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BUDGET BRIEFS

Total Sanitation Campaign GOI, 2012-13

Launched in 1999, the Total Sanitation Campaign (TSC) is the Government of India's (GOI) flagship programme for providing universal access to sanitation facilities.

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

- Allocations and expenditures,
- Progress in toilet construction,
- Nirmal Gram Puraskar Awards won, and
- Links between coverage and health outcomes.

Cost share: Funds for total sanitation are provided primarily through GOI.

Complementary to the TSC, the Nirmal Gram Puraskar (NGP) is an incentive fund of up to ₹50 lakhs awarded to local governments for ensuring Open Defecation Free villages.

Complete expenditure data is available up to 2010-11. Data is updated regularly and may vary on a day-to-day basis.

Highlights

GOI allocation in FY 2012-13 (in crores)
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₹3,500

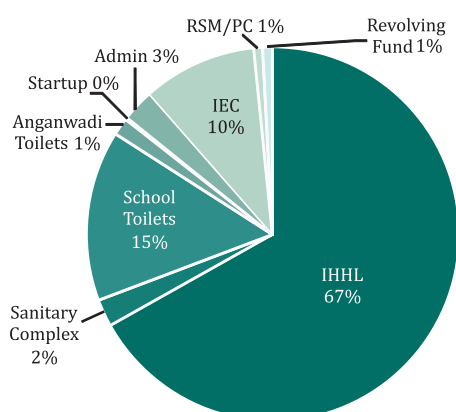
Summary and Analysis

- Budgetary allocation for the Total Sanitation Campaign (TSC) in FY 2011-12 accounted for a mere **0.04%** of India's GDP.
- There is no correlation between expenditures incurred by states and actual sanitation coverage. Kerala, for instance, has met the TSC target of universal coverage for households below the poverty line and spent **93%** of its budget. Himachal Pradesh achieved the same target but spent only **36%** of its budget.
- Many states have a long way to go to meet their individual household toilet targets. Bihar and Jharkhand will need to increase their expenditure by over **5** times to achieve their target.
- According to TSC data, **27%** of India's rural households lack individual household toilets. Census 2011 figures however report that **53%** of urban and rural households do not have a latrine within premises.
- Gram Panchayats (GPs) in Sikkim and Kerala dominate the Nirmal Gram Puraskars. Since its inception in 2003, only **2%** of GPs in Uttar Pradesh have won the award. Interestingly, the state has spent over **80%** of its TSC funds since the start of the programme.
- There is a clear correlation between individual household toilet coverage and Infant Mortality Rates (IMR). Tamil Nadu, for instance, has high coverage at **77%** and an IMR of **28**. In contrast, Bihar has a low toilet coverage at **31%** and an IMR of **48**.

Trends in Central Government Allocations and Expenditures

- The Total Sanitation Campaign (TSC) is a comprehensive programme to ensure sanitation facilities in rural areas. The broader goal of the programme is to eradicate the practice of open defecation.
- **Allocations:** TSC allocations have increased over time. In FY 2012-13, ₹3,500 crores have been allocated to the programme. This is a considerable increase of 133 percent from the revised estimates of the previous financial year.
- Budgetary allocations for TSC accounted for 0.04 percent of India's GDP in FY 2011-12.
- TSC implementation involves a number of activities with specific line item budgets. 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.
- IHHL accounts for the largest share of TSC allocations at 67 percent. This is followed by school toilets and IEC at 15 and 10 percent, respectively.

IHHL and school toilets account for 82% of the TSC budget.



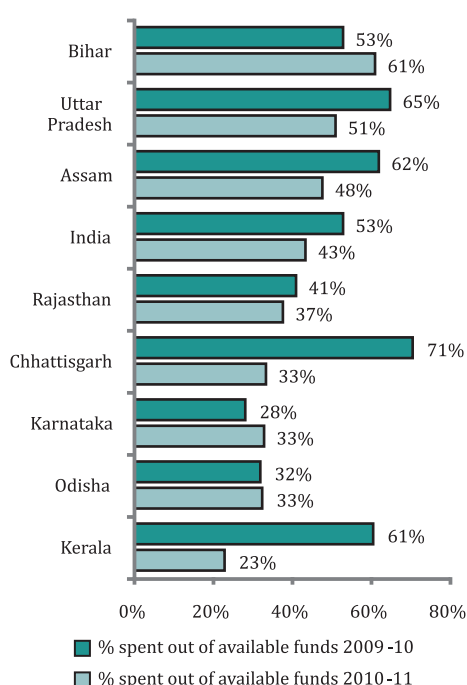
Source: TSC Portal, Financial Report, Year-wise expenditure (all components vs. approved). Available online at: http://tsc.gov.in/Report/Financial/RptQueryStateWiseFinancialExpenditure_net.aspx

- **Expenditure performance:** Expenditure incurred under the TSC is shared between GOI, State governments and beneficiaries. For instance, while start-up activities are 100 percent centrally funded, IEC funds are shared between GOI and States in an 80:20 ratio. For the construction of toilets in households, schools and Anganwadi centres, beneficiaries also have to contribute a pre-determined percentage of the costs incurred.
- Spending capacity has varied over the years. In FY 2009-10, 53 percent of available funds (unspent balances of the previous years and GOI, State and beneficiary releases) were spent. This declined by 10 percentage points in FY 2010-11.
- This decline has not been uniform across all stakeholders. While expenditures incurred by GOI and beneficiaries dropped by 8 and 6 percentage points, respectively, State government expenditure improved from 87 to 108 percent in FY 2010-11.

Trends in State Government Expenditures

- Expenditures in many states have slowed down between FY 2009-10 and FY 2010-11.
- Expenditures in Chhattisgarh and Kerala declined by 38 percentage points between FY 2009-10 and FY 2010-11. Expenditures in Assam and Uttar Pradesh declined by 14 percentage points in the same period.

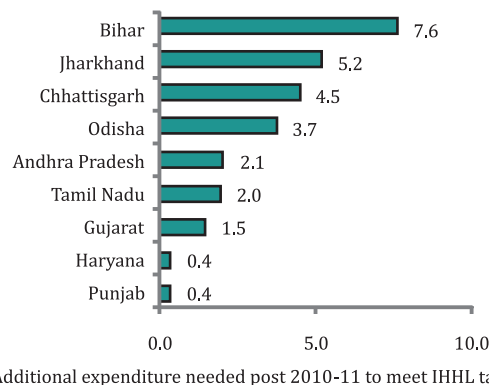
Chhattisgarh and Kerala saw a 38 percentage point decline in expenditures between FY 2009-10 and FY 2010-11.



Source: TSC Portal, Financial Report Menu, Year-wise Opening Balance. Available online at: http://tsc.gov.in/Report/Financial/RptYearwiseOpeningBalance_InLakh.aspx?st_code=mb/OnXS/dlg=&fyear=0zPe5AvQTU38ml3IHhoixw==&comp=X3ltU4NM294=

- Expenditure in Bihar improved from 53 to 61 percent. Karnataka too improved its expenditure from 28 to 33 percent.
- Cost of meeting IHHL targets:** Based on expenditure incurred by states in FY 2010-11 and the gap in IHHL coverage as on February 1, 2012, we have estimated the increase in expenditure needed to meet the IHHL target. Based on our estimates, Bihar will need to increase its expenditure by over 7 times to meet its IHHL target of universal coverage. Jharkhand and Chhattisgarh will require a nearly 5-fold increase in expenditure. Punjab and Haryana would require a marginal increase of 0.4 times.

Bihar will need to increase its expenditure by over 7 times to meet its IHHL target.

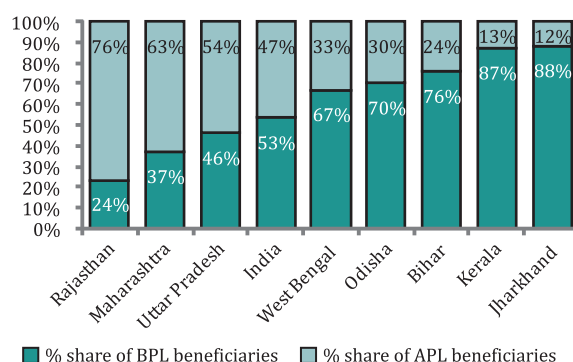


Source: Calculated from TSC Portal, Financial Report, Year-wise expenditure (all components vs. approved). Available online at: http://tsc.gov.in/Report/Financial/RptQueryStateWiseFinancialExpenditure_net.aspx and from Year-wise Opening Balance. Available online at: http://tsc.gov.in/Report/Financial/RptYearwiseOpeningBalance_InLakh.aspx?st_code=mb/OnXS/dlg=&fyear=0zPe5AvQTU38ml3IHhoixw==&comp=X3ltU4NM294=

Component-wise Allocation and Expenditure Analysis

- 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 governments and beneficiaries. The exact ratio depends on the unit cost of the facility. Above Poverty Line (APL) households are expected to construct toilets at their own expense.
- A little more than half of IHHLs constructed are for BPL households.

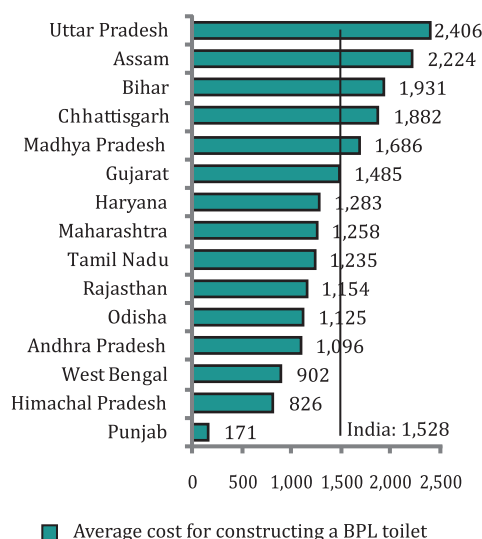
88% IHHLs in Jharkhand and 24% in Rajasthan have been constructed for BPL households.



Source: Calculated from TSC Portal, Physical Progress Report. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx>

- There are wide inter-state variations. Nearly **90** percent of IHHLs built in Jharkhand and Kerala were for BPL households, while the corresponding figure for Rajasthan was only **24** percent.
- Cost of construction:** On average, India spends ₹1,528 on the construction of toilets for BPL households. Costs vary widely across states. Punjab spends the least at ₹171, while Sikkim spends the most at ₹3,338 per toilet. Uttar Pradesh and Bihar are also high spenders with a per toilet cost of ₹2,406 and ₹1,931, respectively. In comparison, West Bengal and Himachal Pradesh are low spenders at ₹902 and ₹826, respectively.

India spends ₹ 1,528 on toilet construction for a BPL household.



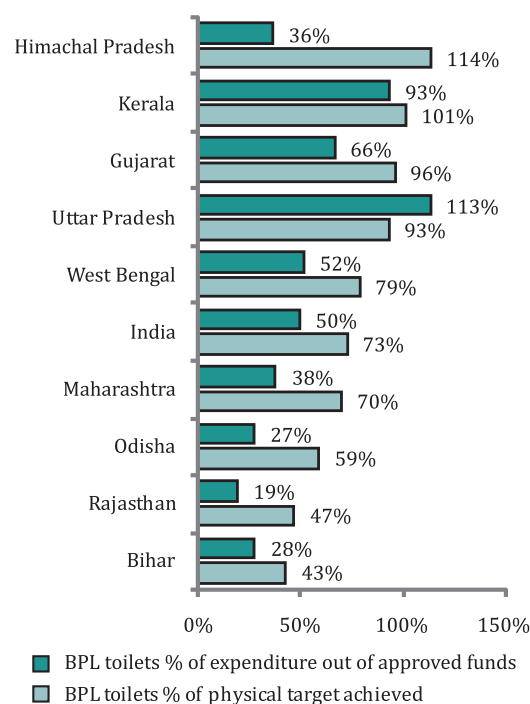
Source: Calculated from TSC Portal, Physical Progress Report and Financial Progress Report. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx> and http://tsc.gov.in/Report/Financial/RptYearwiseOpeningBalance_InLakh.aspx?st_code=mb/OnXS/dlg=&finyear=0zPe5AvQTU38ml3IHhoixw==&comp=X3ltU4NM294=

- Expenditure and Physical Performance:** By February 2011, **65** percent of toilets for BPL households had been built, utilising only **48** percent of the total approved funds.
- There are wide inter-state variations in the expenditure and physical achievements of IHHLs for BPL households, with little

evidence of a correlation between expenditures and physical targets achieved.

- For instance, both Himachal Pradesh and Kerala achieved their physical targets but spent 36 and 93 percent of their approved funds, respectively. On the other hand, Bihar and Odisha spent less than 30 percent of available funds. However, while Odisha has built 59 percent of approved toilets, Bihar has built only 43 percent.

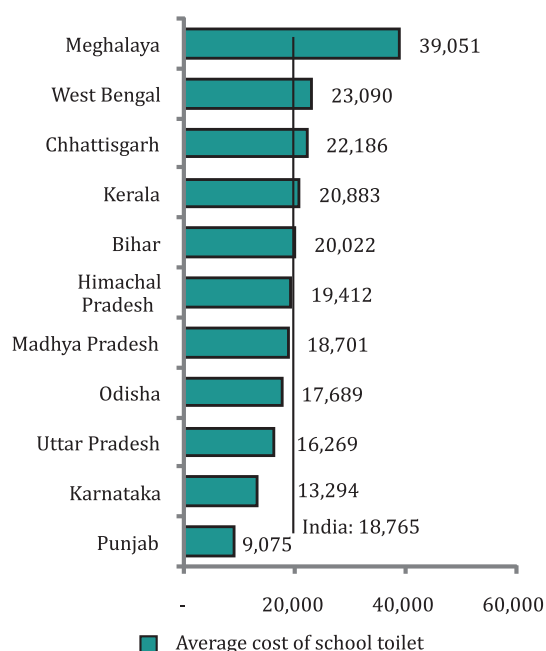
Himachal Pradesh spent 36% of its approved funds but met its IHHL target for BPL households. Bihar spent 28% and achieved 43% of its target.



Source: TSC Portal Physical and Financial Reports. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx> and http://tsc.gov.in/Report/Financial/RptPercentageFinComponentStateWiseDistrictwise_net.aspx Note: Data is cumulative and as on February 1, 2012.

- School Toilets:** The second largest component of TSC is the construction of school toilets. Funds for school toilets are shared between GOI and state governments in a **70:30** ratio.
- The average cost of building school toilets, at ₹18,765, is much greater than that for IHHLs.

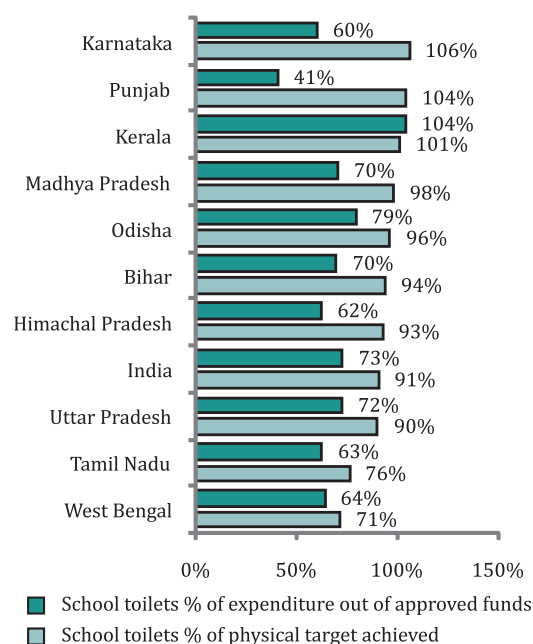
India spends an average of ₹18,765 on building school toilets. Expenditure is highest in Meghalaya and lowest in Punjab.



Source: TSC Portal Physical and Financial Reports. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx> and http://tsc.gov.in/Report/Financial/RptPercentageFinComponentStatewiseDistrictwise_net.aspx Note: Data is cumulative and as on February 1, 2012.

- The unit cost for school toilets in Meghalaya is the highest at almost ₹40,000. Bihar, Kerala, West Bengal and Chhattisgarh spend about ₹20,000 each. Punjab spends the least at less than ₹10,000.
- **Expenditure and Physical Performance:** Like toilets for BPL households, there is little correlation between allocated funds and expenditures.

Kerala and Punjab achieved their physical targets. Kerala spent all its funds but Punjab spent only 41%.



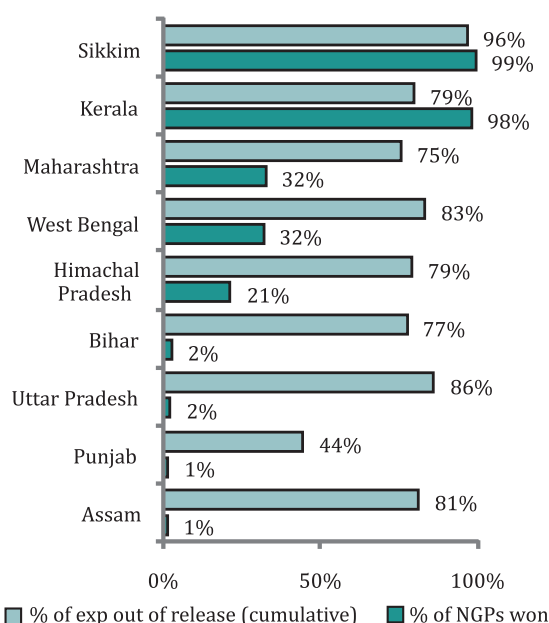
Source: TSC Portal Physical and Financial Reports. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx> and http://tsc.gov.in/Report/Financial/RptPercentageFinComponentStatewiseDistrictwise_net.aspx Note: Data is cumulative and as on February 1, 2012

- By February 2012, Kerala had spent all its funds and achieved its targets. Punjab and Karnataka also achieved full coverage but spent only 41 and 60 percent of their approved funds, respectively. Bihar and Uttar Pradesh spent about 70 percent of their approved funds and achieved over 90 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 adults as well as school children. Expenditure on IEC varies widely across states.
- Himachal Pradesh and Haryana spent 80 and 73 percent of approved IEC funds. Jharkhand, Bihar, West Bengal and Odisha, spent less than 20 percent each. Punjab spent only 2 percent.

Nirmal Gram Puraskar

- 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 (GPs) that have achieved Open Defecation Free (ODF) status. The award is also extended to Block and District Panchayats. Since its launch, a total of 25,145 GPs have won the award.
- There are wide variations in NGP achievements across states. Between 2005 and 2010, GPs in Sikkim and Kerala won the most NGP awards. 99 and 98 percent GPs in these states achieved ODF status. They also spent 96 and 79 percent of their total TSC funds. On the other hand, Uttar Pradesh and Assam spent over 80 percent of their TSC funds, but only 2 and 1 percent of their GPs achieved ODF status.

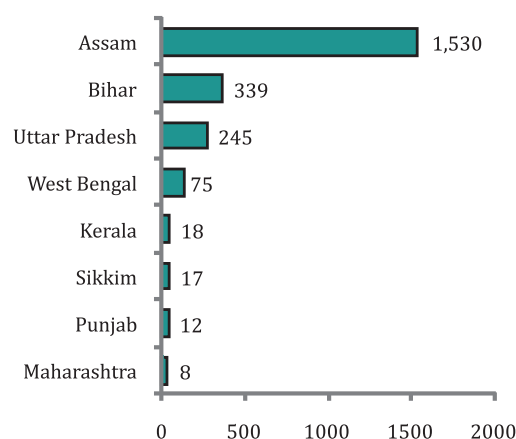
99% GPs in Sikkim have won the NGP, 2% in Bihar and Uttar Pradesh.



Source: Number of GPs winning the NGP is available at <http://nirmalgrampuraskar.nic.in/Report/RptGPAwardedSummaryTill2010.aspx> and TSC Portal, Financial Report, available online at: http://tsc.gov.in/Report/Financial/RptYearwiseOpeningBalance_InLakh.aspx?st_code=mb/OnXS/d1g=&finyear=0zPe5AvQTU38ml3IHhoixw==&comp=X3ltU4NM294= Note: Data is cumulative and as on February 1, 2012.

- On average, India spends ₹43 lakhs per GP to obtain ODF status. While states like Maharashtra, Punjab, Sikkim, Kerala and Tamil Nadu spend less than the average, states such as Uttar Pradesh and Bihar spend ₹245 and ₹339 lakhs, respectively.

On average India spends ₹43 lakhs per GP to obtain ODF status.



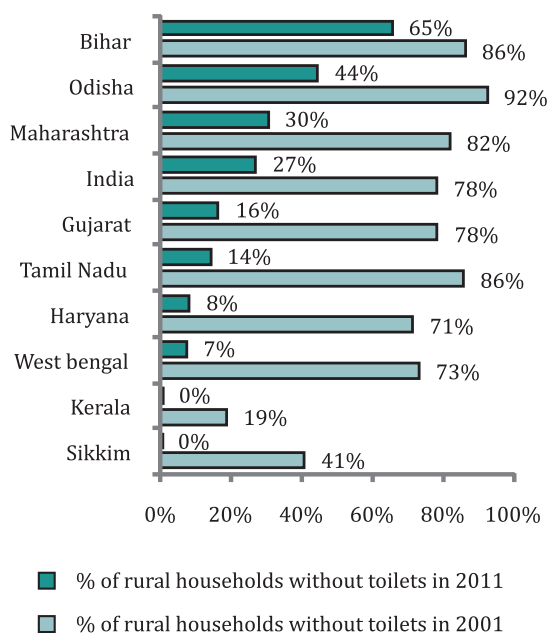
■ TSC expenditure for making GP Nirmal

Source: Number of GPs winning the NGP is available at <http://nirmalgrampuraskar.nic.in/Report/RptGPAwardedSummaryTill2010.aspx> and TSC Portal, Financial Report, available online at: http://tsc.gov.in/Report/Financial/RptYearwiseOpeningBalance_InLakh.aspx?st_code=mb/OnXS/d1g=&finyear=0zPe5AvQTU38ml3IHhoixw==&comp=X3ltU4NM294= Note: Data is cumulative and as on February 1, 2012.

Coverage

- Since 1990, when the TSC was launched, there has been an overall improvement in coverage of sanitary facilities across rural India. 91 percent of school toilets, and 73 and 61 percent of toilets for BPL and APL households, respectively have been built.
- Despite improvements, there remain a large number of rural households without access to proper sanitation facilities.
- States such as a Tamil Nadu, Maharashtra, Gujarat, Haryana and West Bengal have seen a significant improvement in access to toilets from 2001.

27% rural households in India do not have a toilet.



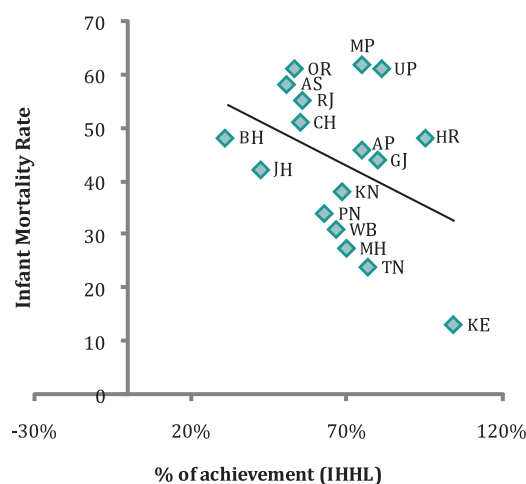
Source: TSC Portal, Online Progress Monitoring System Reports, State-wise Basic Information. Available online at: <http://tsc.gov.in/Report/otherreports/RptStatewiseBasicInfo.aspx> % of rural households without a toilet as on February 2012 is calculated from % achieved against TSC and Census. Note: Data is cumulative and as on February 2, 2012.

- Sikkim and Kerala are the best performers and have ensured that all rural households have access to toilets by February 2011. Sikkim has also made significant strides in usage. In 2008, Sikkim became the first state in India to achieve ODF status.
- However, it is important to note that TSC data may overestimate coverage. According to the Census 2011, 53 percent of rural and urban households did not have a latrine within their premises.

Outcomes

- Infant mortality rate (IMR), measured as the number of deaths of babies under one year of age per 1,000 live births, when mapped with IHHL coverage, is a good indicator of the importance of improving access to better sanitation facilities.
- Data reveals that IMR is low in states where TSC has greater coverage. For example, Tamil Nadu (TN) has achieved 77 percent of its IHHL target and has an IMR of 28. On the other hand, Bihar (BH) built only 31 percent of the approved IHHLs and its IMR is 48.
- It is important to highlight that coverage is based on the IHHL targets set by TSC from its inception and may not cover the universe of households lacking IHHLs.

IMR is low in states where TSC has greater coverage.



Source: IHHL coverage is from TSC Portal, Online Progress Monitoring System Reports, State-wise Basic Information. Available online at: <http://tsc.gov.in/Report/Physical/RptPhysicalProgressStateWiseDistrictwise.aspx> Note: Data is cumulative and as on February 11, 2012. IMR figures are from SRS Bulletin, December 2011 available online at <http://pib.nic.in/archieve/others/2012/feb/d2012020102.pdf>

This section offers some practical leads to accessing detailed information on the union government's sanitation budget. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.

Data Sources	Useful Tips
Union Budget, Expenditure Vol.2 www.indiabudget.nic.in	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.
Department of Drinking Water and Sanitation, Ministry of Rural development, Total Sanitation Campaign http://tsc.gov.in/Report/ReportMenu.aspx <i>Accessed on February 02, 2012.</i>	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.
Department of Drinking Water and Sanitation, Ministry of Rural Development, Nirmal Gram Puraskar http://nirmalgrampuraskar.nic.in/Report/RptGPAwardedSummaryTill2010.aspx <i>Accessed on February 02, 2012.</i>	State-wise information on number of Gram Panchayats awarded with Nirmal Gram Puraskar.

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