



BUDGET BRIEFS

Vol 14/Issue 5

Jal Jeevan Mission (JJM)

GoI, 2022-23

Jal Jeevan Mission (JJM) is Government of India's (GoI's) rural drinking water programme to provide functional tap connections to every household for drinking, cooking, and other domestic needs on a sustainable basis by 2024. It subsumes the previous National Rural Drinking Water Programme (NRDWP).

Against the backdrop of the COVID-19 pandemic, this brief uses government data to report on:

- GoI allocations, releases, and expenditures; and
- Progress on coverage and components of JJM.

Cost share and implementation:

Fund sharing ratios between GoI and states vary as per components. For 'Coverage', funds are shared in a 50:50 ratio. For 'Support Activities' and 'Water Quality Management System', the ratio is 60:40. For states in the North Eastern Region (NER) and Himalayan states, the ratio is 90:10.

HIGHLIGHTS

₹ 86,189 cr

GoI allocations for Ministry of Jal Shakti (MJS) in FY 2022-23

₹ 60,000 cr

GoI allocations for JJM in FY 2022-23

SUMMARY & ANALYSIS

- For the Financial Year (FY) 2022-23, GoI allocated ₹60,000 crore Budget Estimates (BEs) to Jal Jeevan Mission (JJM) – a 33 per cent increase over the previous years' Revised Estimates (REs).
- JJM is the largest scheme of the Ministry of Jal Shakti, accounting for 70 per cent of the total Ministry budget.
- In FY 2021-22, revised GoI allocations for JJM were ₹45,011 crore. However, as per the JJM Management Information System (MIS), GoI allocations for the year stood at ₹92,309 crore as on 1 January 2022, ₹47,298 crore more than the REs.
- Release of funds by GoI have been slow. By the end of the third quarter, GoI had released ₹24,414 crore, 26 per cent of its total GoI approved share or 54 per cent of the REs.
- Utilisation of funds available is even lower. Till 1 January 2022, 13 states including West Bengal, Jharkhand, and Tamil Nadu had utilised less than half their available GoI funds. However, Himachal Pradesh, Uttar Pradesh, and Haryana had spent more than 70 per cent of their GoI funds available.
- As on 1 January 2022, less than 2 years away from the completion date, 5.5 crore or 29 per cent rural households have been provided new Functional Household Tap Connections (FHTCs) since the launch of the mission.

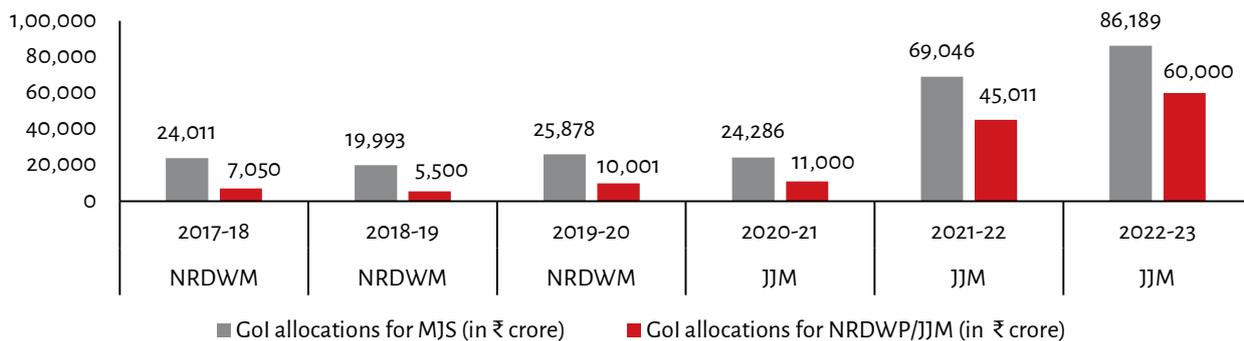
- On 15 August 2019, Government of India (GoI) launched the Jal Jeevan Mission (JJM), a flagship scheme to provide water supply through Functional Household Tap Connections (FHTCs) to every rural household at a capacity of at least 55 litres per capita, per day (lpcd) by 2024. It is implemented by the Department of Drinking Water and Sanitation (DDWS) under the Ministry of Jal Shakti (MJS).
- The broader objectives of JJM are:
 - **Providing FHTCs to every rural household and village institution:** Ensuring and monitoring adequate quantity of water with prescribed quality in every village in India, including providing FHTCs to schools, Anganwadi Centres (AWCs), Gram Panchayat (GP) buildings, Health and Wellness Centres, and Community Buildings.
 - **Prioritising quality-affected villages:** Provision of FHTCs in quality-affected areas and villages in drought prone and desert areas.
 - **Community-owned and driven operations and maintenance:** The mission aims at empowering and upskilling the village community in meeting the short term and long term demands of construction, plumbing, managing and monitoring water quality, water treatment, and spreading awareness.
 - **Institutional reforms:** Strengthening state water and sanitation missions, and District and Village level Water and Sanitation Committees, which are responsible for decentralised implementation; and
 - **Source sustainability:** Rainwater harvesting, groundwater recharge, and other water conservation measures, along with 'grey' water management are to be undertaken in convergence with the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and grants under the Finance Commission (FC).

TRENDS IN OVERALL GOI ALLOCATIONS

Allocations

- The estimated budget for JJM for the five-year period, 2020-24, was set at ₹3.6 lakh crore. Of this, GoI's share is ₹2.08 lakh crore or 58 per cent. Funding for the same is to come from multiple sources. This includes direct gross budgetary support or direct allocations for the scheme, and those mobilised through Extra Budgetary Resources (EBR).
- In FY 2019-20, GoI initiated a dedicated fund called 'Rashtriya Jal Jeevan Kosh' to mobilise and accept contributions from individual donations, trusts, foundations, and Corporate Social Responsibility (CSR) to fund JJM. It was relaunched online on 2 October 2021.
- Other sources of financing include: funds through convergence with other schemes, such as MGNREGS, the Compensatory Afforestation Fund (CAMPA), and Members of Parliament and Members of Legislative Assembly funds for Local Area Development (MPLADs/MLALADs).
- Funds for JJM are also available through the Fifteenth Finance Commission (15th FC) grants to Rural Local Bodies (RLBs). Out of the total allocated grant of ₹2.36 lakh crore for the period of FY 2020-21 to FY 2025-26, 60 per cent or ₹1.42 lakh crore is tied for the national priority area of 'water supply and sanitation', particularly for drinking water supply, rainwater harvesting and water recycling, maintenance of sanitation, and Open Defecation Free (ODF) status.
- From FY 2019-20 till the end of FY 2021-22, GoI had allocated ₹66,012 crore accounting for 32 per cent of its total share. For FY 2022-23, GoI allocated another ₹60,000 crore for JJM. This brings its total allocations to ₹1,26,012 crore or 61 per cent of its total share.
- There are however, differences between GoI allocations as per the Union budget and GoI share mentioned as per the JJM Management Information System (MIS). GoI share as per the MIS was ₹92,309 crore or 54 per cent higher than FY 2022-23 BEs.

GOI ALLOCATIONS FOR JJM IN 2022-23 INCREASED BY 33%



Source: Union Expenditure Budget, MJS for FY 2017-18 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 1 February 2022.

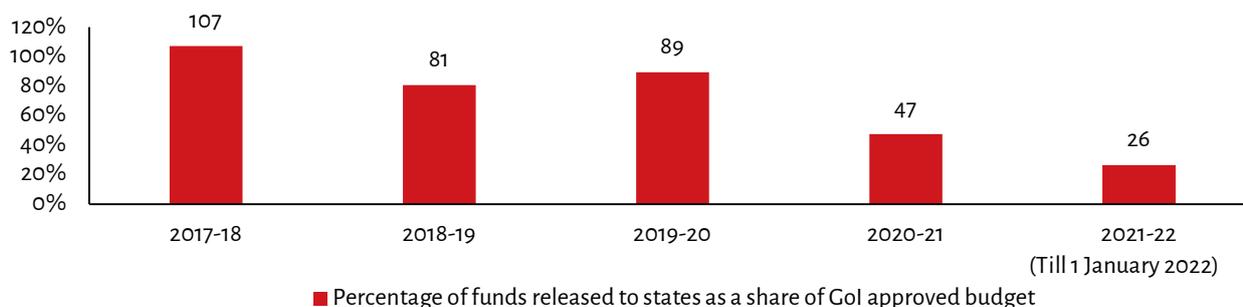
Note: Figures are in crores of Rupees and are Revised Estimates (REs), except for FY 2022-23 which are Budget Estimates (BEs).

TRENDS IN STATE-WISE RELEASES AND EXPENDITURES

Releases

- State-wise allocations and releases are based on State Action Plans (SAPs) and Annual Action Plans (AAPs) submitted by states to DDWS. SAPs are an aggregation of activities to be undertaken through bottom-up planning, starting at the village level with the formation of a Village Action Plan (VAP). This is then collated into a District Action Plan (DAP) and further into an SAP. The AAP includes an estimation of financial requirements for the proposed activities, and is submitted online each year in February through the Integrated Management Information System (IMIS).
- Once SAPs are approved, state-wise GoI shares to be released are determined using a formula. This takes into account the rural population as per the latest census report, proportion of Scheduled Castes (SCs) and Scheduled Tribes (STs), weightage given to hilly states, drought-prone areas, and water quality-affected habitations.
- Data on releases and expenditures, including the EBR, are available only for GoI's share. Since the scheme started in FY 2019-20, a comparison has been made with the erstwhile National Rural Drinking Water Programme (NRDWP).
- In FY 2019-20, 89 per cent of GoI's approved budget (₹9,952 crore) had been released to states. In FY 2020-21, due to expenditure contraction with the COVID-19 pandemic, this decreased to 47 per cent (₹10,918 crore).
- The pace of fund release has shown a significant deterioration in FY 2021-22. As on 1 January 2022, only 26 per cent (₹24,414 crore) of GoI's approved budget had been released to the states. Releases, however, account for 54 per cent of the REs.

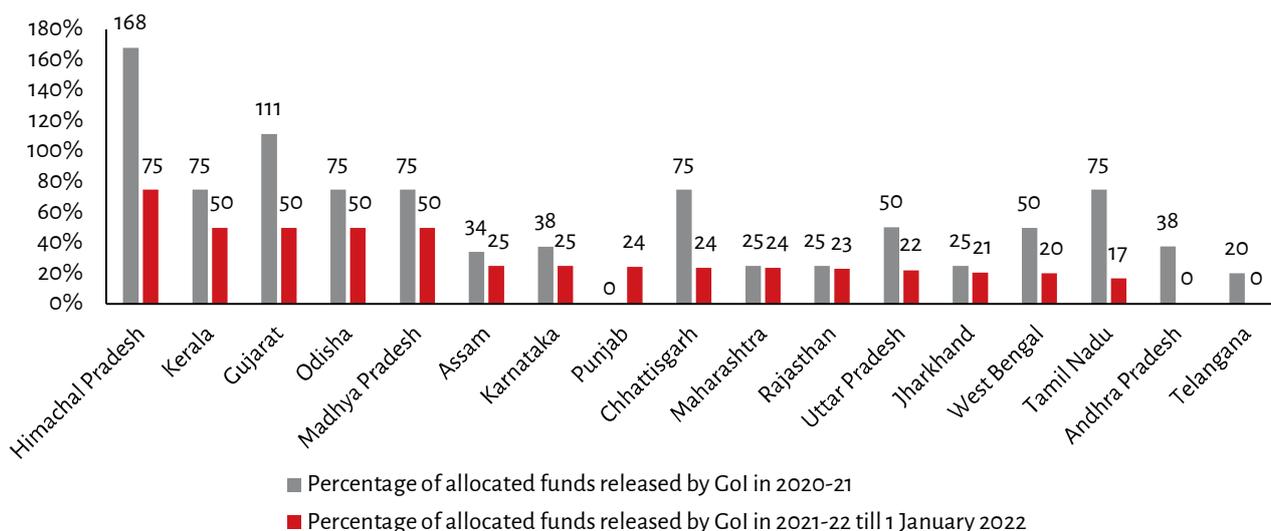
IN 2021-22, ONLY 26% OF GOI'S APPROVED BUDGET HAD BEEN RELEASED TILL 1 JANUARY 2022



Source: JJM IMIS system, Financial Progress Format D1- State wise Allocation, Release and Expenditure. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=O&RP=Yhttps://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=O&RP=Y. Last accessed on 1 January 2022.

- There are, however, variations across states. Many states in the North Eastern Region (NER) and Himachal Pradesh had received more than half their Gol approved budget for FY 2021-22 by 1 January 2022. Other states such as Kerala, Gujarat, Odisha, and Madhya Pradesh had received 50 per cent of their share each.
- On the other hand, Andhra Pradesh and Telangana had not received any funds till 1 January 2022. Other states with low releases include Tamil Nadu and West Bengal, which received less than 20 per cent of their share.

13 STATES AND UTs HAD RECEIVED LESS THAN HALF THEIR ALLOCATED SHARE TILL 1 JANUARY 2022

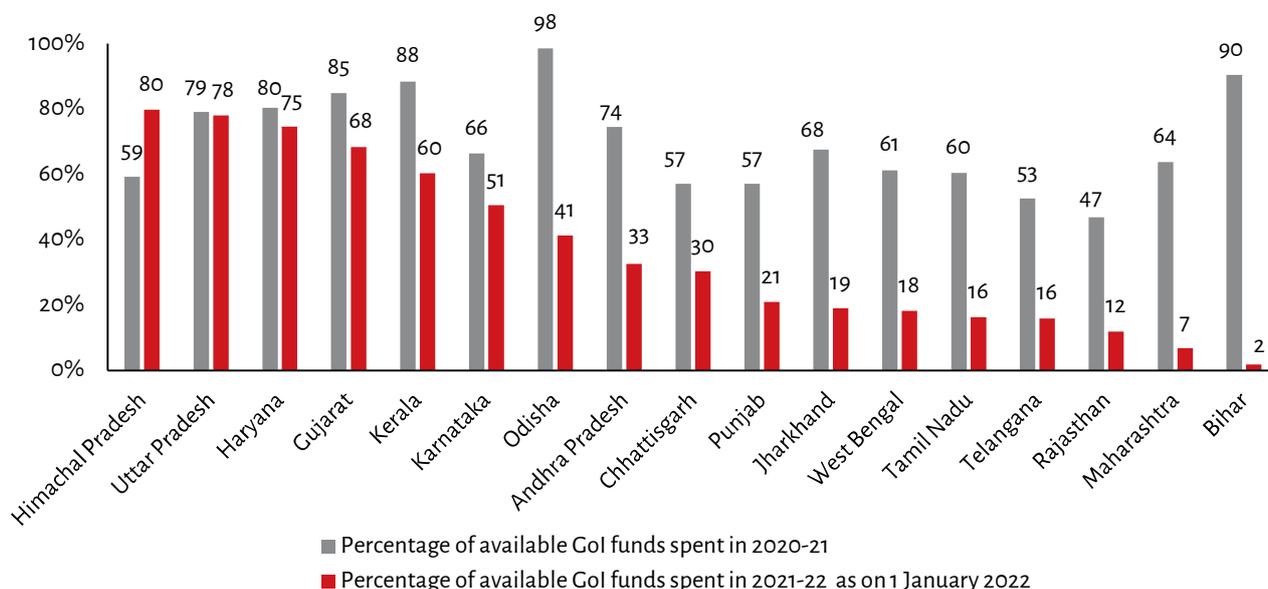


Source: JJM IMIS system. Financial Progress. Format D1 - State wise Allocation, Release and Expenditure. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=0&RP=Y https://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=0&RP=Y. Last accessed on 1 January 2022.

Expenditures

- Total available Gol funds to states in a given financial year include Gol opening balances, Gol releases, and interest earned.
- In FY 2020-21, despite low releases, not all funds were spent. As a proportion of funds available 72 per cent was spent.
- Expenditures were even lower in FY 2021-22. Even though only 26 per cent of Gol's share had been released, expenditures as a proportion of Gol funds available stood at 44 per cent as on 1 January 2022, over three-fourths into the fiscal year.
- In FY 2021-22, till 1 January 2022, 13 states including West Bengal, Jharkhand, and Tamil Nadu had utilised less than half their available Gol funds. Bihar had utilised only 2 per cent of its available funds. On the other hand, Himachal Pradesh, Uttar Pradesh, and Haryana had spent more than 70 per cent of their Gol funds available.

13 STATES HAD SPENT LESS THAN 50% OF THEIR AVAILABLE GOI FUNDS IN 2021-22 TILL 1 JANUARY 2022



Source: JJM IMIS system. Financial Progress. Format D1 - State wise Allocation, Release and Expenditure. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=O&RP=Yhttps://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=O&RP=Y. Last accessed on 1 January 2022.

COMPONENT-WISE TRENDS

- Funds under JJM are given for three major components:
 - **Coverage:** Funds are given for infrastructure provision under FHTCs.
 - **National Water Quality Sub-Mission (NWQSM):** Launched in March 2017, the NWQSM aims to provide safe drinking water to 27,544 arsenic and fluoride affected habitations. As on 1 January 2022, 713 habitations were yet to receive safe drinking water. Under the NWQSM component, GOI gives states the flexibility to allocate 10 per cent of their total allocations to habitations affected by chemical contaminants. NWQSM will come to a close on 31 March 2022; and
 - **Japanese Encephalitis - Acute Encephalitis Syndrome (JE-AES):** Sixty high-priority districts across five states, namely Assam, Bihar, Tamil Nadu, Uttar Pradesh, and West Bengal, which are most affected with JE-AES, have been identified by the Ministry of Health and Family Welfare. These states can allocate 0.5 per cent of GOI's share to protect against JE-AES.
- In FY 2020-21, the 'Coverage' component received 99 per cent of the total GOI allocation. A total of 98 per cent of this amount was released. In FY 2021-22, the entire GOI allocation was for the 'Coverage' component. As on 1 January 2022, 26 per cent of it had been released.
- In FY 2020-21, JE-AES allocations were made only for Assam, Bihar, Tamil Nadu, and Uttar Pradesh. No allocations were made for this component in FY 2021-22 till 1 January 2022.
- Under the NWQSM component, two states, namely Assam and Uttar Pradesh received allocations in FY 2020-21 and all funds allocated were released. This component, too, had no allocations in FY 2021-22 till 1 January 2022.

Expenditures

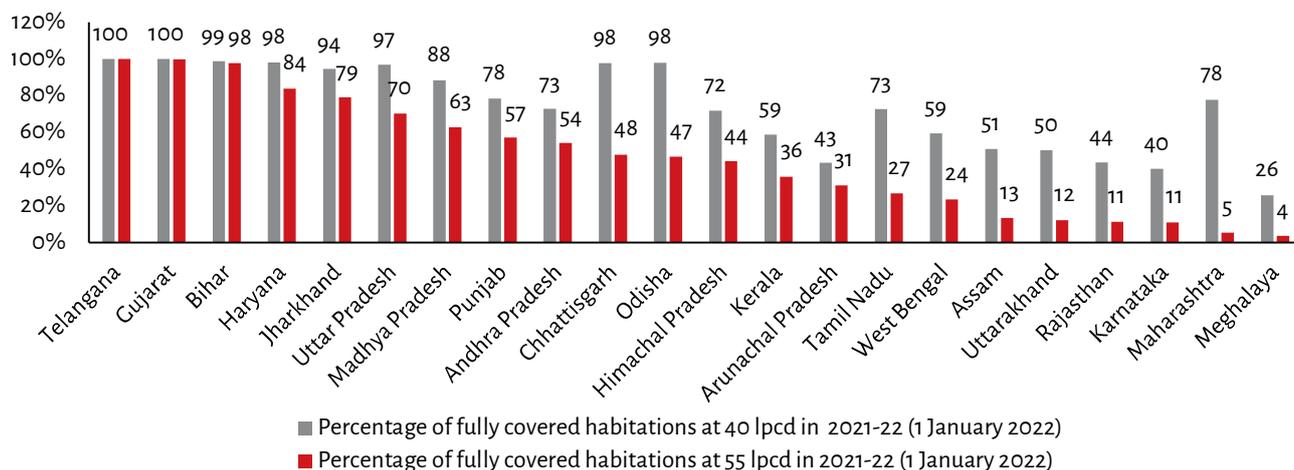
- In terms of expenditures in FY 2021-22, as on 1 January 2022, two states have spent about 80 per cent of their available Gol funds for 'Coverage'. They are Assam (89 per cent) and Himachal Pradesh (80 per cent).
- On the other hand, 18 states and UTs had spent less than half their Gol funds available. Expenditures were the lowest in Rajasthan (12 per cent) and Maharashtra (7 per cent).
- Despite having funds in the form of opening balances for NWQSM, states spent less. Punjab is the only state with 100 per cent expenditure towards NWQSM. Most other states including West Bengal, Karnataka, and Kerala did not spend any funds. Among the states that have spent on NWQSM, expenditures were the lowest in Rajasthan (11 per cent) and Bihar (1 per cent).

TRENDS IN COVERAGE

Litres per capita, per day

- JJM aims to provide 55 lpcd to households, up from 40 lpcd in the 11th Five Year Plan. In FY 2020-21, 11 states and UTs had coverage of over 80 per cent using the 40 lpcd criterion. As on 1 January 2022, 12 states and UTs had coverage of over 80 per cent, with Bihar also meeting the 40 lpcd criterion. Goa, Gujarat, Telangana, and Puducherry have consistently maintained 100 per cent coverage.
- Using the 55 lpcd criterion, as prescribed by the scheme, 6 states and UTs had a coverage of at least 80 per cent of households in FY 2020-21. In FY 2021-22, this further dropped to 5 states and UTs as coverage decreased in Jharkhand and Madhya Pradesh but increased in Bihar.

79% OF RURAL HOUSEHOLDS IN INDIA WERE COVERED BY 40 LPCD AND 47% BY 55 LPCD TILL 1 JANUARY 2022

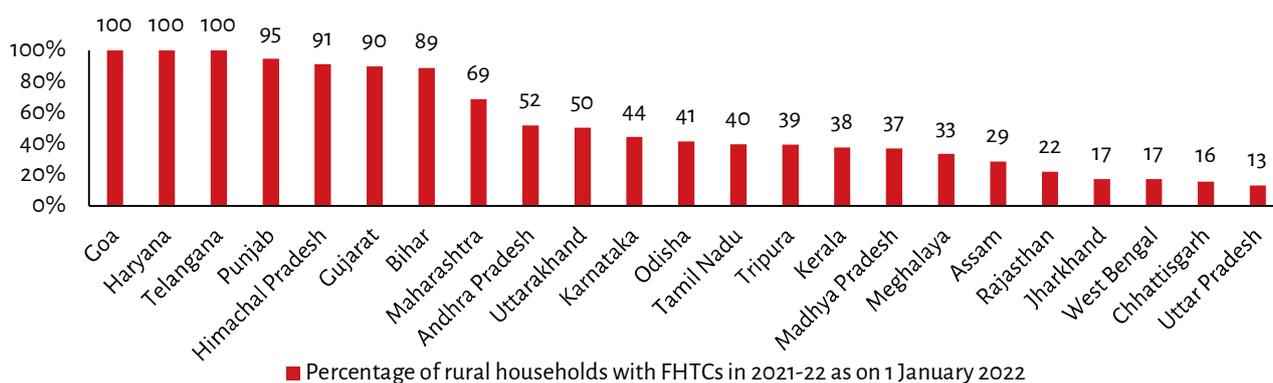


Source: JJM IMIS. Format 1: Achievement of Habitation. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Physical/rpt_RWS_TargetAchievement_S.aspx?Rep=O&RP=Y&APP=IMIS. Last accessed on 1 January 2022.

Har Ghar Jal

- Har Ghar Jal aims at providing new FHTCs to every rural household by 2024. The programme focuses on service delivery at the household level through regular water supply in adequate quantity, defined under JJM as 55 lpcd, and of prescribed quality. This necessitates the use of modern technology in planning and implementation of water supply schemes, development of water sources, treatment, and supply of water.
- As on 1 January 2022, less than 2 years away from the completion date, 5.5 crore or 29 per cent rural households have been provided new FHTCs since the mission's launch. Including those that already had FHTCs, a total of 8.75 crore rural households have been provided FHTCs. This accounted for 45 per cent of rural households, up from 17 per cent in FY 2019-20, prior to the scheme's launch.
- In FY 2020-21, Goa was the first state in the country to provide FHTCs to all rural households in the state. Other states that have achieved 100 per cent provision till 1 January 2022 include Telangana and Haryana.
- In contrast, less than 30 per cent households had FHTCs in Assam (29 per cent), Rajasthan (22 per cent), Jharkhand (17 per cent), West Bengal (17 per cent), Chhattisgarh (16 per cent), and Uttar Pradesh (13 per cent).

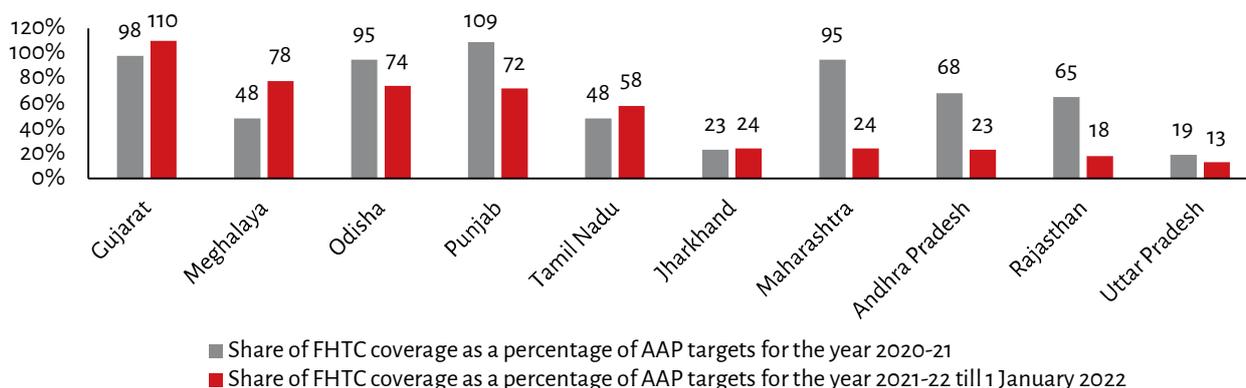
45% OF THE RURAL HOUSEHOLDS IN INDIA HAD FHTC COVERAGE AS ON 1 JANUARY 2022



Source: JJM IMIS system. Status of Tap Connections in Villages with PWS. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Physical/rpt_RWS_StateWiseTapConnection.aspx?Rep=O&RP=Y. Last accessed on 1 January 2022.

- A comparison of actual FHTC coverage to state targets from AAPs for available states for FY 2020-21 and FY 2021-22 provides an overview of states' performance during the pandemic.
- For FY 2020-21, with the exception of Punjab (109 per cent), most states did not meet their targets. States that achieved more than 90 per cent of their targets were Gujarat (98 per cent), Odisha (95 per cent), and Maharashtra (95 per cent). On the other hand, Uttar Pradesh had achieved the least (19 per cent), followed by Jharkhand at (23 per cent).
- In FY 2021-22, as on 1 January 2022, Gujarat achieved 110 per cent of its target, followed by Meghalaya (78 per cent) and Odisha (74 per cent). Uttar Pradesh continued to achieve the least (13 per cent), followed by Rajasthan (18 per cent).

EXCEPT GUJARAT, MOST STATES HAD NOT MET THEIR FHTC COVERAGE TARGETS AS ON 1 JANUARY 2022

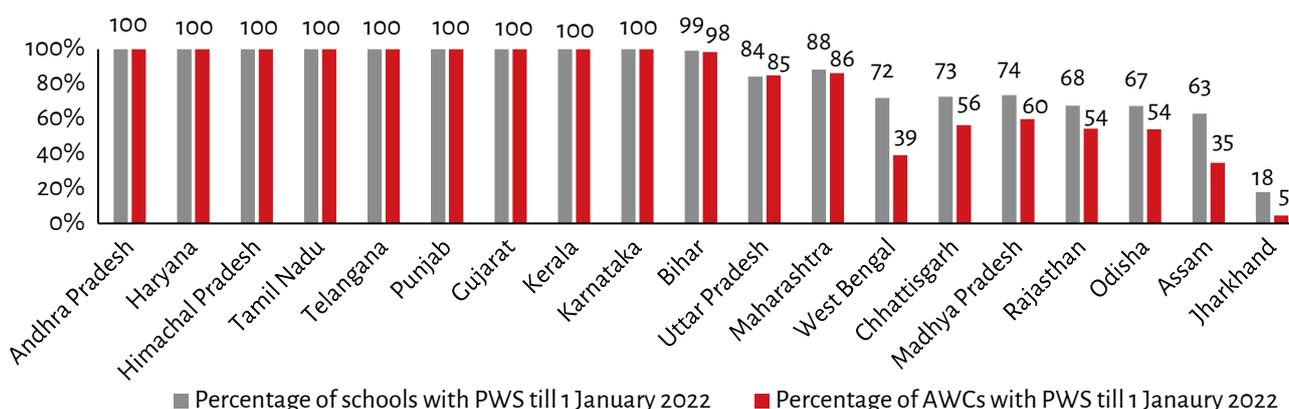


Source: (1) Annual Action Plan of various states, FY 2020-21 and FY 2021-22; (2) JJM IMIS system. Financial Progress. Format D1 - State wise Allocation, Release and Expenditure. Available online at: https://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=0&RP=Yhttps://ejalshakti.gov.in/IMISReports/Reports/Financial/rpt_RWS_StatewiseAllocationReleaseExpenditure_S.aspx?Rep=0&RP=Y. Last accessed on 1 January 2022.

Piped Water Supply (PWS) in Schools and Anganwadi Centres (AWCs)

- On 2 October 2020, MJS launched a mission-mode campaign to provide potable PWS in all rural schools and AWCs in the country within 100 days. The campaign was spearheaded by state Public Health Engineering Departments (PHEDs) and involved Gram Panchayats and their sub-committees, along with the departments of education, women and child welfare, and tribal welfare.
- Only 6 states provided all their schools and AWCs with PWS by the end of 100 days. The programme was extended due to delays, and as on 1 January 2022, 10 states and 5 UTs had 100 per cent PWS in their schools and AWCs.

10 STATES AND 5 UTs HAD 100% PWS IN THEIR SCHOOLS AND AWCs TILL 1 JANUARY 2022



Source: Tap Water Supply in schools and AWCs. Available online at: https://ejalshakti.gov.in/jjmreport/School/JJM_School_India.aspx. Last accessed on 1 January 2022.

Water Quality Testing and Monitoring

- With the quality of water being a priority within JJM, new labs have been set up in rural areas. The Water Quality Monitoring and Surveillance (WQMS) framework was launched on priority mode on 2 October 2021. As on 1 January 2022, 2,016 testing laboratories were active in the country and 26.17 lakh water samples were tested.
- Field Testing Kits (FTKs) are used to carry out water quality surveillance in every village. At least five women in every village are trained for using FTKs, monitoring the quality of water, and updating data on WQMIS. As on 1 January 2022, more than 8.65 lakh users were trained across the country for this purpose.