

**Public Affairs Foundation**



Partnership for Better Governance

**Citizen Report Card (CRC-2)**

**as a part of**

**Improving Consumer Voices and Accountability  
in the Swachh Bharat Mission (Gramin) [SBM (G)]**

**Validation Study in Tamil Nadu & Odisha**

**Submitted to**

**Public Affairs Centre**



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*Committed to good governance*

**December 2016**

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## **Salient Findings**

- Validation exercise across two states covering 6228 households found that 7% of the SBM (G) toilets exist only on paper. State-wise variation was found with Odisha having higher number of toilets existing on paper (12%) compared to Tamil Nadu (1%)
- Of the households with SBM (G) toilets, 87% were complete and in usable condition
- Tamil Nadu (91%) fares better than Odisha (84%) in terms of presence of complete and usable toilets
- Despite having a functional SBM (G) toilet at home, 13% of households had at least one member defecating in the open. Non usage was higher in Odisha at 18% compared to 4% in Tamil Nadu.

## **Background**

Public Affairs Centre (PAC), is heading a three year project on rural sanitation, “*Improving Consumer Voices and Accountability in the Nirmal Bharat Abhiyan*”, which focuses on both Nirmal Bharat Abhiyan (NBA) and Swachh Bharat Mission (Gramin) [SBM (G)] in 6 districts each in Odisha (Angul, Balasore, Cuttack, Sambalpur, Ganjam, Dhenkanal) and Tamil Nadu (Tiruchirappalli, Dharmapuri, Krishnagiri, Perambalur, Tirunelveli, Kanyakumari). PAF’s role in the project involves conducting two Citizen Report Cards (CRCs) in the two states about beneficiary and provider experience under the two schemes. The first CRC was conducted in 2014 on user and provider experience under NBA. In 2016, the second CRC was executed to study the beneficiary and provider experience under SBM (G).

During CRC-1, PAF team members, as well as the survey teams engaged in data collection often found it difficult to find actual toilets on the ground using either the beneficiary lists provided by district or GP officials, and / or the achievement list posted on NBA's web portal. In many districts and GPs chosen for the study, survey teams criss-crossed the villages looking for toilets built under the NBA scheme. Households purported to have received an incentive from the government to construct a toilet did not often have one. In some cases, the toilets were present, but were either damaged or unusable for other reasons.

As the PAF team prepared for CRC-2, project leaders from PAC suggested that a Validation exercise may prove useful – to identify whether the lists of beneficiaries either supplied by district / block / GP officials or, from SBM’s web portal, actually translate to the physical presence of toilets in the Households listed. With the experience of CRC-1, and the case of missing toilets in many villages, the exercise this time around would:

a) **Verify that the listing of beneficiaries is indeed accurate.** The exercise would provide a good window into the implementation of the government’s flagship program, as well as compare it to the earlier experience under NBA in 2014.

b) **Help the survey team by providing a sample of validated beneficiary list.** The validated list would then be used for sampling and administering the household questionnaire during the CRC.

## Methodology and Study Sample

Validation was carried out in 2851 randomly selected households in Tamil Nadu and 3377 households in Odisha. List of beneficiaries procured from Government officials and the SBM (G) website formed the sample universe. Data was collected through face-to-face interviews with beneficiaries using a structured questionnaire. Detailed sampling method and the validation tool used are presented in Annexure 1 and 2 respectively.

**Table 1: Sample for the Validation Exercise**

| State        | Total Households Visited | Total Households Interviewed | Households Locked/ Unavailable |
|--------------|--------------------------|------------------------------|--------------------------------|
| Tamil Nadu   | 2851                     | 2595                         | 256                            |
| Odisha       | 3377                     | 3158                         | 219                            |
| <b>Total</b> | <b>6228</b>              | <b>5753</b>                  | <b>475</b>                     |

**Table 2: Sample Size by Type of Village**

| State      | Total Households Interviewed |                       | Households Locked / Unavailable |                       | Total Households visited |
|------------|------------------------------|-----------------------|---------------------------------|-----------------------|--------------------------|
|            | Main Village                 | Other Village/ Hamlet | Main Village                    | Other Village/ Hamlet |                          |
| Tamil Nadu | 1171                         | 1424                  | 132                             | 124                   | 2851                     |
|            | 41%                          | 50%                   | 5%                              | 4%                    | 100%                     |
| Odisha     | 1643                         | 1515                  | 100                             | 119                   | 3377                     |
|            | 49%                          | 45%                   | 3%                              | 4%                    | 100%                     |
| Total      | <b>2814</b>                  | <b>2939</b>           | <b>232</b>                      | <b>243</b>            | <b>6228</b>              |
|            | 45%                          | 47%                   | 4%                              | 4%                    | 100%                     |

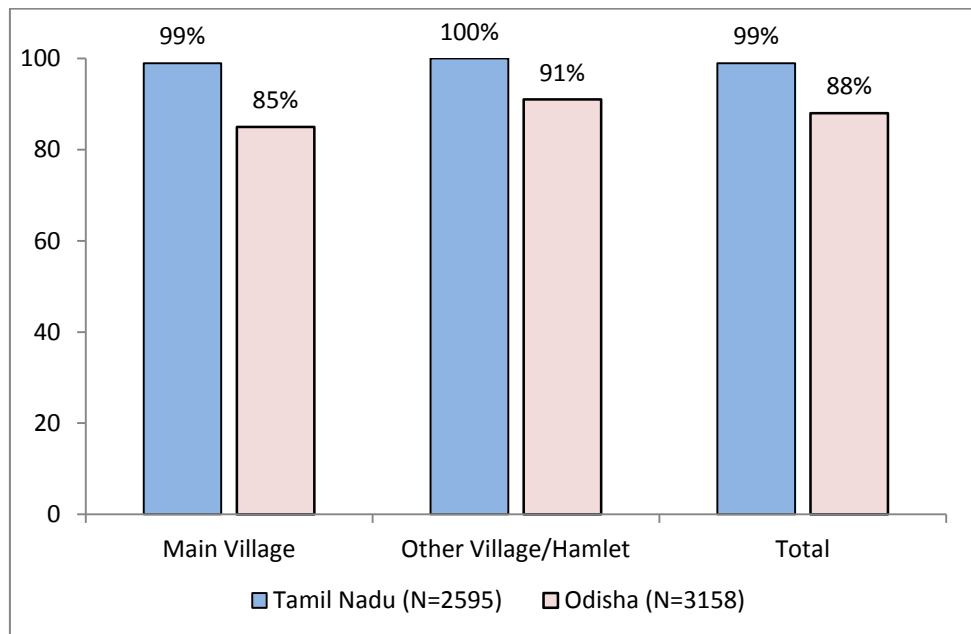
**Table 3: Distribution of Sample by Districts (Households Interviewed)**

| State      | Districts    |                          |                |                  |                 |                  |              |
|------------|--------------|--------------------------|----------------|------------------|-----------------|------------------|--------------|
|            | Dharmapuri   | Kanyakumari <sup>1</sup> | Krishnagiri    | Perambalur       | Tiruchirappalli | Tirunelveli      | Total        |
| Tamil Nadu | 546          | 82                       | 450            | 511              | 528             | 478              | 2595         |
|            | 21%          | 3%                       | 17%            | 20%              | 20%             | 18%              | 100%         |
| Odisha     | <b>Angul</b> | <b>Balasore</b>          | <b>Cuttack</b> | <b>Dhenkanal</b> | <b>Ganjam</b>   | <b>Sambalpur</b> | <b>Total</b> |
|            | 511          | 541                      | 547            | 485              | 513             | 561              | 3158         |
|            | 16%          | 17%                      | 17%            | 15%              | 16%             | 18%              | 100%         |

<sup>1</sup> Kanyakumari has fewer toilets constructed under SBM (G). Therefore the sample for the validation exercise is small (all toilets on the list of SBM (G) toilets were included in the exercise).

## Key Findings

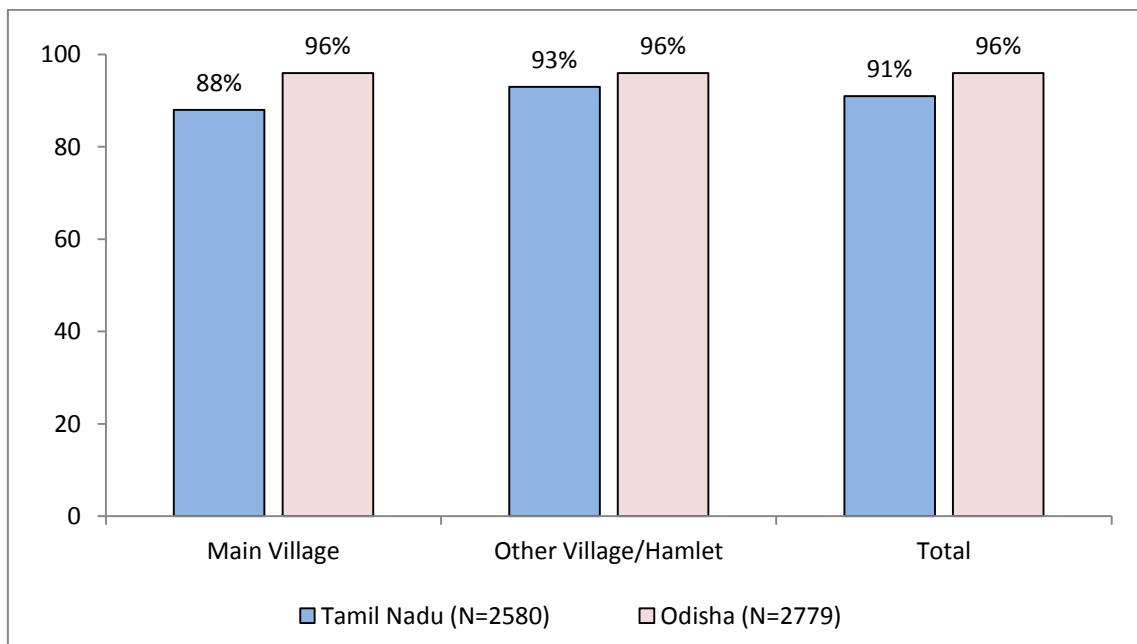
Figure 1: Households with a Toilet



## SBM (G) Toilets

When the field team visited households, respondents were asked whether the toilet present in their house was built under SBM (G). Nearly all beneficiary households in Tamil Nadu (99%) and 88% households in Odisha reported that the toilet was built under SBM (G). Figure 2 gives a distribution of SBM (G) toilets by type of village (Main village vs. Hamlets)

**Figure 2: Toilets Constructed under SBM (G)**



### Year of SBM (G) toilet construction

In Tamil Nadu 56% of toilets under SBM (G) were constructed during 2015 and 44% in 2016. In Odisha 45% of toilets under SBM (G) were built in 2015 and 54% in 2016.

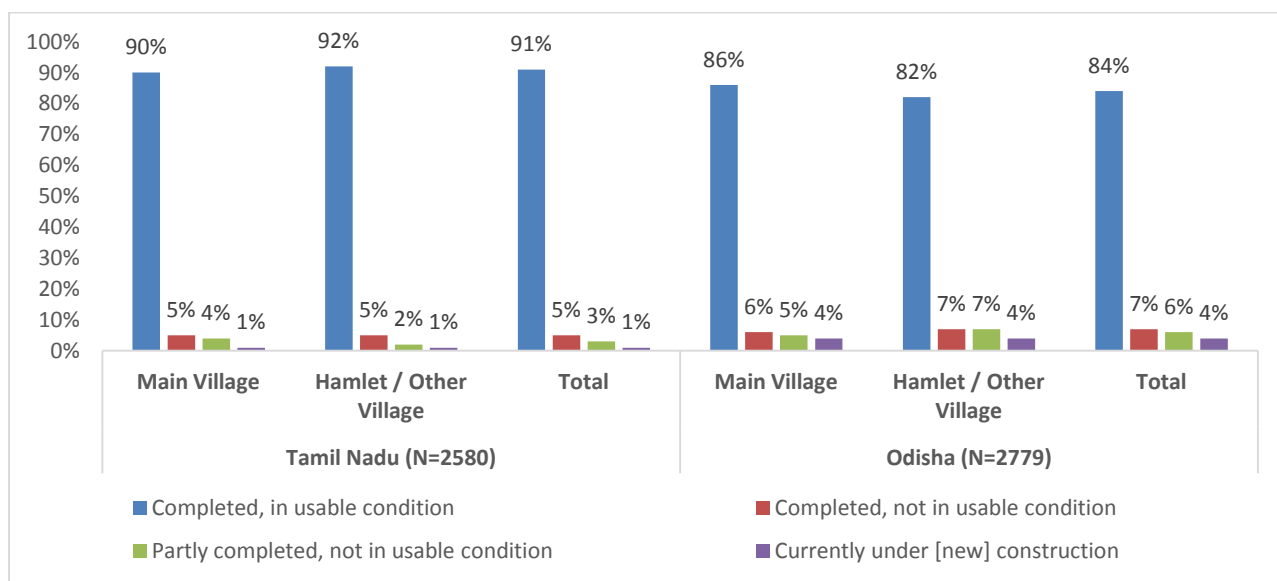
**Table 4: Year of toilet construction: SBM (G) Toilets**

| When was the toilet constructed? | Tamil Nadu |      |             |       | Odisha |      |             |       |
|----------------------------------|------------|------|-------------|-------|--------|------|-------------|-------|
|                                  | 2016       | 2015 | Before 2015 | Total | 2016   | 2015 | Before 2015 | Total |
| <b>N</b>                         | 1040       | 1303 | 1           | 2344  | 1444   | 1210 | 22          | 2676  |
| <b>Percent</b>                   | 44%        | 56%  | 0%          | 100%  | 54%    | 45%  | 1%          | 100%  |



## Condition of the Toilet

**Figure 3: Condition of SBM (G) Toilets**

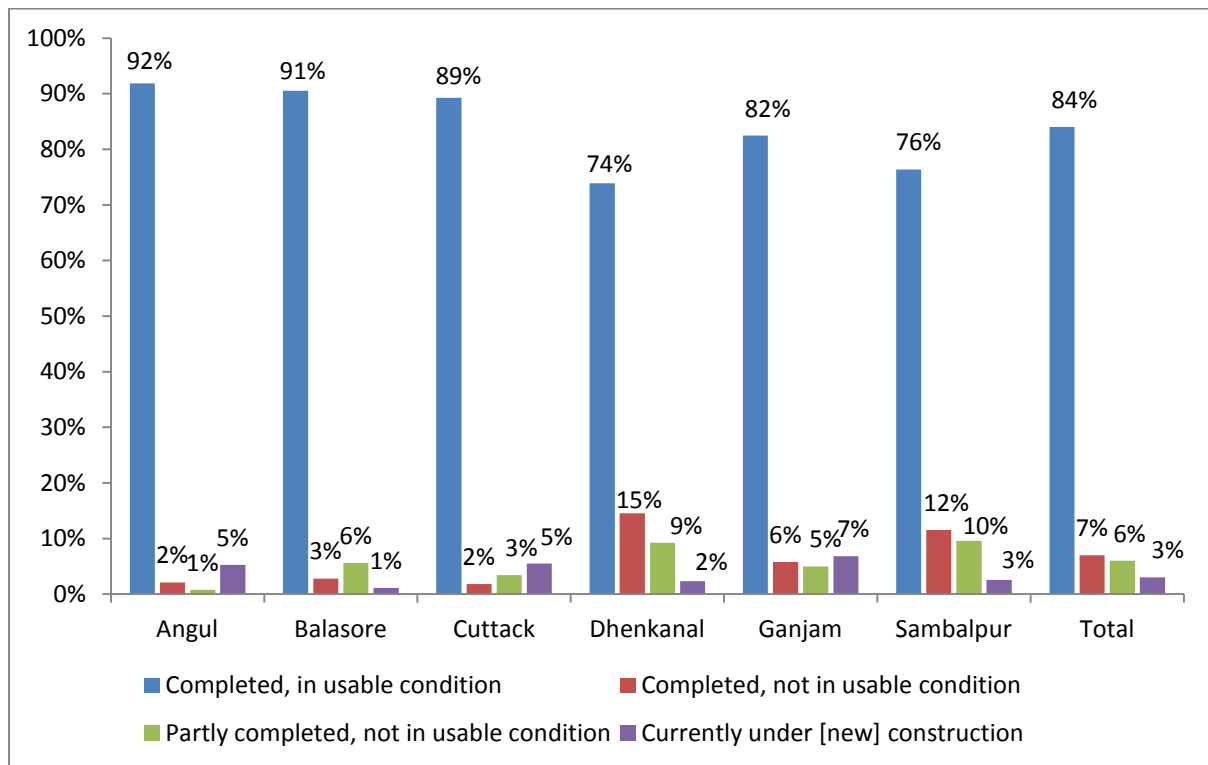


Tamil Nadu fares better than Odisha in terms of presence of complete and usable toilets.

**Table 5: Status of the Toilet by District (Tamil Nadu)**

|   | Dharmapuri |            | Kanyakumari |            | Krishnagiri |            | Perambalur |            | Tiruchirappalli |            | Tirunelveli |            | Total       |            |
|---|------------|------------|-------------|------------|-------------|------------|------------|------------|-----------------|------------|-------------|------------|-------------|------------|
|   | N          | %          | N           | %          | N           | %          | N          | %          | N               | %          | N           | %          | N           | %          |
| Completed in usable condition             | 536        | 98         | 78          | 96         | 359         | 80         | 458        | 91         | 451             | 85         | 465         | 98         | 2347        | 91         |
| Completed, not in usable condition        | 6          | 1          | 2           | 3          | 24          | 5          | 38         | 8          | 48              | 9          | 8           | 2          | 126         | 5          |
| Partly completed, not in usable condition | 1          | 0          | 1           | 1          | 42          | 9          | 6          | 1          | 26              | 5          | 1           | 0          | 77          | 3          |
| Currently under [new] construction        | 2          | 0          | 0           | 0          | 24          | 5          | 1          | 0          | 3               | 1          | 0           | 0          | 30          | 1          |
| <b>Total</b>                              | <b>545</b> | <b>100</b> | <b>81</b>   | <b>100</b> | <b>449</b>  | <b>100</b> | <b>503</b> | <b>100</b> | <b>528</b>      | <b>100</b> | <b>474</b>  | <b>100</b> | <b>2580</b> | <b>100</b> |

**Table 6: Status of the Toilet by District (Odisha)**



## Incomplete Toilets

**Table 7: Incomplete Toilets by Year of Construction\***

| Condition of the Incomplete Toilet         | Tamil Nadu           |      |             |       | Odisha |      |             |            |       |  |
|--|----------------------|------|-------------|-------|--------|------|-------------|------------|-------|--|
|  | Year of Construction |      |             |       |        |      |             |            |       |  |
|  | 2016                 | 2015 | Before 2015 | Total | 2016   | 2015 | Before 2015 | Don't Know | Total |  |
| Partly completed, not in usable condition* | 47%                  | 52%  | 1%          | 100%  | 59%    | 39%  | 2%          | 0%         | 100%  |  |
| n=   | 36                   | 40   | 1           | 77    | 95     | 63   | 4           | 0          | 162   |  |
| Currently under [new] construction*        | 59%                  | 39%  | 3%          | 100%  | 85%    | 14%  | 1%          | 1%         | 100%  |  |
| n=   | 7                    | 22   | 1           | 30    | 87     | 14   | 1           | 1          | 103   |  |

\* To be interpreted with caution as the bases are small

## Toilet Usage

**Table 8: Toilet Usage by Household Members**

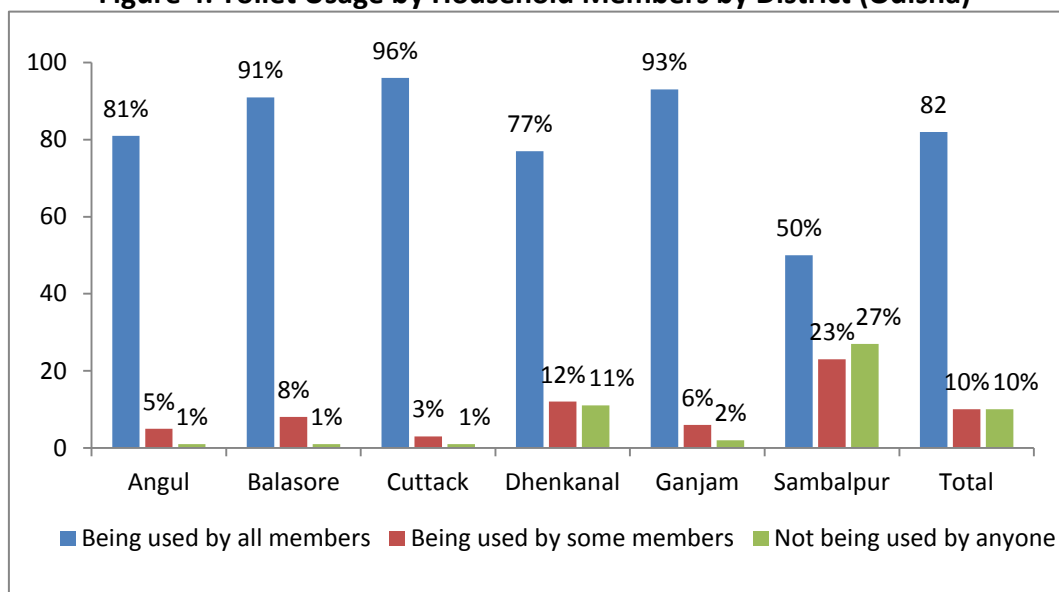
| Reported Usage             | Tamil Nadu (N=2347) |                       |       | Odisha (N=2332) |                       |       |
|----------------------------|---------------------|-----------------------|-------|-----------------|-----------------------|-------|
|                            | Main Village        | Other Village/ Hamlet | Total | Main Village    | Other Village/ Hamlet | Total |
| Being used by all members  | 96%                 | 95%                   | 96%   | 83%             | 81%                   | 82%   |
| Being used by some members | 3%                  | 3%                    | 3%    | 9%              | 10%                   | 10%   |
| Not being used by anyone   | 1%                  | 2%                    | 1%    | 8%              | 9%                    | 8%    |

Most households who had complete toilets constructed were using them. 18% households in Odisha and 4% households in Tamil Nadu had at least one member defecating in the open, despite having a usable toilet at home

**Table 9: Toilet Usage by Household Members by District (Tamil Nadu)**

|                            | Dharmapuri |             | Kanyakumari |             | Krishnagiri |             | Perambalur |             | Tiruchirappalli |             | Tirunelveli |             | Total       |             |
|----------------------------|------------|-------------|-------------|-------------|-------------|-------------|------------|-------------|-----------------|-------------|-------------|-------------|-------------|-------------|
|                            | N          | %           | N           | %           | N           | %           | N          | %           | N               | %           | N           | %           | N           | %           |
| Being used by all members  | 483        | 90%         | 76          | 97%         | 351         | 98%         | 440        | 96%         | 432             | 96%         | 461         | 99%         | 2243        | 96%         |
| Being used by some members | 31         | 6%          | 2           | 3%          | 8           | 2%          | 16         | 3%          | 13              | 3%          | 3           | 1%          | 73          | 3%          |
| Not being used by anyone   | 22         | 4%          | 0           | 0%          | 0           | 0%          | 2          | 0%          | 6               | 1%          | 1           | 0%          | 31          | 1%          |
| <b>Total</b>               | <b>536</b> | <b>100%</b> | <b>78</b>   | <b>100%</b> | <b>359</b>  | <b>100%</b> | <b>458</b> | <b>100%</b> | <b>451</b>      | <b>100%</b> | <b>465</b>  | <b>100%</b> | <b>2347</b> | <b>100%</b> |

**Figure 4: Toilet Usage by Household Members by District (Odisha)**

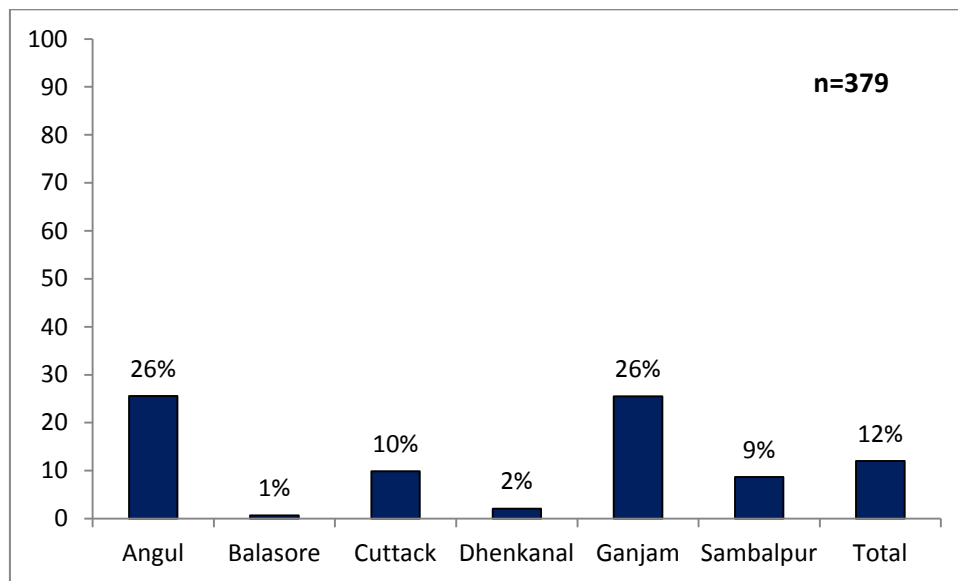


Cuttack and Ganjam lead in toilet usage by all household members, followed by Balasore and Angul; it is lower in Dhenkanal, and lowest in Sambalpur.

### Missing Toilets

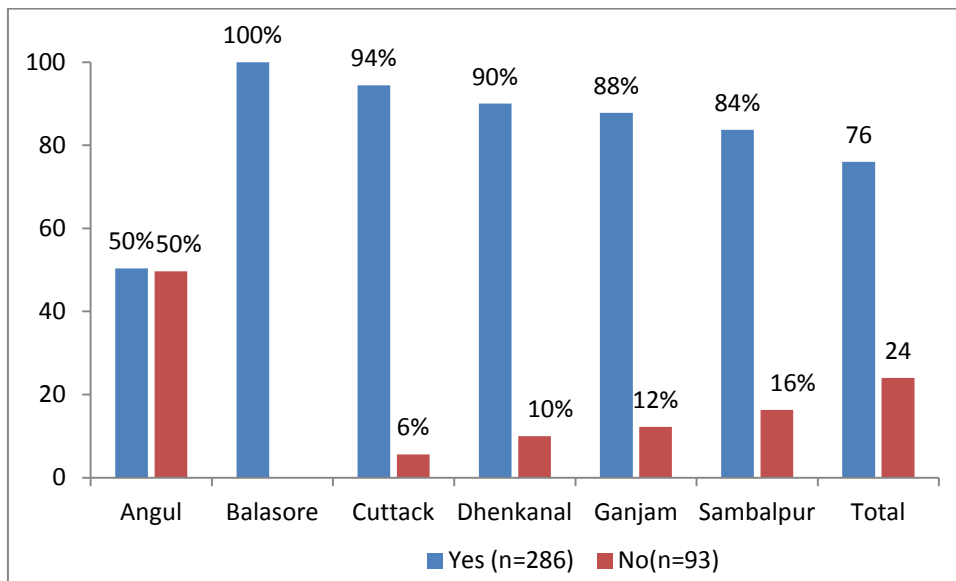
7% of the Households (1% in Tamil Nadu [n=15] and 12% in Odisha [n=379]) do not have toilets even though their names are on the beneficiary lists. In Odisha, 60% of the respondents (n=227) had submitted an application form towards the construction of a household toilet under SBM (G) in 2015-2016.

**Figure 5: Missing Toilets (Odisha)**

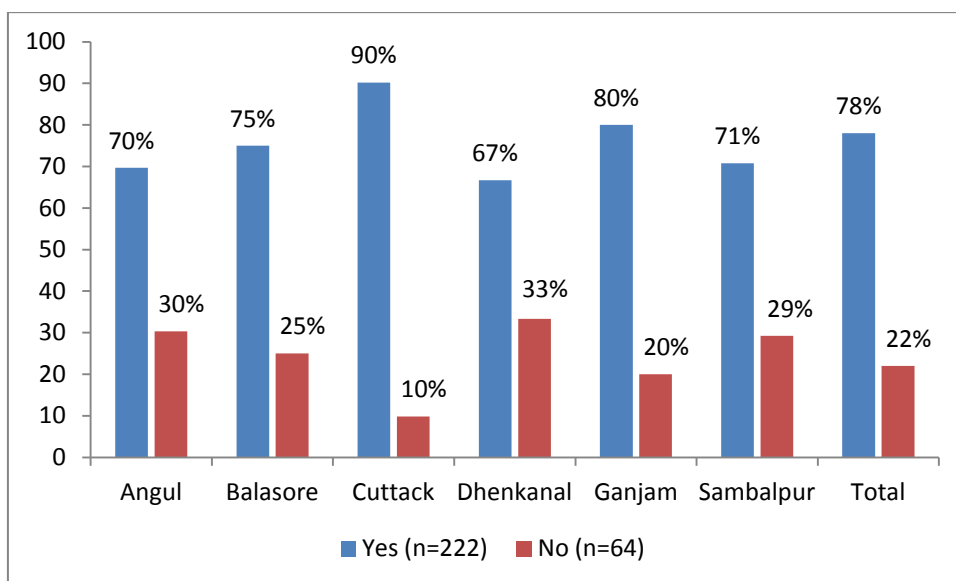


In such cases enumerators asked respondents if they are aware that their name was present on the list of beneficiaries for SBM (G) toilets.

**Figure 6 Respondents' Awareness of names being on the SBM (G) beneficiary list (Odisha)**



**Figure 7 Respondents who contacted officials to know about commencement of toilet construction**



78% (n=222) of respondents in Odisha, reported having contacted government officials to find out when a toilet would be constructed in their house.

## Conclusion:

Validation exercise conducted in 6228 households across the two states found that 7% of the SBM (G) toilets exist only on paper. While toilet usage is consistent across districts of Tamil Nadu, Odisha

throws up contrasting examples with high toilet usage (Cuttack 96%) and low usage (Sambalpur 50%) by all members of households.

SBM guidelines suggest that every household featured in the beneficiary list be verified by a government official. However, missing toilets suggest that this mechanism is not practiced. The government can consider a third party audit of the project to ensure effective implementation. Given that a large number of toilets constructed in 2015 are still incomplete, qualitative parameters such as quality of construction, condition and usability of the constructed toilets, as a part of the audit could also be considered.

## **Annexure 1: Methodology**

The following steps were followed for physical verification/validation of the presence of toilets in villages:

### **Step 1 – Preparation and confirmation of lists of GPs and GP-wise SBM (G) beneficiaries**

1. List of GPs and beneficiaries collected by vendor from District / Block officials were provided to the field teams which directly visited the GPs
2. The compiled list was validated by the block officials
  - a. if the officials agreed with the list, the teams proceeded to the GPs
  - b. if the officials disputed/disagreed with the list, a fresh list was collected from the block officials before proceeding to the GPs

### **Step 2 – Confirmation of SBM (G) toilets constructed in the GP**

Field teams took the following actions:

1. Discussed with Panchayat members and other village members in the GP to:
  - (a) Verified the number of toilets (out of the list as in Step 1) constructed in their respective GP under SBM(G) from January 2015 onwards, and
  - (b) Collected profile of the GP with details of the numbers/names of villages and hamlets
2. prepared a rough map of the GP's villages/hamlets, along with the household details and GP level checklist with names and contact details of Key Informants
3. discussed and validated the list of SBM(G) beneficiaries for each GP / village / hamlet with Key Informants

### **Step 3 – Respondent selection and validation of toilets**

1. Field teams randomly selected three villages / hamlets from the list of villages / hamlets where Households had constructed under SBM (G) (cut off point – at least 10 toilets constructed in the village / hamlet)
2. In case the standard list was not available, the teams identified the villages / hamlets and beneficiaries through "snow balling"
3. The teams then located beneficiary households and conducted physical verification
4. At least 20 beneficiaries were verified for each selected GP. In case any GP had more than 200 toilets constructed across its villages / hamlets, three villages were randomly selected and 10% of the beneficiaries in those villages were verified.  
Validation of toilets at locked households was done by visual inspection.

## Annexure 2: Template

### Data Recorder Template for the Physical Verification / Validation Exercise at the Panchayat Level in Tamil Nadu and Odisha

Name of Investigator: \_\_\_\_\_

NFID Code of Investigator: \_\_ \_\_

Name of Supervisor

NFID Code of Supervisor \_\_ \_\_

- 1.1 State name and code: [Radio button]
  - 1.2 District name and code: [dropdown]
  - 1.3 Block Name and code [dropdown, text box for other if a different block is selected]
  - 1.4 Gram Panchayat Name: [dropdown box, text box for other if a different GP is selected]
  - 1.5 Village Name: \_\_\_\_\_
  - 1.6 Village type: Main Village / other villages / Hamlet [dropdown]
  - 1.7 List of SBM (G) beneficiaries collected from / validated by: GP President / Member / Secretary / BDO / District Coordinator / Others (specify) \_\_\_\_\_ [dropdown]
- Unique HOUSEHOLDS ID

- 2.1 Name of the Head of the Household:
- 2.2 Phone no. of the head of household  
Mobile no. of the head of household  
Land line no. of the head of household
- 2.3 Phone no. of other HOUSEHOLDS members:
- 2.4 Address with landmark
- 2.5 If house is Locked / HOUSEHOLDS Member unavailable: YES / NO [Radio button] [IF NO CODED SKIP TO 2.7]
- 2.6 Does the household have a toilet? **Visual Inspection by Investigator: YES / NO [Radio button] – End the interview**

**2.7 Name of the Respondent:**

- 2.8 Does the household have a toilet? [ASK THE RESPONDENT] YES / NO [Radio button]
- 2.9 Does the household have a toilet? **Visual Inspection by Investigator: YES / NO [Radio button]**

If answer to both 2.8 and 2.9 is 'NO', SKIP TO: SECTION 3

- 2.10 Was this toilet constructed under SBM (G) scheme? YES / NO / DON'T KNOW [Radio button]
- 2.11 When was the toilet constructed? 2016, 2015, before 2015, DON'T KNOW



**2.12** What is the status of the toilet at present? Completed in usable condition / Completed, not in usable condition / partly completed, not in usable condition / currently under [new] construction [dropdown or Radio button]

**2.13** Is the toilet currently in use? [If completed and in usable condition]: Being used by all members / being used by some members / not being used by anyone [radio button]

**2.14** GPS for the household – Latitude and Longitude

**SECTION 3:**

**IF NO TO 2.8 AND 2.9**

**3.1** Did you know that your name is on the list of beneficiaries for an SBM (G) toilet? Yes/no [radio button]

**3.2** If YES in 3.1, Have you contacted anyone (Government officials) regarding when your toilet will be constructed? Yes/no/[radio button]

**3.3** Did you submit an application or authorization for a household toilet under the SBM (G) scheme? Yes/no. [radio button]

**3.4** [if YES in 3.3] when did you submit it? [month/year] – End the interview

**3.5** If NO in 3.3 Have you ever expressed your interest for building a toilet to anyone (Government officials)? Yes/no/[radio button] – End the interview