

BUDGET BRIEFS

Vol 7/Issue 5

SBM (Gramin)
GOI, 2015-16



ACCOUNTABILITY INITIATIVE

Research and Innovation for Governance Accountability

The Swachh Bharat Mission

(SBM), previously called the Nirmal Bharat Abhiyan (NBA), is the Government of India's (GOI) flagship programme for providing access to sanitation facilities.

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

- Allocations and expenditures
- Physical progress of toilets built and
- Expenditures incurred under Information, Education and Communication (IEC) activities

Cost share: Funds for rural sanitation are provided primarily through GOI. For Individual Household Latrines (IHHLs), states and beneficiaries are expected to contribute a share as well.

Data is updated regularly and may vary on a day-to-day basis. Complete expenditure data is available till FY 2013-14. For FY 2014-15, data is updated till second week of February 2015.

HIGHLIGHTS

₹6,244^{cr}

GOI allocations for Ministry of Drinking Water and Sanitation (MoDWS) in FY 2015-16

₹3,625^{cr}

GOI allocations for the Swachh Bharat Mission (SBM) in FY 2015-16

94%

of GOI funds released in FY 2013-14

SUMMARY & ANALYSIS

- ❖ Allocations for MoDWS in FY 2013-14 accounted for **0.11%** of the GDP at current prices.
- ❖ With the launch of SBM in 2014, allocations increased by **24%** from FY 2013-14 to FY 2014-15.
- ❖ In FY 2015-16, **₹3,625** crore has been allocated for SBM - an increase of **27%** over the previous financial year.
- ❖ The pace of releases slowed down in FY 2013-14. **30%** of the total monies released to states, were released in the last month of the financial year.
- ❖ In FY 2013-14, states spent **45%** of the funds available to them. In FY 2014-15, **35%** of funds available had been spent till February 2015.
- ❖ Construction activities account for the bulk of SBM expenditure. In FY 2014-15, over **90%** of rural sanitation funds were allocated for construction of different types of toilets.
- ❖ IEC activities constituted only **5%** of total SBM expenditures in FY 2014-15. Moreover, since 1999, only **11%** of the total rural sanitation outlay has been used for IEC activities.
- ❖ Sanitation coverage continues to be low. According to the Census of India 2011, **3** out of every **5** people do not have access to sanitation facilities.

TRENDS IN GOI ALLOCATIONS AND EXPENDITURES

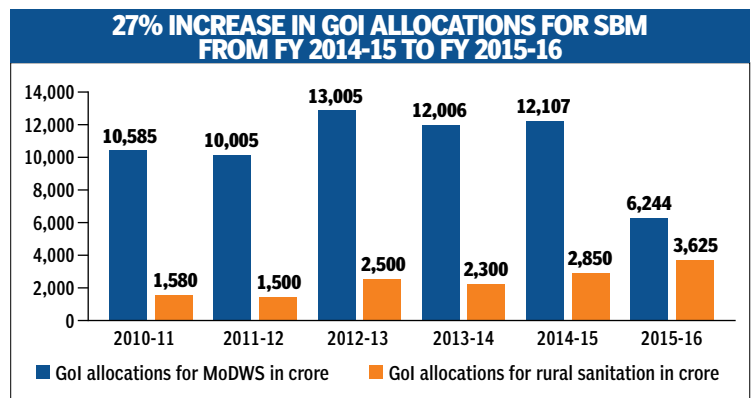
- ❖ **Allocations:** Between FY 2013-14 and FY 2014-15, allocations for the MoDWS increased by less than 1 percent from ₹12,006 crore to ₹12,107 crore. In FY 2013-14, MoDWS accounted for 0.11 percent of the GDP at current prices. In FY 2015-16, allocations dropped to ₹6,244 crore which is a 48 percent decrease from FY 2014-15.
- ❖ In 2014, GOI launched the Swachh Bharat Mission Gramin (SBM) — a community-led rural sanitation programme aimed at providing access to sanitation facilities and eradicating the practice of open defecation by 2019. In FY 2015-16 rural sanitation accounted for 58 percent of the total MoDWS allocations, up from 24 percent in FY 2014-15.
- ❖ In 1999, GOI launched the nationwide Total Sanitation Campaign (TSC). In 2012, the programme was restructured and renamed the Nirmal Bharat Abhiyan (NBA). In 2014, the sanitation flagship programme was redesigned once again and rechristened the SBM. For the purpose of this brief, we will use the term SBM even while describing performance prior to 2014.
- ❖ GOI allocations for rural sanitation increased by 53 percent from ₹1,500 crore in FY 2011-12 to ₹2,300 crore in FY 2013-14. The revised estimate for FY 2014-15 shows that only ₹2,850 crore was allocated which is a significant drop from the budget estimate. In FY 2015-16, ₹3,625 crore has been allocated to SBM.
- ❖ Budgets for SBM are determined through a process of negotiation between GOI and state governments. The negotiation is based on project proposals called Annual Implementation Plans (AIPs) developed at the Gram Panchayat (GP) level

In FY 2014-15, up to February 2015, only

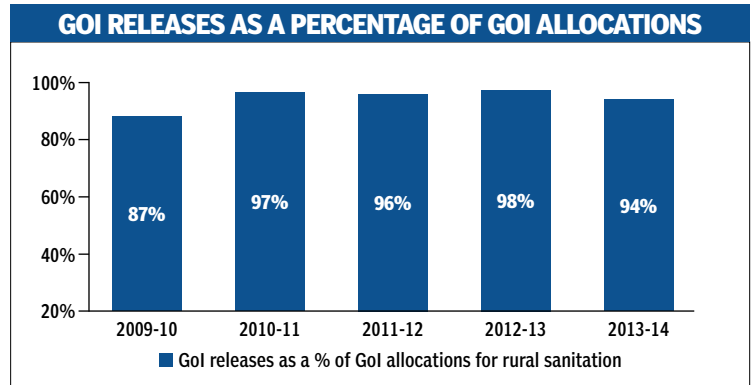
33%

of the total allocations had been sanctioned by GOI

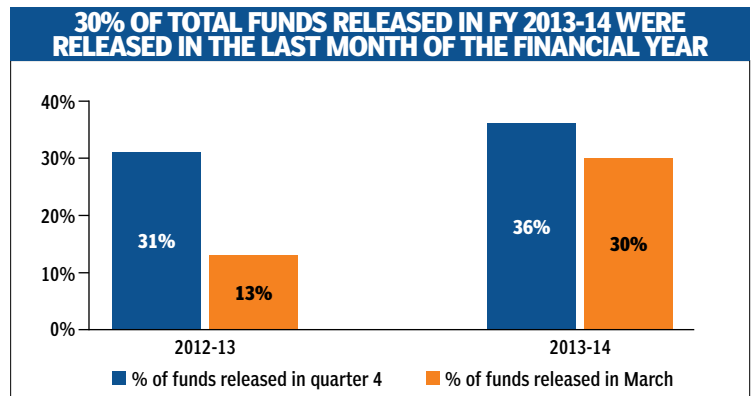
In FY 2015-16
₹3,625^{cr}
allocated for SBM



Source: India Budget, Expenditure Budget, Vol.2 . Available online at : indiabudget.nic.in Last accessed on February 28, 2015
Note: All figures are in crore. Figures upto FY 2014-15 are revised estimates. For FY 2015-16 it is budget estimates



Source: Allocations have been taken from India Budget and Releases from the SBM Portal Format C2 Financial Year-wise State Release Abstract. Available online at: http://sbm.gov.in/tsc/Report/Release/RptCentreReleaseStatewise_net.aspx?id=Home Last accessed on February 15, 2015



Source: SBM Portal, Format C4, month-wise funds released during financial year. Available online at: <http://tsc.gov.in/tsc/Report/Release/RptCentreReleaseMonthwise.aspx?id=REL> Last accessed on June 16, 2014

and consolidated at the block, district and state level. AIPs are finally sanctioned by the National Scheme Sanctioning Committee of the MoDWS. Funds are released based on approved budgets.

❖ **Releases:** GOI releases for rural sanitation have been decreasing in recent years. In FY 2010–11, GOI released **97** percent of its allocations. This decreased to **94** percent in FY 2013–14. Releases for FY 2014-15 are not yet available. We have thus used the date of sanctioning of funds as a proxy for releases. In FY 2014-15, up to February 2015,

only **33** percent of the total allocations had been sanctioned by GOI.

- ❖ Between FY 2012-13 and FY 2013-14, the timing of fund release has slowed down considerably. In FY 2012-13, **31** percent of the total funds released were released in the fourth quarter of the financial year. In fact, **13** percent was released as late as March 2013.
- ❖ In FY 2013-14, **36** percent of the total year's release was made in the last quarter and **30** percent was released in the last month of the financial year.

TRENDS IN STATE RELEASES AND EXPENDITURES

❖ **Releases:** There are state-level differences in timing of funds released by GOI.

❖ In FY 2012-13, Karnataka and Arunachal Pradesh received their entire annual allocations in the last quarter. The fund release process improved in FY 2013-14. Karnataka and Arunachal Pradesh received **48** and **77** percent of their total releases in the last quarter of FY 2013-14, respectively.

❖ In contrast, fund release was faster in Gujarat where only **11** percent was released in the last quarter in FY 2012-13. This improved further in FY 2013-14, when all the years' funds were released before the last quarter of FY 2013-14.

❖ In FY 2014-15, **3** states i.e. Assam, Mizoram and Manipur had received no funds.

❖ States that received funds in FY 2014-15, witnessed large variations in timing of release. For instance, while Arunachal Pradesh received funds in the first quarter of the financial year, Bihar, Haryana and Madhya Pradesh received

funds only in January 2015 — **2** months before the end of the financial year.

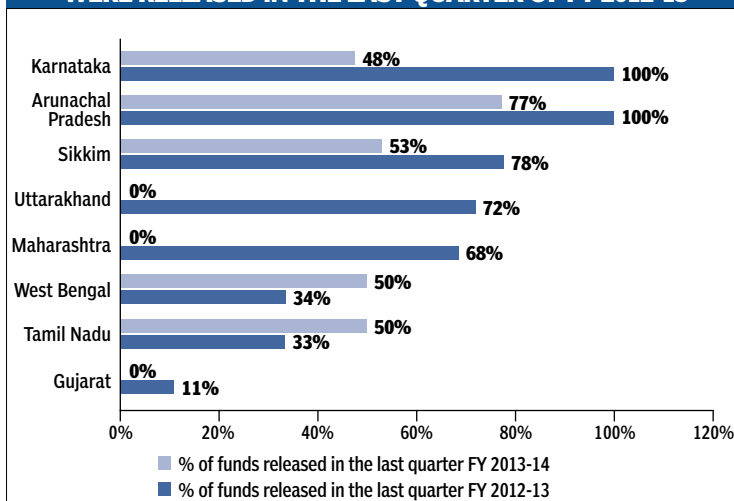
❖ **Expenditure performance:** Expenditure as a proportion of funds available (opening balances and releases by state and GOI) is low. In FY 2013-14, total spending across India was **45** percent. In FY 2014-15, by February 2015, on average, states had spent **35** percent of the funds available to them.

❖ There are significant state-level differences. In FY 2013-14, while Uttarakhand spent **69** percent of the total available funds, Odisha spent only **11** percent.

69%

of the total available funds was spent by Uttarakhand in FY 2013-14

100% FUNDS FOR ARUNACHAL PRADESH AND KARNATAKA WERE RELEASED IN THE LAST QUARTER OF FY 2012-13

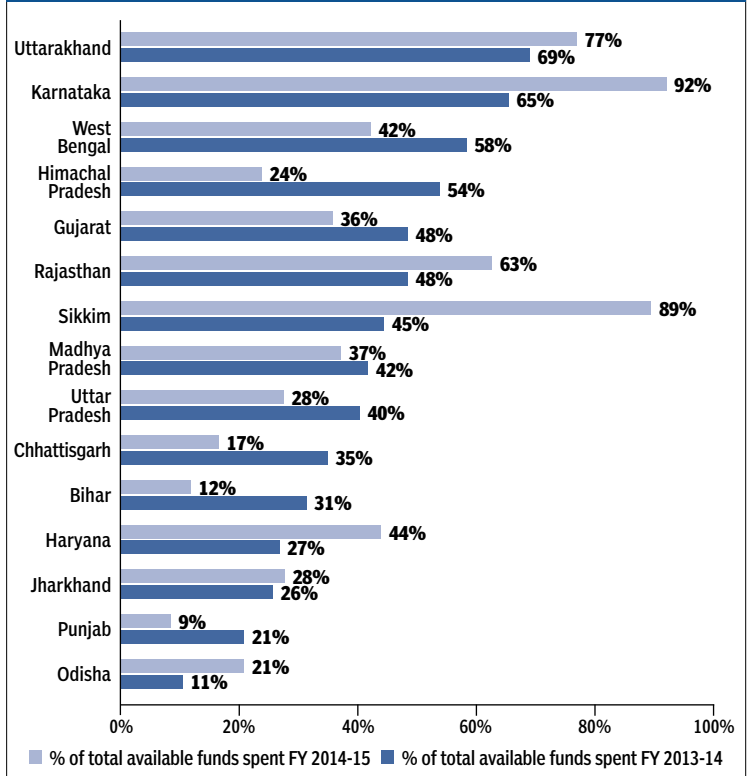


Source: SBM portal, format C4, month-wise funds released during financial year. Available online at: <http://tsc.gov.in/tsc/Report/Release/RptCentreReleaseMonthwise.aspx?id=REL> Last accessed on June 16, 2014

- ❖ There have been improvements in expenditure as a proportion of funds available. This, however, is due more to the low release of funds (33 percent of allocations) rather than increases in absorption capacity.
- ❖ For instance, Karnataka spent 65 percent of its available funds in FY 2013-14. This increased by 27 percentage points in FY 2014-15 to 92 percent till February 2015. Similarly, Sikkim witnessed a 44 percentage points increase in FY 2014-15, compared to the previous financial year.

Sikkim witnessed a
44
percentage point increase in
FY 2014-15, compared to the
previous financial year

35% OF FUNDS AVAILABLE ACROSS INDIA HAVE BEEN SPENT IN FY 2014-15 (TILL FEBRUARY)

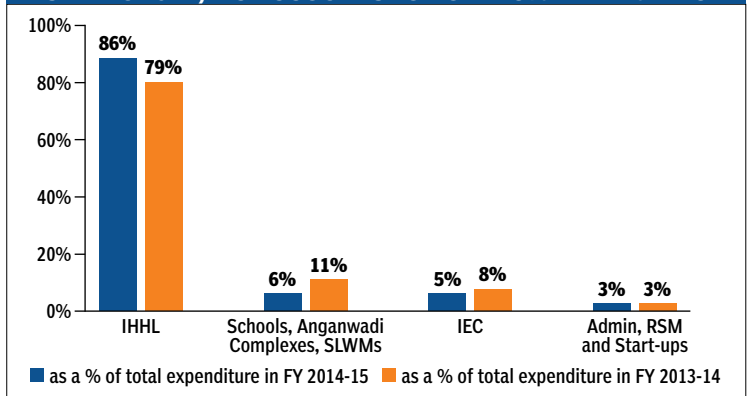


Source: SBM Portal, Format B2 (a) & (b), State share expenditure- component-wise. Available online at: <http://sbm.gov.in/tsc/Report/Financial/RptStateDistrictExpYearwise.aspx?id=Home> Last accessed on February 15, 2015

COMPONENT-WISE TRENDS IN EXPENDITURES

- ❖ Implementation of SBM involves a number of activities. These include: a) start-up activities, such as a needs assessment and subsequent preparation of plans, b) Information, Education and Communication (IEC) activities, c) construction of IHHLs, d) construction of community sanitary complexes, e) construction of school toilets and hygiene education, f) construction of anganwadi toilets, and g) setting up of rural sanitary marts (RSM) or production centres and retail outlets responsible for manufacturing and marketing low-cost hardware.
- ❖ Monies for construction activities including IHHLs, school and anganwadi toilets and sanitary complexes accounted for over 90 percent of total SBM expenditures in FY 2014-15. Expenditure on IEC activities constituted only 5 percent of the total budget. This is a decrease of 3 percentage points from the previous financial year.

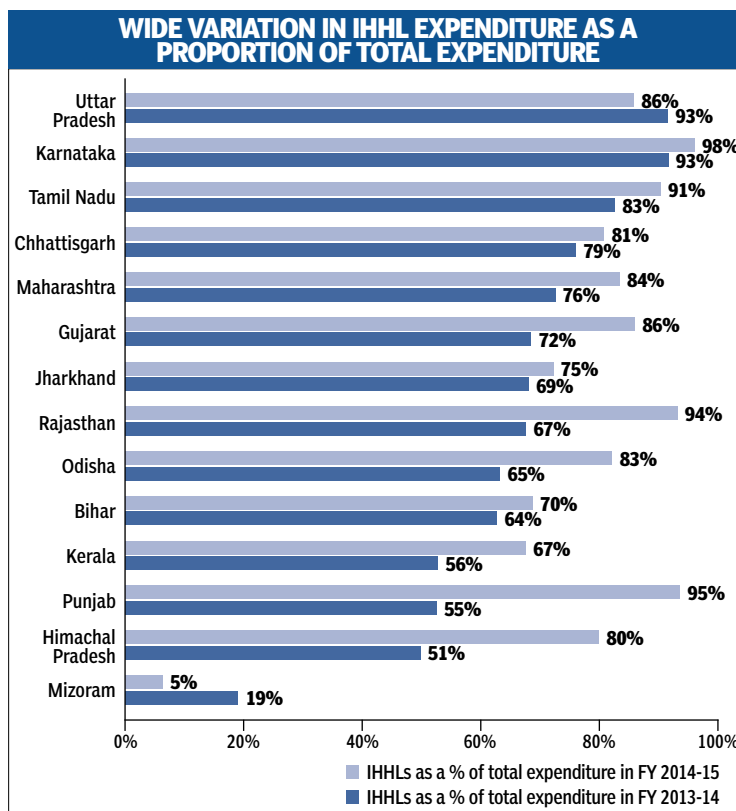
TOILET CONSTRUCTION ACCOUNTS FOR OVER 90% OF THE SBM BUDGET; IEC ACCOUNTS FOR ONLY 5% IN FY 2014-15



Source: SBM Portal, Format B2 (a) & (b), State share expenditure- component-wise. Available online at: <http://sbm.gov.in/tsc/Report/Financial/RptStateDistrictExpYearwise.aspx?id=Home> Last accessed on February 15, 2015

90% of total SBM expenditures in
FY 2014-15 was for construction
activities

- ❖ **IHHLs:** IHHLs are basic low-cost units provided to Below Poverty Line (BPL) households and certain categories of Above Poverty Line (APL) households such as Scheduled Castes/Scheduled Tribes, small and marginal farmers, landless labourers, physically handicapped, and women-headed households at subsidised rates. The cost is shared between GOI, state governments, and beneficiaries.
- ❖ In FY 2013-14, **79** percent of expenditure under SBM was on the construction of IHHLs. This increased to **86** percent in FY 2014-15.
- ❖ There are variations across states. Uttar Pradesh prioritised IHHL construction by spending **93** percent of its total expenditure on construction in FY 2013-14. The state also had a large proportion (**78** percent) of rural households without toilets according to Census 2011.
- ❖ In contrast, Mizoram, where only **15** percent of households did not have IHHLs as per Census 2011, spent only **19** percent of its total expenditure on IHHL construction.
- ❖ With the launch of SBM in 2014, the unit cost of IHHLs increased from ₹**10,000** per unit to ₹**12,000** per unit. This focus on construction and increased unit costs has led to an increase in IHHL expenditure as a proportion of total expenditure in most states in FY 2014-15.



Source: SBM Portal, Format B2 (a) & (b), State-wise centre and state share expenditure-component-wise. Available online at: <http://sbm.gov.in/tsc/Report/Financial/RptStateDistrictExpYearwise.aspx?id=Home> Last accessed on February 15, 2015

- ❖ For instance, Himachal Pradesh's expenditure on IHHL as a proportion of total expenditure went up by **29** percentage points between FY 2013-14 and FY 2014-15 and accounted for **80** percent of total expenditure in FY 2014-15. Similarly, Rajasthan's expenditure proportion went up by **27** percentage points from **67** percent to **94** percent in the same period.

SCHOOL TOILETS

- ❖ In 2014, GOI launched the Swachh Vidyalaya initiative for construction of new toilets and repair of dysfunctional toilets in schools. Further, a Swachh Bharat Kosh (SBK) was set up to attract funding for this initiative from Public Sector Undertakings (PSUs) and the corporate sector as part of the Corporate Social Responsibility Bill.
- ❖ Under this initiative, funds for all **2.57** lakh toilets required in India have been committed.

Funds for all

2.57lakh

toilets required have been committed under Swachh Vidyalaya initiative

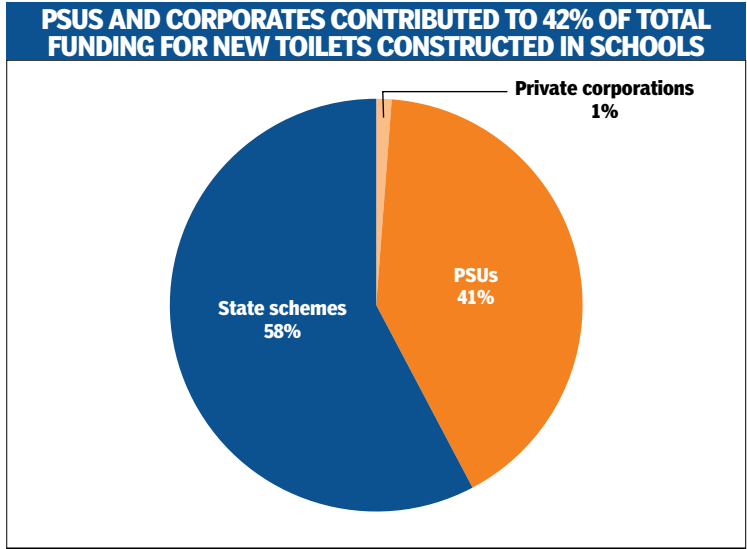
- ❖ As on February 2015, **58** percent of funds for these toilets came from state schemes. **41** percent came from PSUs and private corporations contributed **1** percent of total funding for new toilets.

❖ Other than constructing new toilets, this initiative also looks at repairing existing dysfunctional toilets. At the start of the programme, there were a total of **1.62** lakh dysfunctional toilets across India. Till February 2015, monies have been generated for **84,619** or **52** percent of total dysfunctional toilets.

Till February 2015, monies have been generated for

84,619

or **52** percent of total dysfunctional toilets



Source: Swachh Vidyalaya Portal, New Toilets Booking Status state-wise. Available online at: <http://125.63.72.116:8085/swachhvidhyalaya/home> Last accessed on February 15, 2015

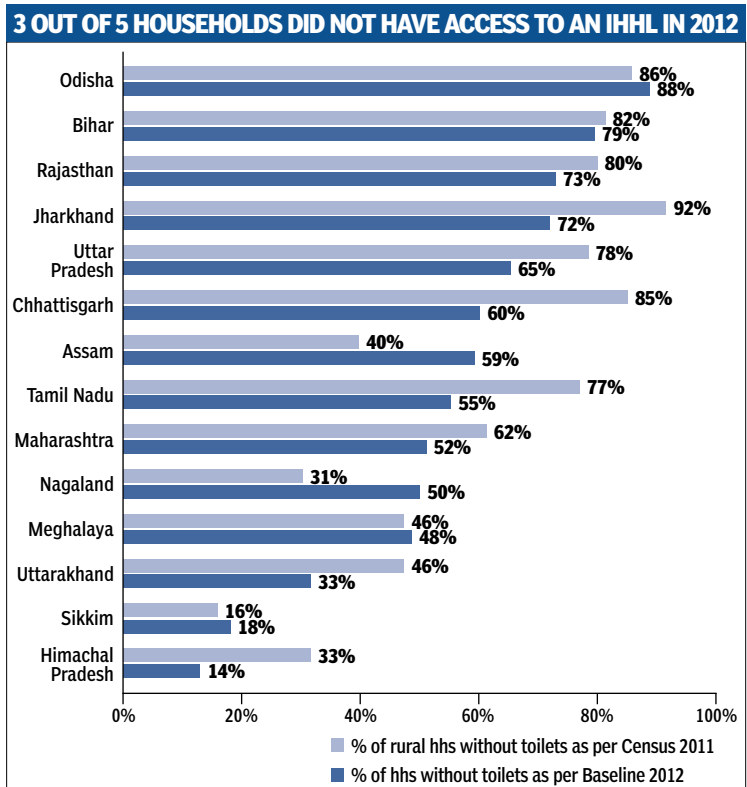
COVERAGE

❖ According to the 2011 Census, **69** percent of people in rural India do not have access to toilet facilities. These findings have been confirmed by SBM's own Baseline Survey of 2012, which found that **61** percent of households did not have access to toilets.

❖ Sikkim had one of the highest coverage rate with only **18** percent of households according to the Baseline Survey and **16** percent according to Census 2011 without an individual toilet. On the other hand, most households in Odisha did not have a toilet (**88** percent according to Baseline 2012 and **86** percent as per Census 2011).

❖ There are some differences in coverage numbers reported in the 2012 Baseline Survey and the 2011 Census. For instance, Census 2011 estimates that **92** percent of households in Jharkhand did not have access to a toilet. Baseline figures are much lower at **72** percent. Similarly, there was a difference of **22** percentage points between Census and Baseline figures in the percentage of households without toilets in Tamil Nadu.

❖ **Missing toilets:** According to Census 2001, there were **3.01** crore households with toilets. This increased in 2011 to **5.14** crore households



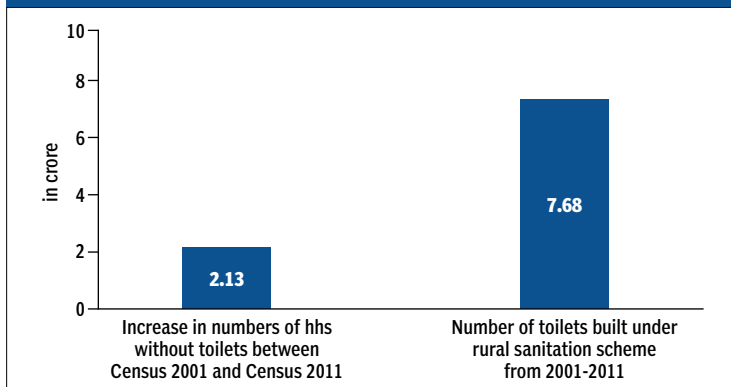
Source: Baseline 2012 Survey and Census 2011. Available online at: http://www.censusindia.gov.in/2011census/hlo/Data_sheet/India/Latrine.pdf and <http://tsc.nic.in/BLS2012/> Last accessed on February 15, 2015

SBM's own Baseline Survey of 2012, found that **61%** of households do not have access to toilets

with toilets. Over the same period, rural sanitation schemes built **7.68** crore new toilets, indicating a difference of **5.54** crore toilets which are 'missing'. Part of the difference can be due to toilets built under the rural sanitation scheme which are now dysfunctional. Baseline 2012 captured information on the number of dysfunctional toilets across states. Adjusting this number for dysfunctional toilets and assuming that each new household built **1** toilet, we find that at an all-India level there were **4.1** crore toilets, which cannot be accounted for.

- ❖ Uttar Pradesh has the maximum number of missing toilets equivalent to **25** percent of total unaccounted for toilets. Tamil Nadu and Madhya Pradesh too have a significant proportion at **10** percent(each) of the total.
- ❖ In contrast, states such as Punjab, Bihar and Manipur have more households with toilets than the number of toilets built in the state under the programme. This suggests that individuals in these states perhaps built toilets of their own accord, without any assistance from GOI.
- ❖ Despite making progress on construction of IHHLs, open defecation(OD) continues to be a problem.
- ❖ The **69th** round of the National Sample Survey Organisation (NSSO) conducted from July 2012 to December 2012 surveyed people to understand the reasons behind low latrine usage. Responses to the question vary significantly by state.
- ❖ Questions were asked to those who did not use toilet facilities. **100** percent of the respondents who practised OD in Himachal Pradesh were not using toilets due to issues related to cleanliness, insufficient water or malfunctioning toilets.
- ❖ In contrast, in Haryana where only **44** percent of households did not have a toilet according to Census 2011, all the respondents gave personal preference as their reason for not using latrines. Similarly, in Karnataka, **44** percent said they did not use latrines because of personal preference.

4.1 CRORE TOILETS BUILT UNACCOUNTED FOR IN 2012

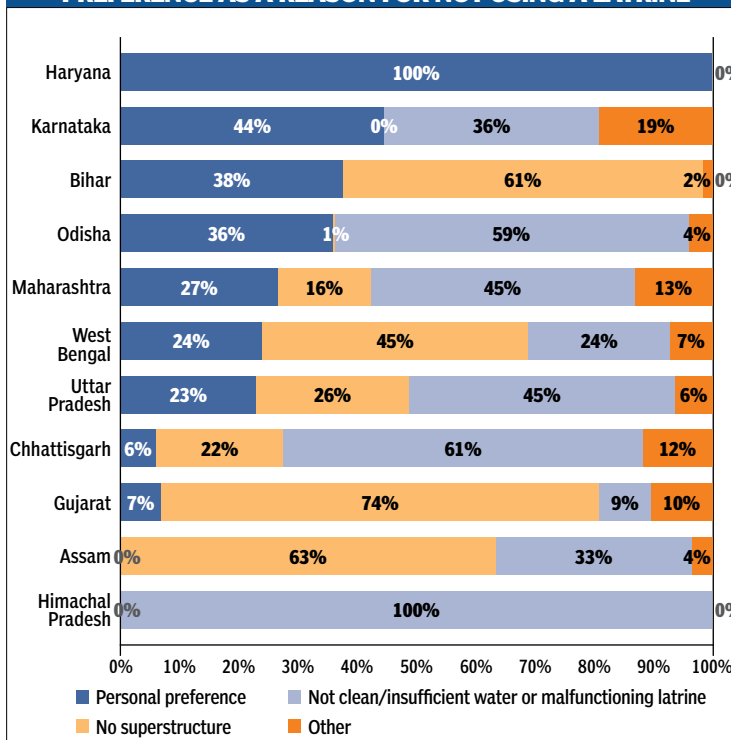


Source: Census 2001 & 2011 and SBM portal for physical progress on number of toilets built and number of dysfunctional toilets state-wise. Available online at: <http://censusindia.gov.in/> & <http://tsc.gov.in/TSC/NBA/NBAHome.aspx> Last accessed on June 5, 2013

44%

people who practiced OD said they did not use latrines because of personal preference in Karnataka

ALL RESPONDENTS IN HARYANA INDICATED PERSONAL PREFERENCE AS A REASON FOR NOT USING A LATRINE



Source: NSSO 69th round 2012: Key Indicators of drinking water, sanitation, hygiene and housing condition in India. Available online at: http://mospi.nic.in/Mospi_New/site/inner.aspx?status=3&menu_id=31 Last accessed on February 1, 2015

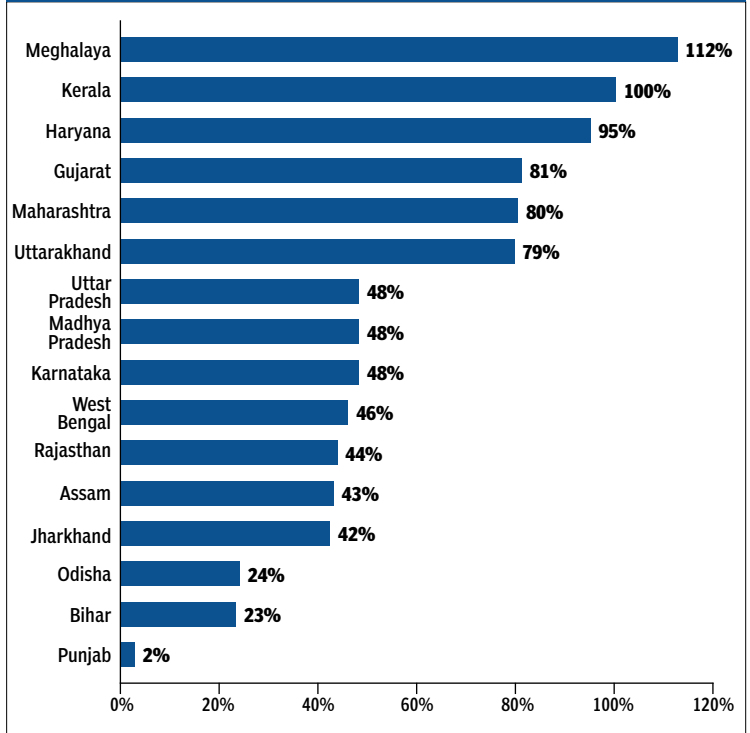
Since the inception of the rural sanitation programme in 1999, only

48%

of total approved funds under IEC have been spent

- ❖ Over **60** percent of respondents in Assam said they didn't use a latrine because of the absence of a superstructure. This is surprising as according to Census 2011, only **40** percent of households did not have a latrine in Assam.
- ❖ **IEC:** Although a small proportion of the overall budget, IEC is an important component of rural sanitation as it is intended to create a demand for sanitation facilities in rural areas. Despite this, according to the newly released SBM guidelines, only **8** percent of total allocations for SBM can be utilised on IEC activities. This is a decrease from the previous scheme (NBA), which allowed for a maximum of **15** percent of the total outlays to be allocated to the IEC component.
- ❖ Expenditures under IEC are low. Since the inception of the programme in 1999, only **48** percent of total approved funds under IEC have been spent. There are, however, variations at the state level.
- ❖ Cumulatively since 1999, states such as Meghalaya and Kerala have spent over **100** percent of the approved funds for IEC. Odisha and Bihar have spent **24** percent and **23** percent of their approved funds respectively. IEC expenditure as a proportion of total approved funds was the lowest in Punjab at **2** percent.
- ❖ **Per HH IEC Expenditure:** Recent debate on decreasing OD has focused on initiating behavioural change through greater awareness and information.
- ❖ Comparisons were made in IEC expenditure per household across states. Ideally to compare

MEGHALAYA AND KERALA SPENT OVER 100% OF APPROVED IEC EXPENDITURE; PUNJAB SPENT 2%



Source: SBM Portal Format B13, state-wise Information Education and Communication (IEC). Available online at: <http://sbm.gov.in/tsc/Report/Financial/RptIECAApprovedExp.aspx?id=FIN> Last accessed on February 15, 2015

how much states spend per household defecating in the open, we would divide the IEC expenditure in a state by the number of households practicing OD. However, data on OD is not publicly available. Thus we use census data on number of households without toilets to estimate how much each household without toilet is spending on IEC activities.

- ❖ In FY 2013-14, IEC expenditure per household without toilets ranged from less than ₹1 per HH in Punjab to ₹370 in Mizoram.
- ❖ The north-eastern states spent the most per household without toilets on IEC. Interestingly, in comparison to the rest of the states except Kerala, they have relatively less number of households without toilets. For instance, in Mizoram, only **15** percent of the households did not have toilets. In contrast, Gujarat, which is one of the lowest spenders, has **67** percent of rural households with no access to an IHHLs.

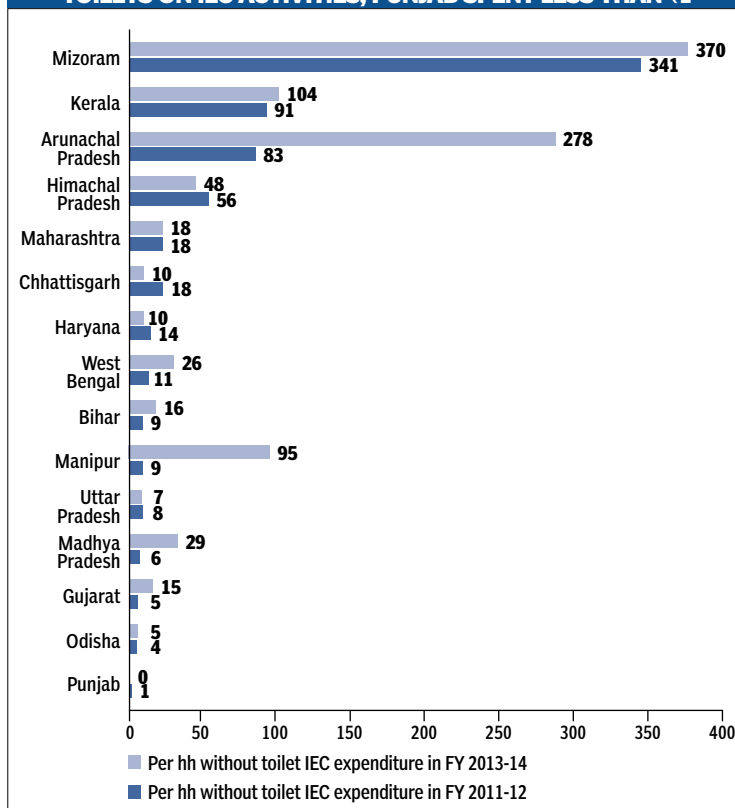
- ❖ Between FY 2011-12 and FY 2013-14, expenditure on IEC in Manipur per household without toilet went up by ₹86. In contrast, expenditure in Himachal fell by ₹7 during the same period.
- ❖ States such as Odisha, Madhya Pradesh, Bihar, Haryana and Maharashtra spent less than ₹30 per household without toilets in both years.

Cumulatively since 1999, states such as Meghalaya and Kerala have spent over

100%

of the approved funds for IEC. Odisha and Bihar have spent 24 percent and 23 percent of their approved funds respectively

IN FY 2013-14, MIZORAM SPENT ₹370 PER HOUSEHOLD WITHOUT TOILETS ON IEC ACTIVITIES; PUNJAB SPENT LESS THAN ₹1



Source: SBM portal Format B2 and Census 2011, Available online at: <http://sbm.gov.in/tsc/Report/Financial/RptStateDistrictExpYearwise.aspx?id=Home> and http://www.censusindia.gov.in/2011census/hlo/Data_sheet/India/Latrine.pdf Last accessed on February 15, 2015

GOI allocations for rural sanitation increased by 27% from

₹2,850^{cr}

in FY 2014-15 to

₹3,625^{cr}

in FY 2015-16

In FY 2013-14, states spent

45%

of the funds available to them.

In FY 2014-15,

35%

of funds available had been
spent till February 2015





GOI allocations for MoDWS
decreased by 48% from

₹12,006^{cr}

in FY 2013-14 to

₹6,244^{cr}

in FY 2015-16



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.

📄 DATA SOURCES	💡 USEFUL TIPS
Union Budget, Expenditure Vol.2 Available online at: www.indiabudget.nic.in <i>Last accessed on February 28, 2015</i>	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 SBM is 2215.
Swachh Bharat Mission Portal Available online at: http://sbm.gov.in/tsc/NBA/NBAHome.aspx <i>Last accessed on February 15, 2015</i>	State-wise and year-wise details on opening balances, releases (centre, state, and beneficiary), and expenditures (GOI and state) for SBM. Also has record of physical achievement and coverage across different categories of beneficiaries. Also has data on number of toilets built between 2001 and 2011 as well as Census and Baseline Survey. Please note that data is updated frequently and may change on a day-to-day basis.
Baseline Survey 2012, Swachh Bharat Mission Portal, Available online at: http://tsc.nic.in/BLS2012/ <i>Last accessed on February 15, 2015</i>	Information available state-wise and GP-wise based on findings from a baseline survey conducted in 2012.
Swachh Vidyalaya Available online at: http://125.63.72.116:8085/swachhvidhyalaya/ <i>Last accessed on February 15, 2015</i>	Has information on new school toilets constructed as well as dysfunctional school toilets repaired. The number of toilets built by corporates, PSUs and states are available on this site.
Annual Project Implementation Reports (APIPs) Available online at: http://tsc.gov.in/TSC/Report/AnnualActionPlan/RptAIPDownloadFiles.aspx?id=Home <i>Last accessed on June 23, 2014</i>	State-wise APIPs with annual targets on construction and utilisation of funds.
NSSO 69th round 2012: Key Indicators of Drinking Water, Sanitation, Hygiene and Housing Condition in India Available online at: http://mospi.nic.in/Mospi_New/site/inner.aspx?status=3&menu_id=31 <i>Last accessed on February 1, 2015</i>	Has information (state-wise) on reasons why people do not use latrines.
Census 2001 & Census 2011 Available online at: http://censusindia.gov.in/ <i>Last accessed on February 1, 2015</i>	Has numbers on how many households do not have toilets.

Prepared by **Avani Kapur**, akapur@accountabilityindia.org & **Smriti Iyer**, siyer@accountabilityindia.org

Special Thanks: **Pranav Sidhwani**

Photo: **RICE Institute**



Budget Briefs is an attempt to undertake basic analysis on social sector budget data including trends in allocations 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://accountabilityindia.in/expenditure_track