihar won the NGP award by 2009.

Despite improvements, there remain a large number of rural households without access to proper sanitation facilities. As of February 2011, in India, 30 percent rural households lacked access to a toilet.

Variation in state ability to win NGP

<table>
<thead>
<tr>
<th>State</th>
<th>% of NGP Awardees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kerala</td>
<td>87%</td>
</tr>
<tr>
<td>West Bengal</td>
<td>31%</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>30%</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>17%</td>
</tr>
<tr>
<td>Himachal Pradesh</td>
<td>16%</td>
</tr>
<tr>
<td>Haryana</td>
<td>16%</td>
</tr>
<tr>
<td>Karnataka</td>
<td>15%</td>
</tr>
<tr>
<td>Gujarat</td>
<td>12%</td>
</tr>
<tr>
<td>Chhattisgarh</td>
<td>5%</td>
</tr>
<tr>
<td>Andhra Pradesh</td>
<td>5%</td>
</tr>
<tr>
<td>Bihar</td>
<td>2%</td>
</tr>
</tbody>
</table>


% of Rural households without a toilet as on February 2011 is calculated from % achieved against TSC and Census.

Source: Department of Drinking Water and Sanitation, Online Progress Monitoring System Reports, State-wise Basic Information. Available online at: http://ddws.gov.in/crspnet/Report/otherreports/RptStatewiseBasicInfo.aspx Note: Data is cumulative and as on February 23, 2011. % of rural households without a toilet as on February 2011 is calculated from % achieved against TSC and Census.
- States such as Tamil Nadu, Maharashtra, Gujarat, Haryana and West Bengal have seen a huge improvement in access to toilets from 2001.

- Sikkim and Kerala are the best performers, and have ensured that all rural households have access to toilets by February 2011. In fact, Sikkim, in 2008, was the first state to be declared as open defecation free.
This section offers some practical leads to accessing detailed information on the union government's sanitation sector budget. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.

<table>
<thead>
<tr>
<th>Data Sources</th>
<th>Useful Tips</th>
</tr>
</thead>
<tbody>
<tr>
<td>Union Budget, Expenditure Vol. 2 <a href="http://www.indiabudget.nic.in">www.indiabudget.nic.in</a></td>
<td>This volume provides total ministry-wise and department-wise allocations as well as disaggregated data according to sectors and schemes from 1998-99. The data has both revised and budget estimates and should be calculated according to the Major-Head and Sub Major-Head. The Major-Head for TSC is 2215.</td>
</tr>
<tr>
<td>Department of Drinking Water and Sanitation, Ministry of Rural development, Total Sanitation Campaign <a href="http://ddws.gov.in/crspnet/crspmain.aspx">http://ddws.gov.in/crspnet/crspmain.aspx</a> Accessed on February 23, 2011.</td>
<td>State-wise and year-wise details on opening balance, releases (centre, state and beneficiary), and expenditure (GOI and State) for TSC. Also has record of physical achievement and coverage across different categories of beneficiaries. Please note that data is updated frequently and may change on a day-to-day basis.</td>
</tr>
</tbody>
</table>

Prepared by
Avani Kapur, akapur@accountabilityindia.org & Anirvan Chowdhury achowdhury@accountabilityindia.org

Advisory Support
Anit Mukherjee, National Institute of Public Finance and Policy (NIPFP), anit@nipfp.org.in

Budget Briefs is an attempt to undertake basic analysis on social sector budget data including trends in allocation and expenditure patterns and collate and make accessible budget data sources. Information from this document may be reproduced or redistributed for non-commercial purposes in part or in full with due acknowledgement to Accountability Initiative (“AI”). The opinions expressed are those of the author(s). More information on Budget Briefs can be found at http://www.accountabilityindia.in/budget-briefs