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**STANDING COMMITTEE ON  
RURAL DEVELOPMENT  
(2006-2007)**

**FOURTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF DRINKING WATER SUPPLY)**

**DEMANDS FOR GRANTS  
(2007-2008)**

**TWENTY-EIGHTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

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(2007-2008)

*Presented to Lok Sabha on 14.5.2007*

*Laid in Rajya Sabha on 14.5.2007*



LOK SABHA SECRETARIAT  
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON  
RURAL DEVELOPMENT (2006-2007)

Shri Kalyan Singh — *Chairman*

MEMBERS

*Lok Sabha*

2. Shrimati Susmita Bauri
3. Shri Mani Charenamei
4. Shri V. Kishore Chandra S. Deo
5. Shri Sandeep Dikshit
6. Shri George Fernandes
7. Shri Zora Singh Mann
8. Shri Krishna Murari Moghe
9. Shri Hannan Mollah
10. Shri D. Narbula
11. Shri A.F.G. Osmani
12. Shri T. Madhusudan Reddy
13. Adv. Renge Patil Tukaram Ganpatrao
14. Shrimati Tejaswini Seeramesh
15. Shrimati Jyotirmoyee Sikdar
16. Shri Sita Ram Singh
- \*17. Shri D.C. Srikantappa
18. Shri Bagun Sumbrui
19. Shri Chandramani Tripathi
20. Shri Beni Prasad Verma
21. Shri Dharmendra Yadav

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\*Hon'ble Speaker has changed the nomination of Shri D.C. Srikantappa, MP (LS) from Standing Committee on Urban Development to Committee on Rural Development *vice* the vacancy caused due to change of nomination of Shri Shrichand Kriplani MP (LS) from Standing Committee on Rural Development to Standing Committee on Chemicals and Fertilizers *vide* Lok Sabha Bulletin Part II, Para No. 2847 dated August 31, 2006.

*Rajya Sabha*

22. Shri Balihari
23. Shri Jayantilal Barot
24. Kumari Nirmala Deshpande
25. Shri Pyarelal Khandelwal
26. Dr. Chandan Mitra
27. Shri P.R. Rajan
28. Shri Bhagwati Singh
29. Ms. Sushila Tiriya
30. Vacant
31. Vacant

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri P.K. Grover — *Joint Secretary*
3. Shrimati Sudesh Luthra — *Director*

## ABBREVIATIONS

ACA	—	Additional Central Assistance
ARWSP	—	Accelerated Rural Water Supply Programme
BE	—	Budget Estimates
BMS	—	Basic Minimum Services
CGWB	—	Central Ground Water Board
CRSP	—	Central Rural Sanitation Programme
DWSC	—	District Water and Sanitation Committee
DWSM	—	District Water and Sanitation Management
FC	—	Fully Covered
HRD	—	Human Resource Development
IEC	—	Information Education and Communication
MIS	—	Management Information System
MNP	—	Minimum Needs Programme
NAG	—	National Agenda for Governance
NC	—	Not Covered
NGO	—	Non-Governmental Organisation
NHRDP	—	National Human Resource Development Programme
O&M	—	Operation and Maintenance
PC	—	Partially Covered
PRIs	—	Panchayati Raj Institutions
RE	—	Revised Estimates
SWSM	—	State Water Sanitation Management
TSC	—	Total Sanitation Campaign
UNICEF	—	United Nations International Children's Emergency Fund
UT	—	Union Territory



## INTRODUCTION

I, the Chairman of the Standing Committee on Rural Development (2006-2007) having been authorised by the Committee to submit the Report on their behalf, present the Twenty Eighth Report on Demands for Grants (2007-2008) of the Department of Drinking Water Supply (Ministry of Rural Development).

2. Demands for Grants have been examined by the Committee under Rule 331 E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Department of Drinking Water Supply (Ministry of Rural Development) on 30 March, 2007.

4. The Report was considered and adopted by the Committee at their sitting held on 13 April, 2007.

5. The Committee wish to express their thanks to the officials of the Department of Drinking Water Supply (Ministry of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

6. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

NEW DELHI;  
9 May, 2007  

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19 Vaisakha, 1929 (Saka)

KALYAN SINGH,  
Chairman,  
Standing Committee on  
Rural Development.

# REPORT

## CHAPTER I

### INTRODUCTORY

The Ministry of Rural Development consists of three Departments: (i) Department of Rural Development, (ii) Department of Land Resources, and (iii) Department of Drinking Water Supply.

1.2 Rural drinking water supply is one of the important subjects entrusted to the State Governments. The Department of Drinking Water Supply was created in October, 1999 as the nodal Department in the Ministry of Rural Development providing financial, scientific and technical assistance to the States in drinking water and sanitation sector. Drinking Water Supply is one of the six components of 'Bharat Nirman', which has been conceived as a plan to be implemented in four years from 2005-2006 to 2008-2009 for building rural infrastructure and bringing basic amenities to rural India. The objective of the said component in Bharat Nirman is "Every habitation to have a safe source of drinking water: 55067 uncovered habitations to be covered by 2009. In addition, all habitations which have slipped back from full coverage to partial coverage due to failure of source and habitations which have water quality problems to be addressed." At present, the following schemes/programmes are being implemented by the Rajiv Gandhi National Drinking Water Mission (RGNDWM), which is functioning in the Department of Drinking Water Supply in the Ministry of Rural Development:

- (i) Accelerated Rural Water Supply Programme or ARWSP launched in 1972;
- (ii) Swajaldhara Programme launched in 2002;
- (iii) National Rural Drinking Water Quality and Surveillance Programme launched in February, 2006; and
- (iv) Rural Sanitation Programme, which was earlier implemented as Central Rural Sanitation Programme (CRSP) launched in 1986 and subsequently, restructured in 1999. Finally, the provision for allocation based component of CRSP has been phased out in 2002. The Total Sanitation Campaign (TSC) under restructured CRSP was launched *w.e.f.* 1 April, 1999 following community led and people-centric approach.

1.3 The detailed Demands for Grants of the Ministry were laid in Parliament on 16 March, 2007.

1.4 The Demands for Grants of the Department were laid in the Parliament under Demand No. 80.

1.5 The overall Demands for Grants of the Department for 2007-08 is Rs. 7561.74 crore for both plan and non-plan.

1.6 In the present Report, the Committee have examined the implementation of respective Centrally Sponsored Schemes/Programmes as indicated in the aforesaid para in the context of overall budgetary allocation in the Demands for Grants for the year 2007-08.

## CHAPTER II

### STATUS OF IMPLEMENTATION OF THE RECOMMENDATIONS MADE BY THE COMMITTEE IN TWENTIETH REPORT UNDER DIRECTION 73A OF THE DIRECTIONS BY THE SPEAKER, LOK SABHA

As per direction 73A of the 'Directions by the Speaker, Lok Sabha', the Minister concerned shall make once in six months a statement in the House regarding the status of implementation of recommendations contained in the Reports of Departmentally Related Standing Committee of Lok Sabha with regard to his Ministry.

2.2 Eleventh Report of the Standing Committee on Rural Development on Demands for Grants (2005-2006) of the Department of Drinking Water Supply was presented to Lok Sabha on 20 April, 2005. The statement with regard to this Report had fallen due on 19 October, 2005. However, the statement on the said Report was made by Hon'ble Minister for Rural Development in Lok Sabha on 23 May 2006. The critical analysis of the Statement is at *Appendix-I*.

2.3 Twentieth Report of the Standing Committee on Rural Development on Demands for Grants (2006-07) was presented to Parliament on 18 May, 2006. Hon'ble Minister of Rural Development has made a statement in the House in pursuance of direction 73A on 2 March, 2007. Critical analysis of the statement is in progress.

## CHAPTER III

### DRINKING WATER SCENARIO IN RURAL AREAS OF THE COUNTRY—STATUS OF COVERAGE OF HABITATIONS AND THE ISSUE OF SLIPPAGES

Rural Drinking Water Supply is a State subject, and as such State Governments are primarily responsible to provide drinking water to the rural habitations. The subject is also included in the Eleventh Schedule, as one of the subjects that may be entrusted to Panchayats by the States. To supplement the efforts of the State Governments in this direction, the Department of Drinking Water Supply in the Ministry of Rural Development provides financial assistance and technical support to State Governments through a Centrally Sponsored Scheme, namely, ARWSP.

#### **The Human Right to Water**

3.2 The Finance Minister in this year's Budget Speech referred to the improving growth rate of the country since last couple of years thereby indicating the strong and robust position of our economy. However, as the Approach Paper to Eleventh Plan suggests, this high growth rate becomes insignificant in the context of denial of basic services such as water and sanitation to a large number of rural people. The Human Development Report 2006 states that providing universal access to water is one of the greatest development challenges facing the international community in the early Twenty First Century. As stated by Mr. Kofi A. Annan, Secretary General, United Nations, "Access to safe water is a fundamental human need and a basic human right." In this scenario, achieving the objectives of Bharat Nirman of having a safe source of drinking water for each and every habitation and coverage of all remaining not covered, partially covered, slipped back habitations, and devising and implementing appropriate strategies to achieve the same is fundamental for good governance of the country.

#### **A. Evolution of drinking water schemes under Rajiv Gandhi National Drinking Water Mission (RGNDWM)**

3.3 As per the information furnished by the Department, a National Water Supply and Sanitation Programme was introduced in the social sector in the year 1954. The Government of India provided assistance to the States to establish special investigation divisions in the Fourth

Five Year Plan to carry out identification of the problem villages. Taking into account the magnitude of the problem and to accelerate the pace of coverage of problem villages, the Government of India introduced the Accelerated Rural Water Supply Programme (ARWSP) in 1972-73 to assist the States and the Union Territories with 100 per cent grants-in-aid to implement the rural water supply schemes in such villages. This programme continued till 1973-74. But with the introduction of the Minimum Needs Programme (MNP) during the Fifth Five Year Plan (from 1974-75), ARWSP was withdrawn. The programme was, however, reintroduced in 1977-78 in which the progress of supply of safe drinking water to identified problem villages under the MNP was not adequately focused.

3.4 The entire programme was given a mission approach when the Technology Mission on Drinking Water Management, called the National Drinking Water Mission (NDWM) was introduced as one of the five missions in 1986. The NDWM was renamed as Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991. Presently, RGNDWM is functioning in the Department of Drinking Water Supply, Ministry of Rural Development. The Mission's main objectives are:

- To ensure coverage of rural habitations with safe drinking water supply with special emphasis on disadvantaged sections of the society including SC/ST habitations.
- To ensure sustainability of the systems and sources.
- To preserve quality of water by institutionalizing water quality monitoring and surveillance as well as support the States for tackling the quality problem.

3.5 Under the Rajiv Gandhi National Drinking Water Mission (RGNDWM), funds are provided to the States under the following programmes:

- (a) **Accelerated Rural Water Supply Programme (ARWSP)** for supplementing efforts made by the States by providing financial and technical assistance in providing access to safe drinking water to all rural habitations in the country;
- (b) **Sector Reform/Swajaldhara:** up to 20 per cent of annual ARWSP allocation is earmarked for institutionalizing community participation in Rural Water Supply Programme. Sector Reform Projects were implemented initially in 65 districts on the basis of community participation to the

extent of 10 per cent of the capital cost and shouldering entire O&M responsibility by the community. Sector Reform Project approach was scaled up throughout the country as Swajaldhara in December, 2002 so that the reform projects can be taken up in any district of the country within the overall ceiling of 20 per cent of ARWSP funds. However, it is proposed to discontinue the scheme from the Eleventh Plan.

- (c) **Sub-Mission:** Five Sub-Missions on problems of water quality and water conservation have been set up. Before 1 April, 1998, projects under sub-missions were sanctioned centrally by RGNDWM and implemented by State Governments. Since then, powers have been delegated to State Governments to sanction projects under sub-mission. From 2006-07 focused funding for tackling water quality problems is being done. From 2006-07, 20 per cent of ARWSP funds are now to be retained at the Centre to provide focused funding to quality affected States;
- (d) **Human Resource Development (HRD):** for creating trained manpower at various levels (including Panchayat functionaries at grass roots levels);
- (e) **Research and Development (R&D):** in various priority areas of source finding, technology development/application, preparation of hydrogeomorphological maps, solar photovoltaic deep well water pumping systems, etc.;
- (f) **Management Information System (MIS):** Development of software for monitoring the data/programme at different levels;
- (g) Provision of water supply in rural schools not covered by the Ministry of Human Resource Development;
- (h) **Information, education and Communication:** Awareness campaign, sensitization of community and various agencies involved in implementation of rural water supply/rural sanitation programme under RGNDWM;
- (i) Monitoring & Investigation Units, Purchase of Rigs, Water Quality Monitoring & Surveillance, Monitoring & Evaluation Activity, Solar Voltaic Pumps and innovative projects.

## **B. Status of coverage of habitations**

3.6 At the instance of RGNDWM, a survey of all habitations was conducted in 1991 the results of which were consolidated in 1994 and a Comprehensive Action Plan (CAP) prepared for the country in 1999.

As per information furnished by the Department in replies to List of Points, updated data of CAP 99 with regard to latest position of coverage of habitations *viz.*, Fully Covered (FC), Partially Covered (PC) and Not Covered (NC) on 1.4.2005 have been indicated. With an investment of Rs. 68,430.52 crore in the sector till date, the following is the status of coverage as per updated data of CAP 99 reported by States:

(As on 1.4.2005)

Type of coverage	Number of habitations
Not Covered	4,588
Partially Covered	50,479
Fully Covered	13,67,216
Uninhabited/urbanized	381
<b>Total</b>	<b>14,22,664</b>

Further, the coverage status as per reports from States as on 1.4.2006 is as under:

Type of coverage	Number of habitations
Not Covered	3052
Partially Covered	38894
Fully Covered	13,80,337
Uninhabited/urbanized	381
<b>Total</b>	<b>14,22,664</b>

3.7 However, pursuant to repeated observations by the Committee to have exact data with regard to status of coverage of habitations, the Department had initiated Habitation Survey in 2003 as per ARWSP norms which were to be revalidated by Indian Institute of Public Administration (IIPA). IIPA completed the exercise after a long-drawn-out period of three years and finally the latest position with regard to status of coverage of habitations as per the aforesaid survey is furnished by the Department reflecting vast difference between the two sets of data *viz.* updated CAP 99 data as indicated above and the Habitation



survey data. As per the Survey, the latest position of coverage status of habitations is as follows:

Type of coverage	Number of habitations
Not Covered	2,47,943
Partially Covered	3,89,409
Fully Covered	869997
Total	15,07,349

The details of the State-wise position is indicated in the *Appendix II*

3.8 Thus, the very base of the data *i.e.* total number of habitations has undergone drastic transformation in the time period of completion and revalidation of the Survey. From 14,22,664 habitations as per CAP 99, the number of habitations has increased to 15,07,349 marking an increase of approximately 84,685 in the total number of habitations in the country. Further, the Department now proposes to do field validation of the said data through random sample survey, which is being monitored by the Monitoring Wing of the Ministry of Rural Development and is expected to give its report by end of June 2007.

3.9 On being inquired about the reasons for such major anomaly as brought to light after 2003 Survey results, the Department stated that the updated data of CAP 99 furnished is based on reports received from States, UTs on monthly basis and collected during review meetings from State Secretaries in charge of drinking water. As this data is dynamic and is updated regularly, figures keep changing. Hence different reference dates are also mentioned along with the data.

3.10 The Secretary during the course of oral evidence before the Committee admitted about the confusion and discrepancies in data and observed as under:

“the first point I would like to say with reference to the figure is that it is very confusing. I spent the last few days to find some method as far as figures go but I think I can make an attempt to explain why the figures are what they are. The first set of figures is a set of data, which was picked up from the States in 1991. In 1999 we prepared a Comprehensive Action Plan. At that time the base was 14 lakh and odd habitations. On that we projected something like 11 lakh and odd habitations as

fully covered. With the same figure again we did estimation in 2005 and again estimation in 2006 by which time against the original figure of 14 lakh habitations we were able to show better coverage by 2006 ... it is all a matter of statistics, I agree.... around 13 lakh habitations were said to be fully covered which in percentage terms was 96 per cent of the habitations....Planning Commission working group assumed that approximately 20 per cent of the total habitation must have slipped back in the intervening years, which would be in the range of 2.8 lakh habitations. That was the time when the Department did this major exercise of a renewed survey and when the habitation survey was taken up actually 15,99,000 habitations have come into being. Starting from 14 lakh you move to a base which is about 16 lakh habitations. A point was raised that we have to bring it down within the ARWSP norms that have been fixed for calling it a habitation. It then came down to 15,70,000 habitations."

3.11 The Secretary further assured the Committee stating as under:

"I would just assure the Committee that at least now we have got a part of our act together to give in terms of the basic data. But I agree with you hundred percent that if this data does not have an in-built system of continuous updation after 10 years we will all be saying the same thing that is the number of habitations have slipped back. One of the things we want to do as part of the strategy for the Eleventh Plan is to make it a pre-condition with the States that they shall update their figures before we touch any of their programmes. Unless this discipline is brought, we will not be able to have any finality in any figure that we are telling you because this can keep on changing."

3.12 Further, while examining Action Taken Report on Demands for Grants 2006-07, the Committee were informed that a software has been developed to capture the status of availability of drinking water which is linked to corrected Habitation Survey. The States/UTs are required to furnish information on yearly basis and make on-line data entry. This software according to the Department will keep track of year wise habitations covered as well as update the status simultaneously. For the same, the necessary training has been imparted to the State Government officials although the progress is not uniform amongst the States.

### **C. The issue of slippages**

3.13 The Committee in their respective Demands for Grants Reports have repeatedly been expressing concern on the issue of slippages.

The Working Group of Tenth Plan for the first time indicated that there are approximately 2.8 lakh slipped back habitations. The group recommended that this needs to be addressed during the last three years of the Tenth Plan period *i.e.* 2004-05 to 2006-07. As mentioned by the Secretary during evidence, that was the time when the Department did this major exercise of renewed survey which seemed to indicate that three and odd lakh of habitations have slipped back.

3.14 On the issue of strategy and action plan with regard to arresting the problem of slippages, the Department informed that coverage of habitations is a dynamic concept. Many habitations that have been fully covered earlier slip back to NC/PC status due to a number of reasons such as sources going dry, systems working below their rated capacity due to poor operation and maintenance, sources becoming quality affected, increase in population and emergence of new habitations.

3.15 On the aforesaid issue ,the Secretary further clarified as under:  
pg 5 verbatim:

“In fact it is very interesting to see the fact that we said we would be funding the slipped back habitations, perhaps also got many States to report large number of slipped back habitations. Now these also need to be verified on the ground because there may be some cases where there is a marginal slip back and it may be addressed by some local low cost solution. But there again having made a large outlay on the basis of the projections of the States, we have to come to some kind of standardization.”

Further she mentioned that the States were asked to report reasons for slippages based on four parameters and almost all States claimed a mixed set of reasons. It was suggested during the evidence that the Department need to ensure that States give them specific reasons for slippages.

#### **D. Physical Targets and Achievements**

3.16 Bharat Nirman envisages coverage of remaining uncovered habitations of CAP 99 *i.e.* 55067 habitations in the four years period from 2005-2009.The achievements made with regard to coverage in the first two years is as follows:

The target and achievement during 2005-06 and 2006-07 till Feb end 2007.

Years	Target			Achievement		
	NC	PC	Total	NC	PC	Total
2005-06	3522	8375	11897	1536	11585	13121
2006-07	1120	17000	18120	472	6591	7063

Further, the Department informed that during the remaining two years of Bharat Nirman period, emphasis will be on coverage of uncovered habitations as per ARWSP norms. Thereafter it is proposed that in the remaining years of Eleventh Plan *i.e.* 2009-2012 focus will be on addressing remaining quality affected habitations as well as coverage of habitations with less than 100 population. For the same the State Governments are required to sign MoU with the Government of India and will need to draw up Action Plan framework which will include, among other things commitment from States to meet the Bharat Nirman Targets.

3.17 Further, the aforesaid position of the status of coverage is reflected as per the ARWSP norms of 20 households or 100 persons taken as unit of coverage. The Department informed that since last two years of Bharat Nirman coincide with the first two years of Eleventh Plan in which all the uncovered habitations of CAP 99 will be covered hence in the Eleventh Plan it is proposed that focus will be on coverage of habitations with less than 100 populations. Secretaries have also reported dispersed habitations with population less than 100 persons. On being asked about the exact data with respect to number of habitations having less than 100 persons, the Department stated that the said number is estimated to be 92,084. As per the said data, total number of NC/PC habitation is approximately 45,700 habitations for less than 100 population. The State-wise detail is as given in *Appendix III*.

**3.18 The Committee believe that the issues of providing clean, accessible and affordable water is a human right and one of the foundations for the economic and social development of the country. Even after more than five decades of planned development and an investment of approximately Rs. 68,430 crore in the sector, the Committee are stunned to know the ground position of drinking water scenario as revealed by the results of the Habitation Survey according to which there are about 6.37 lakh uncovered habitations.**

Given the bleak scenario, the Committee feel that the Government need to devise new initiatives, beyond the traditional financial aid framework and innovate specific policies and strategies in the light of diverse challenges confronting the sector.

3.19 The Committee are dismayed to observe the results of the Habitation Survey which was initiated in 2003 and was subsequently revalidated by IIPA. There appears to be major discrepancy with regard to status of coverage of habitations as per the updated reports from States of CAP 99 habitations and as per the data from Habitation Survey. The data as per the reports from States as on 1.04.2006 is 3052 Not Covered(NC), 38,894 Partially Covered(PC) and 13,80,337 Fully Covered(FC) habitations. However, the Survey results reflect glaring contrast to the picture of coverage status projected by the States and intimated by the Department till date. According to the Habitation Survey there are about 2.48 lakh NC, 3.9 Lakh PC and 8.7 lakh FC habitations, thus indicating major anomaly between the two sets of data. Even the Secretary during the oral evidence admitted to the grave confusion with regard to the aforesaid data. The Committee take strong exception to the way Department has been making tall proclamations of attaining 96 per cent coverage for the last few years without knowing the ground reality particularly when the survey data indicates the coverage status as merely 57 per cent and even this needs to be verified through random survey. With the aforesaid findings of the survey results which have been made available after consistent recommendations of the Committee, the entire scenario of rural drinking water sector has undergone regression. The Committee are further unhappy at the Department's justification and complacent approach with regard to the above wherein they have stated that the two sets of figures are based on two different surveys and that coverage status is a dynamic concept and habitations continually slip back due to a number of reasons. While acknowledging the fact that finally it would be the latest data made available as per the survey results which will serve as basis for future planning and projections, the Committee would like the Department to clarify from the States the reasons for such blatant anomaly as reflected above and furnish the feedback to the Committee.

3.20 Further, Bharat Nirman has been conceived as a plan to build rural infrastructure in four years period from 2005-06 to 2008-09 and under its drinking water component, it is proposed to cover all remaining uncovered habitations of CAP 99 *i.e.* 55,067 NC/PC habitations and about three lakh slipped back habitations.

The achievement with regard to coverage in two years of Bharat Nirman period is about 20,000 habitations. However, after the survey results, the very objectives and targets of Bharat Nirman have become questionable as its objectives are not in consonance with the ground reality at hand. Even the future projections of Bharat Nirman are being made according to the old and obsolete CAP 99 data though basic reality in this regard is quite contradictory. Further, the Department has requested States to sign MoU before the commencement of the Eleventh Plan that will commit them to meet Bharat Nirman targets. The Committee would further like the Department to apprise them about their concrete planning and strategies in the context of the changed scenario with special reference to the objectives of Bharat Nirman and Eleventh Plan targets. Also they should ask States to furnish revised action plan framework taking into consideration the latest position as indicated in the Habitation Survey.

The Committee would like the Department to categorically respond to each of the issues raised by them and take the necessary action in consultation with the State Governments/Union Territory Administrations and the Committee may be kept apprised.

3.21 Another disturbing fact is the issue of approximately 2.52 lakh slipped back habitations as per the latest estimate by the Department. Although for the years 2005-2006 and 2006-2007, the achievements have surpassed the targets for addressing slipped back habitations, still a large number of habitations chronically slip back due to various reasons as quoted by the Department. The Committee, while reiterating their observations made in previous Reports would like to mention that the issue of slippages has emerged as a very serious concern which has negated all the progress made in respect of coverage position of NC/PC habitations. The Committee would like the Department not to be contented with identifying reasons but also to explore the solutions for addressing and arresting the problem of slippages.

3.22 Further, to assess the exact data with respect to slippages, the Department has initiated on-line data entry system wherein State Secretaries have been asked to periodically update the data and also to enter the reasons for slippages online to enable them to take necessary preventive measures. The Centre should provide direction and guidance to the States with regard to the same once they start indicating reasons for slippages in the on-line data entry system. Efforts should also be made to ascertain the status of slippages from

States through the Monthly Progress Reports. Further, the on-line monitoring system should be strengthened and all necessary steps such as training, persuasion with the States, review meetings etc. should be undertaken to ensure that the States update the data regularly and current data of coverage status and slipped back habitations is periodically updated. Besides, the monitoring division of the Department should keep a vigil on the aforesaid data and the Committee be regularly apprised about the specific measures and outcomes achieved with respect to periodic updating of data. Further, the Committee would like to recommend that to ensure appropriate data management, some mechanism of incentives/disincentives may be evolved. The Committee may be suitably apprised of the specific steps with regards to all the issues raised above.

3.23 With regard to the physical performance under ARWSP, the Committee deplore the gross under performance relating to coverage of NC/PC habitations for the years 2005-06 and 2006-07 as indicated in the data mentioned above. Against the target of coverage of 1,120 NC and 17,000 PC habitations in 2006-07 the achievement was as low as 472 and 6,591 habitations respectively. The Committee strongly object to this kind of under achievement in such a vital area, especially keeping in view the fact that the targets fixed are also not in consonance with the ground reality reflected as discussed in detail in earlier paragraphs. The Committee would like to strongly recommend to the Government to project targets in future in accordance with the changed scenario of coverage of habitations as reflected in the Habitation Survey. Further, all efforts should be made to ensure that the said targets are achieved within the time period. The specific reasons for non-achievement of targets may be obtained from States who may be asked to take corrective measures accordingly. The Committee would like the Department to ensure that such gross under achievement in such a critical sector will not be repeated in future and necessary measures to achieve the same may be suitably communicated to the Committee.

3.24 Further, the Committee are dismayed to learn that there are approximately 92,084 habitations with less than 100 population which are not even considered for the coverage under ARWSP. The said data further indicates that the total number of NC/PC habitations out of these 92,084 total habitation, is approximately 45,700 habitations for less than 100 population. The Department informed that revision of norms to extend coverage of all such habitations will be taken up after the Bharat Nirman period. The Committee would like to know from the Department how projections and achievements are quoted

and planning is being made without taking into account such a large number of habitations *viz* about 92,000 which have less than 100 populations particularly when these habitations may be in backward areas and need more Government assistance. To cover these, the ARWSP guidelines need to be reviewed right away so that no section of population in rural area of country is left deprived of this basic human right. The Committee would like the Department to indicate appropriate clarification and the strategies devised for coverage of these habitations within a stipulated timeframe.



## CHAPTER IV

### OVERALL ANALYSIS OF DEMANDS FOR GRANTS 2007-08 WITH REGARD TO OUTLAY AND EXPENDITURE

#### A. Outlay

As per the information furnished by the Department, till date Rs. 68,430.52 crore have been allocated for rural water supply. The investment made in actual terms plan wise is indicated as under:

#### Funding since inception in the Water Sector

(Rs. in crore)

Plan Period	Centre	State	Total
1st Plan (1951-56)	0.00	3.00	3.00
2nd Plan (1956-61)	0.00	30.00	30.00
3rd Plan (1961-66)	0.00	48.00	48.00
Annual Plans (1966-69)	Information not available		
4th Plan (1969-74)	34.10	208.00	242.10
5th Plan (1974-79)	157.17	348.00	505.17
Annual Plans (1979-80)	58.20	-	58.20
6th Plan (1980-85)	895.38	1530.17	2425.55
7th Plan (1985-90)	1905.64	2471.53	4377.17
Annual Plan 1990-91	410.54	595.85	1006.39
Annual Plan 1991-92	644.49	692.54	1337.03
8th Plan (1992-97)	4139.74	5084.44	9227.68
9th Plan (1997-02)	8454.57	10773.11	19227.68
10th Plan (2002-07)	16107.62	13838.43	29946.05
<b>Total</b>	<b>32807.45</b>	<b>35623.07</b>	<b>68430.52</b>

4.2 The allocation made for tackling rural drinking water supply in the Tenth Plan, year-wise is as follows:

(Rs. in Crore)

Annual Plans	Allocation
2002-2003	2110.00
2003-2004	2565.01
2004-2005	2900.00
2005-2006	4060.00
2006-2007	4560.00*
<b>Total Tenth Plan</b>	<b>16195.01</b>

\*Till 21 March, 2007.

4.3 Further, to achieve the objectives of Bharat Nirman, component wise, a fund requirement of Rs 19,440 crore has been assessed during the remaining *i.e.* two years of Bharat Nirman period. The component wise fund requirement as estimated is indicated below:

**Component wise fund requirement (Central):**

Category of habitation	Bharat Nirman (2007-09)
Uncovered habitations of CAP 1999	2666.55
Slipped back habitations	5001.95
Quality affected habitations	8771.51
Coverage of habitations with less than 100 population	0.00
Enhanced water availability from 40 lpcd to 55 lpcd and/or within 0.5 km distance/ 50 metre elevation	0.00
O&M, sustainability and Natural Calamity	3000
<b>Total</b>	<b>19440.00</b>

The aforesaid data reflect that approximately Rs. 9720 crore would be required per year during the remaining period of Bharat Nirman *i.e.* 2007-08 and 2008-09.

4.4 The year-wise fund requirement for providing drinking water facilities in rural areas for the Eleventh Plan period as assessed by the Department is given as under:

(Rs. in crore)

Year	Total	Centre	State
2006-07	10,485	5,731	4,754
2007-08	16,192	9,632	6,560
2008-09	15,840	9,807	6,033
2009-10	17,436	10,800	6,636
2010-11	19,160	11,860	7,300
2011-12	21,000	13,000	8,000

4.5 For the year 2007-2008, a demand of Rs. 9,632 crore was made to the Planning Commission against which only Rs. 6,500 crore have been sanctioned to the Department. The outlay for ARWSP is Rs. 5,850 crore and lump sum provision for projects/schemes for North Eastern Region and Sikkim is Rs. 650 crore *i.e.* 10 per cent of the total allocation. Therefore, the BE for 2007-2008 for rural water supply programme is Rs. 6,500 crore.

## B. Expenditure

4.6 Further, with regard to the actual expenditure of the outlay proposed, the following is the latest position as on 21 March, 2007 indicated by the Department:

Annual Plans	Allocation	Release	%Utilisation
2002-2003	2,110.00	2,100.70	99.56
2003-2004	2,565.01	2,564.90	99.99
2004-2005	2,900.00	2,930.79 (Budgeted)	101.06
2005-2006	4,060.00	4,098.03	100.94
2006-2007	4,560.00	* 4,413.20	96.78
<b>Total Tenth Plan</b>	<b>16,195.01</b>	<b>16,107.62</b>	<b>99.46</b>

\*Till 21 March, 2007.

4.7 For 2006-07, the original allocation for the rural water supply sector was Rs. 5,200 crore. This was reduced to Rs. 4500 crore in the Revised Estimate. On being asked to furnish the explanation for the reduced RE, the Department clarified that keeping in view the large opening balance as on 1.4.2006 with the States, as a measure of fiscal discipline and cash management, there was reduction in allocation at RE stage by the Ministry of Finance.

4.8 Further, on being asked to explain their strategy to ensure access of this basic minimum service to rural people in a time bound manner, the Department replied that request will be made for additional funds at the RE stage. Further, the Department will try to coordinate with States regarding the utilisation of funds available under Twelfth Finance Commission. The Department also stated that since drinking water is a State subject, it is up to the States to seek funding to bridge resource gaps through involvement of external agencies and corporate sector. Government of India recommends the proposals of any State willing to do so and conforms to the broad policy requirements for the sector. A certain amount of funds are tentatively earmarked for drinking water project loans in consultation with Department of Economic Affairs and the Planning Commission. Presently, USD 1 billion has been earmarked for this sector from the IDA loan amount available to India. Of this, about USD 600 million is already made available to 4 States and negotiations are ongoing for the balance amount for projects of 4 other States. There is no proposal to seek corporate funding for the sector at present by Government of India.

4.9 Further, with regard to the State-wise performance under the ARWSP, the following is the data with respect to unspent balances with the States under ARWSP (Normal), ARWSP (DDP) and CRSP.

Programme	Unspent Balances
ARWSP (Normal)	Rs. 1841.24 crore
ARWSP (DDP)	Rs. 131.34 crore
CRSP	Rs. 938.58 crore

On being enquired about the reasons for such huge unspent balances with the States, the Department informed that the position communicated with regard to unspent balance is of December end. These include the releases of second installment to the tune of Rs. 800 crore to the States under ARWSP (Normal) and ARWSP (DDP). Due to geographical factors and the fact that second installments are released

in December/January to the States, the unspent balances appear to be more. Further, States like J&K, which is a DDP state reported natural calamity of a severe nature like earthquake/avalanche in the DDP blocks due to which funds allocated to them were not utilised. Further, the Department mentioned that regular review meetings, analysis of monthly progress reports, persuasion with the States for timely utilisation of funds is being done. Several steps in monitoring like training programmes, MIS, verification of coverage status by random habitation survey etc are being taken. Detailed State-wise financial analysis on different aspects of fund utilisation, opening balance, adequacy of state matching share, percentage on SC/ST expenditure both from Centre and States under ARWSP (Normal) have been taken up with the State Secretaries in the review meetings.

4.10 On the issues discussed above, the Secretary during evidence acknowledged that actually in terms of the allocation releases, the Department's allocation have increased despite the fact that they asked for more allocation and got less. The Department's allocations have increased by 40 per cent compared to previous year. Relative to that, the utilization of the opening balance has been less from the States. It was further highlighted by the Department that they have almost utilised the entire amount earmarked for the year 2006-07 and are now in a position to be able to absorb even additional funds which were cut earlier. But cut at RE stage has given a message to all States that if they did not perform and if they had huge opening balances, then they are likely to lose funds that is allocated.

4.11 **The Committee in their previous reports have persistently been recommending to the Department to seek and ensure enhanced funds for the sector since, as per the present level of funding, not even 0.1 per cent of GDP is being allocated for the drinking water which is the basic necessity of all human beings. The Human Development Report 2006 has rightly pointed out that drinking water is under-financed in many developing countries. The same report further highlights that too often bold water plans suffer from 'targets without finance' syndrome. The Committee note that allocation for the sector have consistently been increasing for the last few years. However, as explained above, there is huge shortfall between the requirement to meet the Bharat Nirman targets and the Eleventh Plan strategies and funds actually provided for the sector. To meet the objectives of Bharat Nirman, fund requirement of about Rs. 10,000 crore per year for the remaining two years of Bharat Nirman have been assessed. However, the actual allocation against this has been comparatively much less as explained above. Against the projected**

outlay of Rs. 9,632 crore for 2007-08, the amount allocated was only Rs 6,500 crore thus marking a resource gap of approximately Rs. 3,000 crore. In view of this scenario, the Committee would like to reiterate that the Department should make all out efforts to seek enhanced allocation for the sector in consonance with the fund requirement for Bharat Nirman and the ground reality of addressing about 6.37 lakh NC/PC habitations as per the recent survey revelation. The Committee recognize that the allocation has been steadily increasing over the last few years. However, in the view of enormous task of addressing the aforesaid number of NC/PC habitations, addressing the problems of slippages and quality, providing technical and financial support to States, implementing the strategies of Eleventh Plan etc., the inadequate allocation may pose a serious hurdle. The Committee would like to recommend to the Department to convey the aforesaid concerns of the Committee to the Planning Commission.

4.12 Another disturbing trend noted by the Committee is the issues of under utilisation of scarce resources which have consistently been communicated to the Department through various reports. While recommending for higher outlay, the Committee are constrained to note the under-spending in the sector especially with respect to unspent balances by the State Governments. The Committee while appreciating the fact that the present utilisation for the Central sector have been improving over the years, the under spending by the State Governments has been a major cause of concern. So much so that for the current year *i.e.* 2006-07, the allocation was reduced at RE stage by Rs. 640 crore due to large Opening Balance with the States. The Committee observe that underspending of the scarce resources has become a regular feature among many States. The Committee would like the Department to ensure accountability from the States regarding optimal and meaningful utilisation of funds by evolving some mechanism such as Monthly Progress Reports etc. to that effect. The Committee strongly recommend that the format of MPR should also be revised to include a component wherein the States furnish specific reasons for non-utilisation of the funds. There should be better coordination and interaction between the Centre and the States throughout the year to remove any bottlenecks faced by the States. The Department should also keep track of utilisation of funds allocated under the Twelfth Finance Commission for the rural water supply. The Committee should be duly informed about the specific steps taken or proposed to be taken by the Government with regard to all the issues discussed above.

4.13 Further, in view of the resource constrains, the Department has informed that the Government of India recommends proposals of States for external aid. Further, certain amount of funds under the project loans from external agencies such as IDA are earmarked for the sector. The Committee recommend that the Department should seriously consider bridging resource gaps through external aid and involvement of corporate sector. International aid to achieve the Millennium Development Goal (MDG) should be aggressively sought and suitable endeavours should be made in this regard. The Department should apprise the Committee about the details of projects undertaken by States with external funding.

4.14 The Committee further emphasise that accelerated progress in water provision have been made with concerted efforts and partnerships between international and regional institutions, the National Governments, private sector and civil society in various developing countries. Therefore, in this era of public private community partnership and corporate social responsibility in various fields of social and economic life, the Government should seriously consider exploring similar options and devising appropriate strategies in this field and acquaint the Committee about concrete endeavours undertaken in this regard.

## CHAPTER V

### SUSTAINABILITY OF SOURCES AND SYSTEMS

As already discussed in the previous paragraphs, vast number of habitations continuously slip back from FC to PC and PC to NC due to various factors. One of the important reasons responsible for slippages is the unsustainability of systems and source. A number of inter-rated issues such as depletion of ground water, water recharge systems, rain water harvesting, revival of traditional resources, optimal utilization of funds marked for sustainability, participation of communities and dovetailing funds from different schemes/programs etc. need to be tackled to making the rural water supply system manageable and sustainable.

#### A. Depletion of Ground Water

5.2 While examining the subject related to drinking water scenario in rural areas, taken up by the Committee, the Department had stated that the sustainability of resources has to be ensured through judicious use of ground and surface water and enactment of regulatory measures for ensuring appropriate water use. It was further clarified by the Department in their response to the list of points, the Central Ground Water Board under Ministry of Water Resources has circulated a model Bill to regulate and control the development and management of ground water to all State Secretaries for enactment. But till date only six States *viz* Andhra Pradesh, Goa, Tamil Nadu, Lakshadweep, Kerala and Pondicherry have enacted and implemented the ground water legislation. The Department further mentioned that they were associated with Ministry of Water Resources, during the preparation of Master Plan for artificial recharge of ground water in India by suitably augmenting surface water resources with recharge structures in rural area.

5.3 In light of the growing over extraction and exploitation of ground water sources, artificial recharge of ground water, rain water harvesting and water conservation have emerged as extremely pertinent issues. The Secretary during the course of oral evidence observed that States need to be advised on the methods of inbuilt sustainability. The Centre should obtain information from States with regard to their recharge mechanisms. She further observed as under:

“I think we can build it into the programme’s funding and that we will not consider a programme until we are satisfied of



sustainability and a minimum guarantee of non-slippages. Otherwise we will continue with this problem inspite of our own online data entry...Certainly we have enough rainfall in this country to be able to recharge at least the drinking water sources. For this we have now combined with major NGOs — CSE and Tarun Bhagat Singh because they have done a lot of work on water harvesting and recharging of ground water...We need to give engineering designs. In fact, one of the very effective ways of doing water recharge is to take the faulted bore wells and make it into a recharge structure. It was a place where there was water. If you just provide a small filter mechanism which is a few pebble and allow the water to go back in the soil, it will recharge the aquifer. We can take all the data of how many bore wells were there in the past and how much of them have been recharged structures”

## **B. Water Harvesting**

5.4 With regard to the issues of water harvesting, as stated in replies to List of Points, the technical manual on water harvesting and artificial recharge giving information on planning, design and construction of activities was circulated to all States in 2005. As regards feedback from States on usage of different models of rain water harvesting the Department informed about the works related to recharge pits, check dams, sub surface dykes, pint resource recharging system and other sustainability works undertaken in States of Tamil Nadu, Andhra Pradesh and Gujarat .The Department is in the process of monitoring the information from all the States, for which formats have been developed and hosted in the online integrated MIS. Elaborating on the same the Secretary affirmed that there is need to quantify and understand the term properly. She enlightened the Committee on water harvesting structures in Kerala and Mizoram wherein almost all households have individual water collecting systems. On same lines, it was conveyed to the Committee that some States like MP, Maharashtra and Gujarat have done a lot of work with regard to water harvesting.

5.5 Elaborating on the same the Secretary mentioned that they need to make simple systems of rain water harvesting which can be understood by every one. They have started the job and produced a very good manual. But the point is to take it and make sure that it is used.

### **C. Utilisation of Funds for Sustainability by States under ARWSP**

5.6 As per ARWSP guidelines, activities for sustainability are to be taken by State Governments out of five per cent of ARWSP funds allocated to them for the purpose, under the delegated power. However, during examination of Action Taken Replies on previous year's Demands for Grants Report, it was conveyed to the Committee that as reporting of sub mission projects on source sustainability is still not proportionate to even 5 per cent of ARWSP funds. The Committee in their 23rd action taken report had expressed concern over the issue. The detailed recommendation of the Committee with respect to the above has been reproduced below:

"The Committee further note that the major thrust needs to be given to sustainability of sources to arrest the tendency of covered habitations falling into the category of partially covered (PC) and not covered (NC) habitations. In this regard, the Committee note from the replies furnished with regard to the recommendation at para No. 3.31, that even the 5 per cent of ARWSP funds allocated under sub-missions for source sustainability are not being used by the State Governments. The Committee feel that unless the stress is given to sustainability of sources, the issue of coverage of habitations cannot be tackled in a meaningful way. The Committee therefore strongly recommend to the Department to take all the measures through taking various initiatives to motivate the State Governments to give more stress to the sustainability of sources which may finally ensure that the covered habitations are not converted into not covered/partially covered habitations. The Committee would like to be apprised about the steps taken in this regard by the Department."

5.7 Even the Secretary during evidence admitted to this lapse on the part of the State Governments. The relevant extracts as discussed on the aforesaid problem are as under:—

"I would like to present before you and have your fullest cooperation in bringing a new component to our water supply projects which is though we have said it in the past that about 5 per cent to 15 per cent can be used for sustainability, we have not really ensured that sustainability... we provided this as an amount available .We did not insist it should be used only for sustainability, just as in the case of water quality...it needs to be emphasized that water body in the villages is revived and the water body in the village is of a minimum quality and this monitoring is strictly done."

#### **D. Convergence of Schemes**

5.8 Another very relevant issue highlighted during evidence of the Department was the issues of convergence of funds for rain water harvesting and water conservation given under different schemes such as SGSY, NREGA etc. by various Ministries/Departments such as Department of Land Resources, Department of Rural Development, Ministry of Agriculture, Ministry of Environment and Forest, Twelfth Finance Commission etc. The Department stated that the among quarterly review meeting with the States, the Department emphasised upon adoption of integrated approach for sustainability of sources by pooling up efforts and resources from program like NREGS, IWDP, Hariyali under various Ministries/Departments.

5.9 Clarifying on the same, the Department during the evidence highlighted that the top priority on NREGA is given to drought proofing and water conservation. Restoration of water bodies, digging of ponds, de-silting, construction of check dams for water harvesting etc. are all permissible works under NREGA and in light of this drinking water issue can be dovetailed with NREGA operation.

**5.10 The Committee in their respective Demands for Grants reports have been stressing upon the need for a comprehensive strategy by the Government for sustainability of sources and systems. The Committee maintain that all investments in the sector and progress made with respect to coverage of habitations will be rendered futile till long term sustainability of resources and systems is ensured. A multiplicity of interlinked issues are involved in this such as regulation on over extraction of ground water, recharging ground water, rain water harvesting, local and cost effective technologies, community participation, revival of traditional sources such as ponds, wells etc., convergence of efforts, dovetailing of funds given under similar schemes of water harvesting and conservation and last but not the least a proactive role by States to ensure a long term and lasting solution to the issues of rural drinking water supply. All these issues need to be addressed with a holistic and integrated approach. The various issues in this regard have been addressed in the following paras.**

5.11 First and foremost, depletion of ground water table due to over extraction of ground water has emerged as a serious challenge threatening sustainability of resources. A number of hand pumps, stand pipes, bore wells, ponds etc. have become defunct due to depleting ground water table. The Committee hold that maximum

priority should be given by the Department to ensure sufficient recharge of ground water by States. In this regard, the Committee feel that some kind of regulatory framework to restrict unlimited extraction of ground water should be put in place at the earliest. Till date, only six States have enacted and implemented legislation for regulation and control of groundwater. The Department should not shy away from its responsibility by stating that the said legislation is the mandate of Ministry of Water Resources, since the ground water largely affects the drinking water scenario in rural areas. Recently the issue has assumed more significance in light of the over exploitation of ground water by some Multinational Companies and the resultant problem of drinking water caused by this which has received strong reaction from some States. The Committee, therefore, recommend that the Department should aggressively interact with the State Governments in coordination with Ministry of Water Resources to enact and implement the aforesaid legislation expeditiously.

5.12 Recently media is playing a proactive role in particularly reporting on social issues. Water is the basic necessity of life and the issues related to over exploitation of groundwater by some Multinational Companies and other issues related to contamination etc. are frequently being reported by the media in the reports. The Committee recommend that the Department should evolve a mechanism to *suo-moto* take note of these reporting and take the required action after getting the factual information from the concerned agency/company/affected people etc. in consultation with various Union Government Departments and concerned State Governments.

5.13 Another correlated issue is conjunctive use of surface and ground water, and recharge of ground water leading to sustainability of sources. The States should be advised to include components for surface water storage in their water supply schemes through check dams, tanks and other such techniques so that dependence on ground water for water consumption may be reduced. The States need to be given technical guidance and engineering designs so that the extraction of ground water is continuously replenished through recharge mechanisms. The Committee are happy to note that Department have engaged services of NGOs like Centre for Science and Environment (CSE) and Tarun Bharat Sangh to get their inputs and formulate new methods for increasing source sustainability. The inputs should be suitably incorporated in water supply schemes of various State Governments and the Union Government should undertake specific interventions in this direction.

5.14 Besides, as far as rainwater harvesting models are concerned the Committee feel that Department's responsibility is not fulfilled by simply circulating manuals on rain water harvesting. As Secretary also admitted, the main point is that this needs to be demystified and put to use. The Department should follow up with the States regarding the utilization of the said manual. The Committee feel that a generic model of rainwater harvesting can not be applied throughout the country. Most of the times the problems faced with respect to drinking water sources are unique to a particular village depending on their specific location, soil, weather etc. The Department should regularly provide technical know how to States faced with peculiar problems and sensitize the States who are lagging behind about the imperative need for sustainability to ensure lasting solution to drinking water problem.

5.15 Besides, problems of water scarcity may be a contributing factor for future flashpoint for international conflicts, which has led many experts/academicians to predict that the next World War may be fought over the issue of water. The information with regard to threat of aforesaid water wars and need for water conservation and other method of sustainability of sources may be aggressively disseminated to rural communities. Further, incentive mechanisms should be worked out to reward villages who promote water harvesting and take up and continue with sustainability schemes. Local rural marts may be organised by District authorities wherein rural people may be sensitized about various methods and techniques of water conservation and water harvesting. Information on local and cost effective technologies for the same may be disseminated to rural population through these marts in collaboration with NGOs and VOs. The Union Government should play the role of a facilitator through interaction with State PHED's and District level authorities for information education and communication activities related to sustainability of sources and systems of rural water supply.

5.16 The Committee find that at present, even in urban areas, there is no particular agency to whom the public/Government agency can contact for technical assistance to have rainwater harvesting structure in residential, commercial establishments, Government buildings etc. The position in rural areas may further be worse. The Committee strongly recommend to the Department to take up this issue with the State Governments so that an exclusive agency private/Government should be identified in each State. Such agencies may provide all technical inputs, estimates of required funds etc. to the public/Government agency who want to have rainwater harvesting

structure in their premises. Union Government should formulate the Guidelines to be issued to the State Governments advising to amend the State by-laws to include compulsorily rain water harvesting structures in all new constructions in rural areas so that an enduring solution to water scarcity problem may be realised.

5.17 Besides, the Committee were constrained to find that the States were not utilising the percentage of funds under ARWSP earmarked for sustainability. The Committee in their 23rd action taken report have already made their recommendation on the aforesaid issue. Here again the Committee would like to reiterate that strategic involvement of the Centre is necessary to ensure that the States utilize the amount allocated for sustainability. During the course of oral evidence of the Department, a suggestion had emerged that sustainability factor and methods should be incorporated as a precondition for fund allocation. Another suggestion that surfaced during evidence of the Department was that Centre should not release funds in second installment until States mandatorily spend a certain amount on sustainability. The Committee feel that Department should formulate appropriate framework and incorporate these proposals to ensure accountability from States as far as utilization of funds by States for sustainability is concerned and report to the Committee the concrete steps taken in this regard.

5.18 Further, the Committee completely concur with the observation of the Department that funds under different schemes of water harvesting, recharging etc. need to be converged and coordinated. In fact, the Committee have repeatedly been making recommendations on coordination and convergence with various Ministries and Departments in their respective reports. As discussed during the evidence, lot of funds are made available by Ministry of Agriculture, Ministry of Environment and Forests, Department of Rural Development for NREGA, SGRY, etc., Ministry of Water Resources for water conservation. Besides, certain outlays are directly given to Panchayats under Twelfth Finance Commission. Further, the Committee should be apprised about how the dovetailing of funds under these schemes can be effected and the specific initiatives taken in this regard.

5.19 The Committee urge the Department to give serious thought to all the aforesaid recommendations made by them with regard to sustainability issue. The Department had proactively advocated some of these issues during the course of oral evidence but the real challenge before them is to translate the theory into appropriate

policy framework and concrete action. The Committee would like the Department to reflect on all the aforesaid issues in a holistic manner and keep them informed of their plan of action in this regard. The issues raised in various paras may be dealt with separately and the Committee may be informed of the action taken on each of the issue in the action taken replies.

## CHAPTER VI

### QUALITY

#### A. Status of coverage of quality affected habitations

As per water quality survey ordered by Government of India and updated by States as on 1 April, 2006, there are 1,95,813 water quality affected habitations in the rural areas of the country with chemical contamination like arsenic, fluoride, salinity, iron, nitrate or combination of these. State-wise information is provided at *Appendix IV*.

6.2 Although addressing all quality related issues has been one of the important objectives of Bharat Nirman, there is grave under performance with regard to targets and achievements for addressing quality related issues. The targets and achievements for addressing quality affected habitations as indicated in the Outcome Budget for the last couple of years is reflected below:

Financial Year	Target (no. of habitations)	Achievement
2005-2006	10,000	4550
2006-2007	15,000	2411

6.3 On being queried about the reasons for such under performance, the Department clarified that the financial projection made for this purpose was Rs. 6,687 crore. The targets for 2005-2006 were intimated to States only in July, 2005 and therefore a target of only 10,000 habitations was set. The coverage reported in 2005-2006 was 4,550. Some of the projects taken up had a period of two years or more and thus were under various stages of implementation. Target of 15,000 habitations fixed for tackling water quality affected habitations during 2006-2007 is based on availability of funds. In review meetings, States were asked not only to meet the targets of 2006-2007 but also to cover the backlog of coverage for the year 2005-2006. Coverage vary widely between States based on the type of projects they undertake. For example, in West Bengal due to extensive arsenic contamination, the State has plan to construct comprehensive water supply scheme whose completion time may even exceed three to four years. Further, a time of atleast three to four months is required by States for tendering before implementation projects. Due to these factors, the progress for this year is not commensurate with the target fixed.



## **B. Financial requirement and allocation**

6.4 As per ARWSP guidelines, under delegated powers of State Governments, they could sanction sub-mission projects from 15 per cent of ARWSP funds released to them for addressing water quality problems. On consistent demand from States during deliberations, the guidelines on sub-mission were revised in February, 2006, after taking Cabinet approval. From 2006-07 upto 20 per cent of ARWSP funds have been retained at the Centre for focused funding to only such States having water quality problems. The State Level Scheme Sanctioning Committee has to approve the projects and then submit the proposals to Centre for releasing funds. Therefore, funds could not be released prior to August, 2006 because the States needed time to prepare project reports as per revised guidelines. Target of 15,000 habitations fixed for tackling water quality affected habitations during 2006-07 is based on the availability of funds.

6.5 With regard to amount required to meet the objectives of addressing all quality affected habitations, the Central share was worked out to be Rs. 6,682 crore which was requested from Planning Commission. However, on being advised to prioritise coverage of fluoride, arsenic, nitrate and salinity, the Department reworked out the fund requirement of Rs. 8,771 crore as Central share for 2007-08 and 2008-2009 for coverage of 1,08,651 habitations for tackling priority problems of fluoride, arsenic, salinity and nitrate as advised by Planning Commission. Remaining water quality affected habitations are proposed to be covered during the balance three years of the Eleventh Five Year Plan period. For tackling water quality problems during 2007-2008, the fund requirement as Central share is worked out as Rs. 3,859.61 crore to address 48,613 habitations. However, the total funds provided under ARWSP is only Rs. 6,500 crore and 20 per cent of ARWSP funds meant for sub-mission works out to Rs. 1,300 crore.

6.6 On being enquired about the strategic steps taken by the Department to address the issue, keeping in view massive shortfall between fund required and made available for the purpose, the Department stated that they would now focus on issues like low cost engineering designs for sustainable surface water bodies as local solutions through integrated approach of rainwater harvesting for dilution of contaminants, *in situ* rejuvenation of traditional ponds, *in situ* remediation of defunct treatment plants, low cost technological options, roof-top rainwater harvesting structures and reducing emphasis on cost-intensive alternate safe source based water supply projects. Community ownership and decentralized quality management will be emphasized for ensuring proper O&M in future.

6.7 Corroborating this, even the Secretary during oral evidence stated that contamination can be treated by even simple methods such as boiling or treating with chlorine at household level. She elaborated that States have a tendency to give us big projects where they are putting up settling tanks, chlorination treatment plants and treating the water closer to the source and then pumping it 50 to 60 kilometers to distribute.

### **C. National Rural Drinking Quality Monitoring and Surveillance Programme (NRDWQMS)**

6.8 A National Rural Drinking Water Quality and Monitoring Surveillance (NRDWQMS) Programme has been launched in the country. The basic feature of this programme is institutionalisation of community participation and involvement of PRIs for monitoring and surveillance of all drinking water sources in the country, decentralisation of water quality monitoring and surveillance, generation of awareness among the rural masses about the water quality issues and the problems related to water borne diseases, and building capacity of Panchayats to own the field test kit and take up full O&M responsibility for water quality monitoring of all drinking water sources in their respective PRI area.

6.9 As informed by the Department, this programme is to be implemented by VWSC/GP at the grass root level. Five trained grass root level workers have to be identified for implementation of the programme including ASHA worker (Accredited Social Health Activist). One Gram Panchayat level coordinator is also to be identified. In addition to generate awareness on water quality, safe handling and hygiene practices, the role of grass root level workers include conducting sanitary inspections of all sources, 100 per cent testing of all drinking water sources for both chemical and bacteriological parameters. Field test kits need to be provided after appropriate training for grass root level workers is imparted. So far 16,880 field test kits have been procured by Gujarat, Maharashtra, Tamil Nadu and Uttar Pradesh for providing to Gram Panchayats.

6.10 Further, during the review meeting taken by the Minister of Rural Development, most of the States have agreed to complete all training courses including the grass root level workers training by June/July 2007. On the financial side, an amount of Rs. 98.17 crore has been released to all States during 2006-2007 in addition to release of Rs. 57.84 crore during 2005-2006 for completing these training activities with due focus on awareness generation.

6.11 The Committee have repeatedly been bringing to the notice of the Government the relevant issue of addressing quality affected habitations in a time bound manner as it has major linkages with the well being of the people. The Committee opine that the entire exercise of coverage of habitations becomes inconsequential if people do not have access to clean and safe drinking water free from contaminants. The Committee note with distress the under performance with regard to addressing quality affected habitations. As explained above, for the year 2005-2006 the achievement was less than 50 per cent. For the previous year, *i.e.* 2006-2007 the achievement *vis-à-vis* the target has been less than 20 per cent. The Committee are not inclined to accept the reasons furnished with regard to underperformance wherein the Department have cited late release of funds, long gestation period of projects, etc. for the same. The Committee consider that the Government should have a long term perspective while fixing targets and there should be no excuse for under achievements in such a vital area relating to the fundamental need of human life. The Committee would like the Department to take necessary corrective steps so that this kind of pathetic performance is not repeated in future, especially in view of the fact that for the current year, a huge target of addressing 48,613 habitations have been fixed. Further, reiterating their earlier recommendation, the Committee feel that in view of the enormity of the task ahead *i.e.* addressing 1.95 lakh habitations, the Department should fix targets commensurate with the mammoth task at hand to achieve the Bharat Nirman goal.

6.12 Further, as discussed above, the fund requirement for addressing quality of 48,813 habitations for 2007-2008 has been worked out to be about Rs. 3,860 crore against which funds to the tune of Rs. 1,300 crore *i.e.* 20 percent of total allocation of Rs. 6,500 crore are made available to the States. The Committee would like the Department to place the issue of adequate allocation for the year 2007-08 before the Planning Commission. While planning the matter of adequate allocation, the Department should place the data of total quality affected habitations to be covered and emphatically point out the various threats the contaminated water pose to the health of the people. Besides, the concern of the Committee in this regard should also be communicated to the Planning Commission. While recommending for higher outlay for drinking water, 20 per cent of which can be utilised for quality, the Committee would like to be informed about the actual position of expenditure for quality in different States during the last three years so as to analyse the position of outlay required and comment further in this regard.

6.13 Further, the Department should identify States that are faced with major water contamination problem and encourage them to undertake more number of sub-missions on quality with the technical and financial support of the Centre. The Committee would like to recommend to the Department to ensure that implementing agencies of rural supply programme at State and district level employ more and more local and cost-effective techniques to treat contaminated water. With focused funding by the Centre, the Committee feel that the Centre is in a better position to see to it that large projects with enhanced funds are not launched by States when there is any possibility of treating contaminated water with local/regional solutions.

The Centre, after the revised guidelines, should ask States to explore all possibilities for addressing quality with local solutions before sanctioning funds for sub-missions. The Centre should also be forthcoming to provide technical guidance on low cost technique options and engineering designs to the States to address the problem of water contamination and turbidity.

6.14 The Committee further appreciate the objectives of the National Rural Drinking Water Quality and Monitoring Surveillance (NRDWQMS) Programme which aims at testing of all drinking water sources by the grass root level workers in each Panchayats by simple use of field test kits. However out of a total of 2,33,334 Gram Panchayats in the country, only 16,880 field test kits have been provided. The Committee feel that in order to make this programme a success, the Union Government should play a more positive role as far as IEC and HRD activities for Gram Panchayats and training of grass root level workers are concerned. Though the States have committed to complete the training of grass root levels workers by July, 2007, the Centre must shun all complacency in this regard and pursue the States vigorously to complete the aforesaid training within the deadline.

6.15 As per the earlier recommendation of the Committee with regard to sustainability, the Committee strongly urge the Centre to suggest States to set up rural and local marts with the aid of district authorities wherein simple to use techniques for addressing water contamination can be disseminated and marketed. They should also identify NGOs/VOs who have substantial expertise/experience in the field for providing necessary inputs to Panchayat and Block level functionaries which may be used to sensitize the rural people on the aforesaid aspect.

The Committee maintain that the human and economical costs of providing people with contaminated and infected water are immense and hence would like a categorical reaction from the Department on each of the issues discussed above along with the initiatives and policy interventions made in this regard.

## CHAPTER VII

### SECTOR REFORMS AND SWAJALDHARA

With a view to institutionalise community participation in the rural drinking water supply sector, Government of India launched the Sector Reform Project in 1999 wherein Pilot Projects were commenced in 65 districts of 26 States. The project implementation period was three years. After scaling up of reforms to cover the entire country through Swajaldhara in December, 2002, the Sector Reform Pilot Projects have been integrated with Swajaldhara. Government of India makes State-wise allocation of funds under Swajaldhara and the State Governments, in turn, make district wise allocations. Swajaldhara guidelines stipulate that while indicating tentative allocation to districts, the State Government will ensure equitable spread of water supply schemes.

7.1.A The special feature of Swajaldhara scheme was that it was to be implemented maintained and owned by the community. In these projects, the community participation is the major factor which is to ensure capital cost sharing including planning, implementation and meeting full operation and maintenance cost. 10 per cent capital cost was to be made by the communities and 90 per cent funds are provided by the Government of India. The community contribution towards the capital cost to schemes should be in the form of cash/kind/labour/land or combination of these.

7.2 The physical and financial performance of Swajaldhara since its inception has been dismal, a feature repeatedly been stressed by the Committee in their previous Reports. The physical and financial performance of the scheme since 2002-2003 as per the latest data provided by the Department is as under:

Year	No. of schemes take up	Schemes completed
2002-03	3697	3065
2003-04	3312	2250
2004-05	3375	1867
2005-06	2988	685

### Percentage expenditure for Swajaldhara Projects

Year	Reported percentage expenditure
2002-03	60.66%
2003-04	48%
2004-05	49.49%
2005-06	21.47%

7.3 On being asked to furnish reasons for the pathetic performance of the scheme, the Department stated that States find it difficult to implement this scheme with an element of community contribution alongwith ARWSP, which has no community contribution. The Department further furnished the following reasons for delay in completion of projects:

- (i) convincing the community to share capital cost is long process and takes time;
- (ii) at some places, the community withdraws its contribution due to internal differences. There are cases of community withdrawing its contribution after the funds have been released for works to start. In such cases either reconvening the community or relocating the scheme to another habitations takes time;
- (iii) release of second installment is delayed as the reporting from DWSC to district takes time and they do not properly complete the progress reports etc. The Chairperson of the DWSC do not give priority to the paper work; and
- (iv) there is shortage of staff at the Gram Panchayat and district level to undertake extensive and continued dialogue with the communities to explain Swajaldhara principles and they find it easier to implement schemes like ARWSP.

7.4 The Department further informed that the Swajaldhara implementation has been slow and schemes that have not been grounded are now cancelled and States are refunding the amount released to them for these projects. Therefore, due to the aforesaid problems faced by the States and the resultant lack of interest, it has now been decided to close the scheme in the Eleventh Plan. The proposal for the Eleventh Plan is to have one scheme of ARWSP which could encourage community participation (not contribution). There shall be no community contribution for projects designed for the basic supply

level of 40 lpcd. It is proposed that all new projects, taken up on relaxed norms of 55 lpcd after coverage of NC/PC/water quality affected habitations with 40 lpcd, will have a community/VWSC/PRI contribution to part of the capital cost, as decided by the respective State. This contribution will be calculated as a percentage of the estimated capital cost for single-village/habitation schemes and intra-village distribution assets of multi-village schemes. The State Government will have the responsibility of formulating the policy for community/Gram Panchayat/PRI involvement and quantum of contribution. There could be reduced level of contribution for certain categories and areas as decided by the State Government. The community/Panchayat contribution be taken as part of the State share. The Centre will pay 50 per cent of the costs, while the State will pay the remaining. Besides, due to problems faced by the States and resultant lack of interest, it has now been decided to close the scheme in Eleventh Plan.

7.5 As communicated by the Department, State Governments were required to sign MoU with the Government of India before commencement of Eleventh Plan as per which States have been asked for having effective capacity building programme for PRIs, Empowerment of PRIs to levy user charges for O & M, set their own time-table to achieve the decentralisation to the PRIs as considered feasible by the States.

7.6 The Committee express their strongest concern on the way reforms initiative were undertaken in the name of Swajaldhara scheme, which was launched in 2002 to institutionalise community participation by incorporating the principles of demand driven approach, empowerment of user groups/Gram Panchayats and inculcating a sense of ownership of assets through partial cost sharing either in cash or kind or both. The Committee in their previous Demands for Grants reports *i.e.* 1st, 11th and 20th Reports and their respective action taken reports (14th Lok Sabha) have repeatedly been expressing apprehensions about the feasibility of the Swajaldhara scheme. Some of the important recommendations of the Committee in the aforesaid reports relating to unsatisfactory performance of Swajaldhara Scheme are reproduced below:

- (a) inadequate planning such as States vision statement, detailed annual action plan etc. were not ensured before launching the scheme;
- (b) the strategy of the Department to motivate States/Districts to come forward with projects given the fact that it is a demand driven scheme has not been effective;



- (c) inordinate delay and under performance of projects implemented under Swajaldhara;
- (d) problems were being faced on the issue of community contribution for Swajaldhara project ;
- (e) concerns regarding haste to replace ARWSP with Swajaldhara;
- (f) underutilisation of funds under Swajaldhara by various State Governments;
- (g) weak monitoring and reporting system for Swajaldhara Projects; and
- (h) inequitable distribution of funds among States since due to demand driven approach, better performing States were able to corner more funds from the Centre.

Pursuant to the consistent concerns expressed by the Committee with regard to serious problems in implementation of Swajaldhara and their strong recommendation to the Department to review the Swajaldhara principles, the Department has finally decided to discontinue the scheme hereafter. As a result, from Eleventh Plan there will be only one scheme ARWSP which will have an element of community participation but may not insist on community contribution. For the same, the States have been asked to sign Memorandum of Understanding(MoU) with the Centre and prepare Action Plan, which will entail, apart from other things, capacity building programmes for PRIs, empowerment of PRIs to levy user charges for O&M, set their own time-table to achieve decentralisation to PRIs as considered feasible by the States. So far, only States of Maharashtra, Uttar Pradesh, Jharkhand and Gujarat have prepared the aforesaid action plan as informed by the Department. The Department should pursue with the remaining State Governments to take action in this regard.

7.7 In the Action Taken Report on Demands for Grants Reports (refer Para 18 of 23rd Report), Committee had noted that the Department continued to justify the under performance of the scheme by stating that the performance of the scheme is improving and the extent of community contribution has been varying among States inspite of the serious problems detected in the implementation of Swajaldhara which include community contribution amounting to 10/20 percent based on the cost of projects to be taken under Swajaldhara.

7.8 The Committee further note that there may be cases where community may have provided their due contribution as stipulated under Swajaldhara component for various projects ongoing/proposed to be taken. Since the Swajaldhara is now out, the community may now demand back their contribution which may create serious problems. The Committee would like to strongly recommend to the Government to address these issues carefully after consulting the State Governments. Besides, the Committee recommend that liabilities for ongoing projects under Swajaldhara should also be addressed carefully. The incomplete works under Swajaldhara should be given priority under ARWSP.

7.9 The Committee would further like to maintain that some of the principles of Swajaldhara such as community participation, empowering people and Panchayats and decentralised approach rather than a top down delivery model are extremely relevant for a developing country like India. However these principles can not be created and practised in a vacuum, divorced from the social and political reality of rural India. One very important precondition for success of such reforms is strengthening the PRIs and grass root structures for which devolution of funds, functions and functionaries is a fundamental obligation of the Government. The Committee would like the Department to seriously consider the aforesaid observation of the Committee before launching the reforms in Eleventh Plan and inform the Committee about their specific views and line of action in this regard.

## CHAPTER VIII

### TOTAL SANITATION CAMPAIGN

The Central Rural Sanitation Programme (CRSP) was launched in 1986 in the Ministry of Rural Development with the objective of improving the quality of life of rural people and to provide privacy and dignity to the women. The programme provided 100 per cent subsidy for construction of sanitary latrines for Scheduled Castes, Scheduled Tribes and landless labourers and subsidy as per prevailing rates in the States. The Programme was supply driven, highly subsidized, and gave emphasis on a single construction model.

8.2 The programme was restructured with effect from 1 April, 1999 and people oriented, demand-driven, Total Sanitation Campaign (TSC) was launched. TSC moves away from the principle of State-wise allocation to demand driven approach. The programme gives emphasis on Information, Education and Communication (IEC) for demand generation for sanitation facilities. It also lays emphasis on school sanitation and hygiene education for bringing attitudinal and behavioral changes for relevant sanitation and hygiene practices from young age itself.

#### **A. Physical Performance of Sanitation Scenario**

8.3 As regards the indicators used to describe Sanitation, the Department stated that the concept of sanitation was expanded to include personal hygiene, home sanitation, safe water, garbage disposal, excreta disposal. The indicators used for sanitation, according to the Department are as follows:

- a. Availability and access of sanitary latrine facility in each household;
- b. Availability and access of sanitary latrine facility in schools and anganwadis;
- c. Elimination of open defecation;
- d. Observance of sanitary practices like safe handling of drinking water, washing hands before food and after defecation; and
- e. Availability of solid and liquid waste management mechanism in houses and at community level (introduced from the current year).

8.4 As informed by the Department, the implementation of TSC is picking up. However, as per latest data only about 41 per cent of rural population are covered with sanitation facilities.

The coverage status for the last six years is given below :

Sl.No.	Year	Approximate coverage at the end of the year
1.	2006-2007	45%
2.	2005-06	38%
3.	2004-05	32%
4.	2003-04	27.5%
5.	2002-03	23%
6.	2001-02	22.5%

8.5 The Department further informed that though TSC is a demand driven project based programme, before a district sends a project proposal for approval, it conducts a base line survey to assess the number of households not having access to sanitary toilets in the district. In the 572 districts, for which the project has been sanctioned, it has been assessed that 5.53 crore BPL and 5.73 crore APL households need latrines in the rural areas.

#### **B. Financial Requirement and Allocation for Sanitation Sector**

8.6 As regards financial requirement for TSC, the proposals by the Ministry and amount provided by Planning Commission is given as under:

(Rs. in crore)		
Year	Proposals by the Ministry	Provided by the Planning Commission
2003-2004	613.00	*165.00
2004-2005	735.00	400.00
2005-2006	700.00	700.00
2006-2007	1000.00	800.00
2007-2008	1510.00	1060.00

\*The outlay for 2003-2004 was increased to Rs. 205 crore at Supplementary Budget stage.

8.7 With regard to unspent balances, the Department informed approximately Rs. 938.58 crore are the unspent balances with the States under CRSP/TSC. Further, the utilisation position for the allocated amount during the Tenth Plan is as under:

(Rupees in crore)

Plan	Outlay	Actual Amount Spent
X Plan (2002-2007)	955.00	2112.38
2002-03	165.00	141.10
2003-04	165.00	205.00
2004-05	400.00	367.66
2005-06	700.00	660.71
2006-07	800.00	737.91
2007-08	1060.00	
Total for X Plan	2230.00	2112.38

8.8 The Department has further informed that to add vigour to the total sanitation drive, Government has initiated an incentive scheme for fully sanitized and open defecation free Gram Panchayats, Blocks, and Districts called the 'Nirmal Gram Puraskar' in 2003. The incentive provision, ranging between Rs. 0.10 lakh to Rs. 50 lakh, is for PRIs as well as individuals and organizations that are the driving force for full sanitation coverage. 40 PRIs have received awards for being full sanitation coverage in the year 2004-05. In 2005-06, 760 Gram Panchayats and 9 Block Panchayats from 14 States received the Nirmal Gram Puraskar from His Excellency Dr. A.P.J. Abdul Kalam, President of India on 23rd March, 2006. This has given a tremendous boost to TSC implementation. For the current year, 9745 Gram Panchayats, 120 Block Panchayats and 2 district panchayats have claimed for the Nirmal Gram Puraskar award.

**8.9 The Committee have repeatedly been observing that percentage coverage of rural population with sanitation facilities reflects a dismal scenario. The Committee note with concern the information provided by the Department that still more than 5.53 crore APL and 5.73 crore BPL households need toilets in rural areas. It is a matter of national disgrace that even after six decades of planned development, more than half the rural population *i.e.***

59 per cent as per the Department's estimate, does not have access to basic sanitation facilities, an aspect so crucial to growth and development of rural India. The Committee recommend to the Department to formulate new initiatives and play a more proactive role to improve the pace of implementation of TSC.

8.10 The Committee note that though the allocation for the sector has been improving over the years as elucidated above, the coverage position is not commensurate with the increase in allocation. Further, the amount allocated is not completely and meaningfully utilised as is clear from the large unspent balances with the State Governments. The Committee would like to know what efforts are being made by the Department to ensure that low performing States come forth with project proposals and utilise the amount earmarked for the sector.

8.11 Again, with regard to indicators used for sanitation the Department informed that availability and accessibility of sanitation toilets in each household, school, and anganwadi, elimination of open defecation and availability of solid and liquid waste management in houses at community level are the components of sanitation. Reiterating their earlier recommendation, the Committee would like to state that mere construction of sanitary toilets, IHHL etc. will not improve the sanitation scenario in the country. Rather, the functional status of these is of crucial importance. Therefore, strict monitoring of TSC projects by District Level Monitoring agencies and National Level Monitors should be ensured and status as regards use of these by rural masses should be obtained from States. Besides, the Department should consider the aforesaid data regarding unspent balances before sanctioning amount to States for projects under TSC. The Committee should be informed about specific initiatives and IEC activities undertaken by the Department for States who are lagging behind in implementation of TSC projects.

8.12 Besides, after the mid term evaluation of TSC by Agricultural Finance Corporation Limited (AFCL) in 2004, which recommended for revision of unit cost for toilets, the unit cost of toilet for BPL families have been raised from Rs. 265 to Rs. 1,500 and from Rs. 1,000 to Rs. 2,000 including a provision of Rs. 650 as cost of superstructure. The Committee feel that even the revised amount is not sufficient taking into account the inflation in last few years and other factors. Thus, the Committee recommend that the Department should consider revising the ceiling where by upto Rs. 4,000 may be utilised for construction of a unit toilet under TSC projects.

8.13 Further, on the recommendation of the Committee, for the first time solid and liquid waste management has been included as a part of TSC for which 10 per cent funds of TSC can be utilised. The Committee would like a feedback from the Department regarding the utilisation of these funds. Moreover, the Committee believe that in view of the vast diversity of our country, especially in rural areas, a standard criteria for construction of toilets should not be applied while undertaking TSC projects. The Committee suggest that a technical officer or any such functionary may be appointed in each Block/village to suggest pattern of toilet designs which would be specific to regional conditions, local community skills and technologies and availability of funds etc. for TSC projects. The Department should also consider taking services and expertise of Sulabh for providing technical inputs related to low water, low cost solutions for the problem of rural sanitation.

The Committee would like a categorical reaction from the Department on the aforesaid issues to enable comprehensive understanding of the sanitation scenario for further analysis of the situation.

8.14 The Committee note with appreciation the initiative taken by the Department to recognize and reward the villages, PRIs and Individuals who have contributed to ensuring full sanitation coverage in their area of operation through Nirman Gram Puraskar. The Committee are pleased to learn about the magnificent performance of the Nirmal Gram Puraskar wherein the number of villages qualifying and applying for the award has been increasing in huge proportions thereby indicating open defecation free environment and improved sanitation scenario for rural areas in the country. Further, the Committee would like the Department to undertake strict monitoring and vigilance of the rewarded villages so that after getting recognition, these do not revert to their earlier position.

The Committee, therefore, recommend to continue with their efforts in this direction and keep the Committee informed of specific steps undertaken for monitoring of the aforesaid rewarded villages.

## CHAPTER IX

### DRINKING WATER AND SANITATION SCENARIO IN RURAL SCHOOLS

#### A. Sanitation scenario in Schools in rural areas

The following information has been given in Outcome Budget 2007-08 with regard to coverage of schools with drinking water and sanitation facilities:

“As part of the TSC implementation, greater thrust has been given to ensure 100 per cent coverage of rural schools with toilets facilities by the end of 2007-08. The coverage will target all Government schools in the rural areas with the funds available under TSC. At least one toilet block will be provided in all rural schools by 2007-08. Special provisions will be made for girl students in all schools. In all the co-educational schools, separate toilet blocks for girls will be constructed. Under TSC, 9.13 lakh toilet blocks have already been sanctioned and it is estimated that separate toilet blocks for girls in all co-educational schools will be completed by 2007-08.”

9.2 When asked about the number of schools not having appropriate sanitation facilities, the Department has reflected that efforts are being made to encourage State Governments and district authorities to give priority to cover schools with sanitation facilities. Many districts have taken up the work and it is in progress. Regular monitoring and supervision will be undertaken in 2007-08 to ensure that there is cent percent coverage of rural schools by 2007-08.

9.3 With efforts made by the Department, the following number of units were constructed in the last five years.

Financial Year	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007*	Total
School Toilets	10210	11197	66262	55236	88109	105739	336753

\*Figures are for Feb, 2007 as reported up to 23rd March, 2007.

9.4 When asked about the current data of sanitation facilities for Government, Government aided and private schools separately, the Department stated that no assistance is given for providing sanitation



facility in government aided and private schools. Only government schools are being assisted. Two toilet units are provided in schools which are co-educational. State-wise target and achievement under TSC is given below:—

Sl.No.	State	School Toilets	
		Objective	Achievement
1	2	3	4
1.	Andhra Pradesh	113871	48508
2.	Arunachal Pradesh	3461	414
3.	Assam	22607	1381
4.	Bihar	43087	9356
5.	Chhattisgarh	48549	5553
6.	D & N Haveli	0	0
7.	Goa	283	96
8.	Gujarat	22425	16715
9.	Haryana	7029	4389
10.	Himachal Pradesh	6926	979
11.	Jammu and Kashmir	20828	4468
12.	Jharkhand	36664	7486
13.	Karnataka	36537	20406
14.	Kerala	3974	1800
15.	Madhya Pradesh	57471	32918
16.	Maharashtra	72782	41037
17.	Manipur	844	111
18.	Meghalaya	4950	0
19.	Mizoram	3219	907
20.	Nagaland	1270	291
21.	Orissa	68328	16188
22.	Pondicherry	26	26

1	2	3	4
23.	Punjab	12411	471
24.	Rajasthan	73874	22684
25.	Sikkim	1604	1506
26.	Tamil Nadu	40708	27973
27.	Tripura	3643	3497
28.	Uttar Pradesh	201091	39752
29.	Uttarakhand	5215	797
30.	West Bengal	43563	27793
GRAND TOTAL		957240	337502

#### **B. Drinking water scenario in rural schools**

9.5 The Department has stated that as per the information made available by the State/UT Governments, there are 8.45 lakh rural schools in India. As on 1.4.2006 there were 1.32 lakh rural schools not having drinking water facilities.

9.6 The position of targets and achievements during each year of Tenth Plan is as under:

Tenth Plan	Target	Achievement
2002-2003	35030	30017
2003-2004	78554	42155
2004-2005	66273	20040
2005-2006	1,40,000	72464
2006-2007		44397

The Department has informed that targets were not fixed during 2006-07 due to priority for coverage of rural habitations under Bharat Nirman programme.

**9.7 After analyzing the position as reflected above ,the Committee find that a dismal scenario exists with regard to drinking water and sanitation facilities in various Government Schools in rural areas in the country. As regards the position of drinking water, 1.32 lakh**

rural schools out of a total of 8.45 lakh rural schools ,have not been provided drinking water facilities as per Government's own data. The position may be worse if the ground situation is analysed along with the scenario of slippages due to problems related to sustainability of resources and systems. As regards the position of achievements of targets during different years of Tenth Plan there is gross under achievement of targets. During 2005-2006 against a target of 1,40,000, actual coverage was 72,464 rural schools thereby indicating only 50 per cent achievement. During 2006-2007 the Department has informed that no targets have been fixed due to priority for covering of rural habitations under Bharat Nirman Programme. Further, the coverage during 2006-07 is 44,397 which is only about 60 per cent of the achievement of the previous year. The Committee feel that specific targets for coverage of schools with drinking water facility should be fixed keeping in view the ground situation in this regard and a plan of action be formulated to achieve cent percent coverage within a stipulated time frame.

9.8 With regard to sanitation, the Department has not furnished any data for number of schools which could not be provided toilet facilities so far. However, while examining Demands for Grants (2004-2005), the Committee have been informed that out of total number of 5,0,7581 rural primary and 1,29,246 upper primary schools as per Sixth All India Educational Survey, 32,463 rural primary and 25,812 upper primary schools which is only about 20 percent, were covered with sanitation facilities. As regards the achievement of targets under sanitation there is gross under performance. Out of a target of 9,57,240 school toilets only 3,37,502 was the achievement in this regard. The Committee maintain that besides construction of toilets, the Department should also ensure that the toilets are provided with adequate water availability, so that these do not become dysfunctional over a period of time thereby defeating the very purpose of the entire exercise undertaken by the Department. Further, the Committee feel that due to strong inter linkages between sanitation and water availability, it is imperative that rain water harvesting structures should be compulsorily installed in all rural schools, so that sufficient water availability for drinking water as well as sanitation purposes can be ensured. The Committee take strong exception to school drinking water and sanitation component of ARWSP getting the backseat under Bharat Nirman Programme. The Committee would like the Department to furnish categorical explanation with regard to such miserable achievements made *vis-a-vis* the targets for both drinking water and sanitation in rural schools.

9.9 The Committee conclude from the aforesaid analysis of the performance of ARWSP and CRSP that with particular reference of schools, the performance is even worse than the other components of these programmes. It is really reprehensible that the Government cannot ensure drinking water and sanitation facilities to various Government Schools in rural areas even after almost six decades of planned development, particularly when the Indian economy is making giant strides world wide. The Committee strongly recommend that sanitation and drinking water in rural schools should be accorded topmost priority by the Government and time bound action plan needs to be devised to achieve 100 per cent coverage of rural schools with toilets(separate toilets for boys and girls) and safe drinking water in accordance with India's commitment to meet Millennium Development Goal. The Committee may be suitably apprised about all the concrete steps taken in this regard.

NEW DELHI;  
9 May, 2007  

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19 Vaisakha, 1929 (Saka)

KALYAN SINGH,  
Chairman,  
Standing Committee on  
Rural Development.

## APPENDIX I

### CRITICAL ANALYSIS OF STATEMENT MADE BY MINISTER UNDER DIRECTION 73A REGARDING STATUS OF IMPLEMENTATION OF DRSCs REPORT

Subject of the Report	: Eleventh Report (14th Lok Sabha) of Standing Committee on Rural Development on Demands for Grants of Ministry of Rural Development (Department of Drinking Water Supply) for the year 2005-2006.
Date of Presentation	: 20 April, 2005
Date of receipt of Action Taken Notes	: 24 August, 2005
Date of Presentation of Action Taken Report	: 9 December, 2005
Date of Minister's Statement	: 23 May, 2006

The Eleventh Report of the Standing Committee on Rural Development on Demands for Grants (2005-06) was presented to Parliament on 20 April, 2005. As per Direction 73A of the Direction by the Speaker, the Hon'ble Minister of Rural Development was supposed to make a statement in Lok Sabha on the status of implementation of each of the recommendation contained in the Eleventh Report of the Committee. In view of the above, the Minister's statement on Eleventh Report became due on 20 October, 2005.

The Hon'ble Minister however made a delayed statement in the Lok Sabha on 23 May, 2006.

Name of Committee	Ministry/ Department	Total Number of Recommendations	Total No. of Recs. Accepted	No. of Recs. Implemented	No. of Recs. Under Process	No. of Recs. Not implemented	No. of Recs. Yet to be implemented
Standing Committee on Rural Development	Ministry of Rural Development (Department of Drinking Water Supply)	41	21	7*	27**	7***	34 (27 under process + 7 not implemented)

\*4 under accepted category, 2 not accepted category and 1 under not to be pursued category

\*\*17 under Accepted category, 7 under Not Accepted category and 3 under interim category

\*\*\* All 7 under Not Accepted category

## APPENDIX II

### STATUS OF HABITATIONS AS PER HABITATION SURVEY 2003

S. No	States	No of habitations as per ARWSP Norms			
		NC	PC	FC	TOTAL
1	2	3	4	5	6
1.	Andhra Pradesh	3402	33550	24544	61496
2.	Arunachal Pradesh	2062	2178	975	5215
3.	Assam	26981	23766	24987	75734
4.	Bihar	27440	44892	32873	105205
5.	Chandigarh	0	0	18	18
6.	Chhattisgarh	14599	13237	42984	70820
7.	Dadra & Nagar Haveli	0	19	51	70
8.	Daman & Diu	0	0	21	21
9.	Goa	0	5	326	331
10.	Gujarat	1396	9302	23886	34584
11.	Haryana	50	3315	3163	6528
12.	Himachal Pradesh	4929	13040	10246	28215
13.	Jammu and Kashmir	2177	4626	5590	12393
14.	Jharkhand	15217	5555	99238	120010
15.	Karnataka	70	21073	21040	42183
16.	Kerala	366	9457	2342	12165
17.	Lakshadweep	0	9	0	9
18.	Madhya Pradesh	20091	31834	75111	127036
19.	Maharashtra	2498	40406	34562	77466
20.	Meghalaya	2285	2849	4192	9326
21.	Mizoram	179	430	157	766

1	2	3	4	5	6
22.	Nagaland	72	1043	262	1377
23.	Orissa	33534	15166	84997	133697
24.	Pondicherry	0	107	141	248
25.	Punjab	4447	5443	3813	13703
26.	Rajasthan	55934	17168	34666	107768
27.	Sikkim	0	1053	1445	2498
28.	Tamil Nadu	11799	40926	29062	81787
29.	Tripura	1050	2779	4111	7940
30.	Uttar Pradesh	7992	18775	233314	260081
31.	Uttaranchal	1311	6921	10079	18311
32.	West Bengal	8062	20485	61801	90348
□	<b>Total</b>	<b>247943</b>	<b>389409</b>	<b>869997</b>	<b>1507349</b>

### APPENDIX III

#### THE STATE-WISE DETAILS OF THE NUMBER OF HABITATIONS WITH LESS THAN 100 POPULATION

S.No	State	Habitations as per ARWSP Norms				Habitations not as per ARWSP Norms			
		Total	NC	PC	FC	Total	NC	PC	FC
1	2	3	4	5	6	7	8	9	10
1.	Andhra Pradesh	61496	3402	33550	24544	3051	177	679	2195
2.	Arunachal Pradesh	5215	2062	2178	975	13	5	5	3
3.	Assam	75734	26981	23766	24987	4734	2374	47	2313
4.	Bihar	105205	27440	44892	32873	2437	1272	350	815
5.	Chandigarh	18	0	0	18	0	0	0	0
6.	Chhattisgarh	70820	14599	13237	42984	1904	799	63	1042
7.	Dadra and Nagar Haveli	70	0	19	51	0	0	0	0
8.	Daman and Diu	21	0	0	21	0	0	0	0
9.	Goa	331	0	5	326	17	0	1	16
10.	Gujarat	34584	1396	9302	23886	58	5	4	49
11.	Haryana	6528	50	3315	3163	77	3	42	32
12.	Himachal Pradesh	28215	4929	13040	10246	23633	4939	9757	8937
13.	Jammu and Kashmir	12393	2177	4626	5590	1	0	1	0
14.	Jharkhand	120010	15217	5555	99238	463	129	0	334
15.	Karnataka	42183	70	21073	21040	9360	10	3369	5981
16.	Kerala	12165	366	9457	2342	0	0	0	0
17.	Lakshadweep	9	0	9	0	0	0	0	0
18.	Madhya Pradesh	127036	20091	31834	75111	361	85	54	222
19.	Maharashtra	77466	2498	40406	34562	185	7	87	91
20.	Meghalaya	9326	2285	2849	4192	0	0	0	0
21.	Mizoram	766	179	430	157	9	8	0	1



1	2	3	4	5	6	7	8	9	10
22.	Nagaland	1377	72	1043	262	0	0	0	0
23.	Orissa	133697	33534	15166	84997	5641	2250	11	3380
24.	Pondicherry	248	0	107	141	0	0	0	0
25.	Punjab	13703	4447	5443	3813	21	14	7	0
26.	Rajasthan	107768	55934	17168	34666	13365	6061	1628	5676
27.	Sikkim	2498	0	1053	1445	0	0	0	0
28.	Tamil Nadu	81787	11799	40926	29062	0	0	0	0
29.	Tripura	7940	1050	2779	4111	0	0	0	0
30.	Uttar Pradesh	260081	7992	18775	233314	29	1	1	27
31.	Uttaranchal	18311	1311	6921	10079	20831	3473	7119	10239
32.	West Bengal	90348	8062	20485	61801	5894	850	12	5032
□	Total	1507349	247943	389409	869997	92084	22462	23237	46385

**APPENDIX IV**

**STATUS OF WATER QUALITY AFFECTED  
HABITATIONS AS ON 1.4.2006**

State/UT	Habitations Affected by						Total
	Fluoride	Salinity	Iron	Arsenic	Nitrate	Multiple	
1	2	3	4	5	6	7	8
Andhra Pradesh	1497	1058	0	0	0	0	2555
Bihar	383	0	21540	794	2000	0	24717
Chhattisgarh	17	61	4932	11	0	0	5021
Goa	0	0	0	0	0	0	0
Gujarat	2563	1528	0	0	838	0	4929
Haryana	119	72	0	0	0	145	336
Himachal Pradesh	0	0	0	0	0	0	0
Jharkhand	1159	0	129	18	1	41	1348
Jammu & Kashmir	0	0	47	0	0	67	114
Karnataka	5000	0	6633	0	4077	4460	20170
Kerala	34	86	564	0	78	105	867
Madhya Pradesh	3282	279	105	0	33	153	3852
Maharashtra	2748	1424	2491	0	4552	0	11215
Orissa	794	651	26136	0	0	435	28016
Punjab	588	1289	164	0	0	0	2041
Rajasthan	6992	4428	131	0	7693	12639	31883
Tamil Nadu	452	61	68	0	104	735	1420
Uttaranchal	0	0	0	0	0	0	0
Uttar Pradesh	2077	612	2375	0	11	1302	6377
West Bengal	665	811	11883	5408	0	0	18767

1	2	3	4	5	6	7	8
A & N Islands	0	0	16	0	0	10	26
D & N Haveli	0	0	0	0	0	0	0
Daman & Diu	0	0	0	0	0	0	0
Delhi	0	0	0	0	0	0	0
Lakshadweep	0	0	0	0	0	0	0
Pondicherry	0	65	17	0	0	0	82
Chandigarh	0	0	0	0	0	0	0
<b>Total</b>	<b>28370</b>	<b>12425</b>	<b>77231</b>	<b>6231</b>	<b>19387</b>	<b>20092</b>	<b>163736</b>
<b>NE States</b>	□	□	□	□	□	□	□
Arunachal Pradesh	0	0	353	0	0	213	566
Assam	660	0	23841	730	0	2950	28181
Manipur	0	0	37	0	0	0	37
Meghalaya	0	0	124	0	0	0	124
Mizoram	0	0	26	0	0	0	26
Nagaland	0	0	136	0	0	0	136
Sikkim	0	0	76	0	0	0	76
Tripura	0	0	2653	106	0	172	2931
<b>Total</b>	<b>660</b>	<b>0</b>	<b>27246</b>	<b>836</b>	<b>0</b>	<b>3335</b>	<b>32077</b>
<b>Grand Total</b>	<b>29030</b>	<b>12425</b>	<b>104477</b>	<b>7067</b>	<b>19387</b>	<b>23427</b>	<b>195813</b>

## APPENDIX V

### COMMITTEE ON RURAL DEVELOPMENT (2006-07)

#### MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 30 MARCH, 2007

The Committee sat from 1100 hrs. to 1315 hrs. in Committee Room 'E', Basement, Parliament House Annexe, New Delhi.

#### PRESENT

Dr. Chandan Mitra — *in the Chair*

#### MEMBERS

#### *Lok Sabha*

2. Shri Mani Charenamei
3. Shri Zora Singh Mann
4. Shri Hannan Mollah
5. Shri A.F.G. Osmani
6. Shri T. Madhusudan Reddy
7. Adv. Renge Patil Tukaram Ganpatrao
8. Shrimati Tejaswini Seeramesh
9. Shrimati Jyotirmoyee Sikdar
10. Shri Chandramani Tripathi

#### *Rajya Sabha*

11. Shri Balihari
12. Shri Jayantilal Barot
13. Kumari Nirmala Deshpande
14. Shri Pyarelal Khandelwal
15. Shri P.R. Rajan
16. Shri Bhagwati Singh
17. Ms. Sushila Tiriya

SECRETARIAT

1. Shri P.K. Grover — *Joint Secretary*
2. Shrimati Sudesh Luthra — *Director*
3. Shri A.K. Shah — *Deputy Secretary Grade-II*
4. Shri Sundar Prasad Das — *Under Secretary*

**Representatives of Department of Drinking Water Supply (Ministry of Rural Development)**

1. Shrimati Shantha Sheela Nair, Secretary (DWS)
2. Shri Atul Chaturvedi, AS & FA, Ministry of Rural Development
3. Shri A. Bhattacharya, Joint Secretary (DWS)
4. Shri R.N. Deshpande, Addl. Adviser
5. Shri Ravi Kant Sinha, Director (SW)
6. Shri Sanjay Kumar Rakesh, Director (CRSP)

2. In the absence of Hon'ble Chairman, the Committee chose Dr. Chandan Mitra, MP to act as Chairman for the sitting under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. At the outset, the Chairman welcomed the members to the sitting of the Committee convened for taking oral evidence of the representatives of Department of Drinking Water Supply (Ministry of Rural Development) on Demands for Grants (2007-2008).

*[The representatives of the Department of Drinking Water Supply (Ministry of Rural Development) were then called in.]*

4. The Chairman, then, welcomed the representatives of the Department of Drinking Water supply (Ministry of Rural Development) and drew their attention to the provisions of direction 55(1) of the 'Directions by the Speaker'.

5. The Committee then took oral evidence of the representatives of the Department of Drinking Water Supply (Ministry of Rural Development) on Demands for Grants (2007-2008). In his welcome address, the Chairman highlighted various issues confronting the drinking water and sanitation sector in rural areas. A very pertinent issue raised by the Chairman related to genuine data with regard to status of coverage of habitations. After consistent recommendations of the Committee to the Department to ascertain the actual status of

coverage of habitations, the State-wise Habitations survey was initiated by the Department, the findings of which have been made available after the revalidation by IIPA after a prolonged period of three years. The Chairman highlighted major anomaly between the CAP 99 data as updated by States and the findings of the aforesaid habitation survey and inquired from the Department the authenticity of their proclamations of 96 per cent coverage till date although the ground reality in this regard was quite contradictory as revealed by survey results. Further, the Chairman also raised the issue of under spending of funds by various State Governments. Concerns were expressed by the Committee regarding arresting the problem of slippages, periodic updating of data, issue of depleting ground water table and recharge of water bodies, motivating State Governments to spend the amount earmarked for sustainability, convergence of various schemes and underperformance with regard to addressing quality affected habitations. The Committee also raised concerns regarding fate of the ongoing projects under Swajaldhara in light of the decision of the Department to discontinue the scheme from Eleventh Plan and physical and financial performance of Total Sanitation Campaign.

6. The Secretary broadly dealt with all the issues raised by the Chairman. She responded by explaining in detail the initiatives taken by the Department to address each of the aforesaid issues and raised several relevant points regarding periodic updating of the data, use of low cost and local technologies in water supply schemes, dovetailing of funds under different schemes related to water conservation by various Ministries, proactive role of States to address the issue of sustainable of sources and systems etc. She also responded in detail to various queries raised by the members and explained the Department's strategy to improve the drinking water and sanitation scenario in the country to achieve the Bharat Nirman targets and Eleventh Plan strategy.

7. A verbatim record of the proceeding has been kept.

*The Committee then adjourned.*

## APPENDIX VI

### COMMITTEE ON RURAL DEVELOPMENT (2006-2007)

#### EXTRACTS OF MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 13 APRIL, 2007

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room 'E', Basement, Parliament House Annexe, New Delhi.

#### PRESENT

Shri V. Kishore Chandra S. Deo—*in the Chair*

#### MEMBERS

#### *Lok Sabha*

2. Shri Mani Charenamei
3. Shri Zora Singh Mann
4. Shri Krishna Murari Moghe
5. Shri D. Narbula
6. Shri A.F.G. Osmani
7. Adv. Renge Patil Tukaram Ganpatrao
8. Shrimati Tejaswini Seeramesh
9. Shrimati Jyotirmoyee Sikdar
10. Shri Sita Ram Singh
11. Shri Chandramani Tripathi

#### *Rajya Sabha*

12. Shri Balihari
13. Shri Jayantilal Barot
14. Kumari Nirmala Deshpande
15. Shri Pyarelal Khandelwal
16. Dr. Chandan Mitra
17. Shri P.R. Rajan
18. Shri Bhagwati Singh

SECRETARIAT

1. Shrimati Sudesh Luthra — *Director*
2. Shri A.K. Shah — *Deputy Secretary Grade II*
3. Shri Sundar Prasad Das — *Under Secretary*

2. In the absence of Hon'ble Chairman, the Committee chose Shri V. Kishore Chandra S. Deo, MP to act as Chairman for the sitting under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. At the outset, the Chairman welcomed the members to the sitting of the Committee. The Committee then took up for consideration the draft Report on Demands for Grants (2007-08) of the Department of Drinking Water Supply (Ministry of Rural Development) and adopted the draft report with certain modifications as indicated in the Annexure.

4. \*\*\* \*\*\* \*\*\*

5. The Committee then authorised the Chairman to finalise the aforesaid draft Reports on the basis of factual verification from the concerned Department and present the same to both the Houses of Parliament.

*The Committee then adjourned.*

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\*\*\*Relevant portions of the minutes not related to the subject have been kept separately.



ANNEXURE

(See Para 3 of the Minutes dated 13.4.2007)

Sl.No.	Page No.	Para No.	Modifications
1.	24	4.12	<i>Add after 'to that effect'</i> "The Committee strongly recommend that the format of MPR should also be revised to include a component wherein the States furnish specific reasons for non-utilisation of the funds.
2.	31	5.13	<i>Add after 'sustainability of sources'</i> "The States should be advised to include components for surface water storage in their water supply schemes through check dams, tanks and other such techniques so that dependence on ground water for water consumption may be reduced."
3.	32	5.15	<i>Add after Para 5.14</i> "Besides, problems of water scarcity may be a contributing factor for future flashpoint for international conflicts, which has led many experts/academicians to predict that the next World War may be fought over the issue of water. The information with regard to threat of aforesaid water wars and need for water conservation and other method of sustainability of sources may be aggressively disseminated to rural communities."

1	2	3	4
4.	33	5.16	<p><i>Add after 'in their premises'</i></p> <p>"Union Government should formulate the Guidelines to be issued to the State Governments advising to amend the State by-laws to include compulsorily rain water harvesting structures in all new constructions in rural areas so that an enduring solution to water scarcity problem may be realised."</p>
5.	51	8.8	<p><i>Add after Para 8.7</i></p> <p>"The Department has further informed that to add vigour to the total sanitation drive, Government has initiated an incentive scheme for fully sanitized and open defecation free Gram Panchayats, Blocks, and Districts called the 'Nirmal Gram Puraskar' in 2003. The incentive provision, ranging between Rs. 0.10 lakh to Rs. 50 lakh, is for PRIs as well as individuals and organizations that are the driving force for full sanitation coverage. 40 PRIs have received awards for being full sanitation coverage in the year 2004-05. In 2005-06, 760 Gram Panchayats and 9 Block Panchayats from 14 States received the Nirmal Gram Puraskar from His Excellency Dr. A.P.J. Abdul Kalam, President of India on 23rd March, 2006. This has given a tremendous boost to TSC implementation. For the current year, 9745 Gram Panchayats, 120 Block Panchayats and 2 district panchayats have claimed for the Nirmal Gram Puraskar award."</p>

1	2	3	4
6.	53	8.12	<p><i>Add after Para 8.11</i></p> <p>“Besides, after the mid term evaluation of TSC by Agricultural Finance Corporation Limited (AFCL) in 2004, which recommended for revision of unit cost for toilets, the unit cost of toilet for BPL families have been raised from Rs. 265 to Rs. 1,500 and from Rs. 1,000 to Rs. 2,000 including a provision of Rs. 650 as cost of superstructure. The Committee feel that even the revised amount is not sufficient taking into account the inflation in last few years and other factors. Thus, the Committee recommend that the Department should consider revising the ceiling where by upto Rs. 4,000 may be utilised for construction of a unit toilet under TSC projects.”</p>
7.	54	8.13	<p><i>Add after ‘utilisation of these funds’</i></p> <p>“Moreover, the Committee believe that in view of the vast diversity of our country, especially in rural areas, a standard criteria for construction of toilets should not be applied while undertaking TSC projects. The Committee suggest that a technical officer or any such functionary may be appointed in each Block/village to suggest pattern of toilet designs which would be specific to regional conditions, local community skills and technologies and availability of funds etc. for TSC projects.”</p>
8.	54	8.14	<p><i>Add after Para 8.13</i></p> <p>The Committee note with appreciation the initiative taken by</p>

1	2	3	4
			<p>the Department to recognize and reward the villages, PRIs and Individuals who have contributed to ensuring full sanitation coverage in their area of operation through Nirman Gram Puraskar. The Committee are pleased to learn about the magnificent performance of the Nirmal Gram Puraskar wherein the number of villages qualifying and applying for the award has been increasing in huge proportions thereby indicating open defecation free environment and improved sanitation scenario for rural areas in the country. Further, the Committee would like the Department to undertake strict monitoring and vigilance of the rewarded villages so that after getting recognition, these do not revert to their earlier position. The Committee, therefore, recommend to continue with their efforts in this direction and keep the Committee informed of specific steps undertaken for monitoring of the aforesaid rewarded villages."</p>
9.	59	9.7	<p><i>Add after 'the previous year'</i>          "The Committee feel that specific targets for coverage of schools with drinking water facility should be fixed keeping in view the ground situation in this regard and a plan of action be formulated to achieve cent percent coverage within a stipulated time frame."</p>
10.	59	9.8	<p><i>Add after 'in this regard'</i>          "The Committee maintain that besides construction of toilets, the</p>

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1

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Department should also ensure that the toilets are provided with adequate water availability, so that these do not become dysfunctional over a period of time thereby defeating the very purpose of the entire exercise undertaken by the Department. Further, the Committee feel that due to strong inter linkages between sanitation and water availability, it is imperative that rain water harvesting structures should be compulsorily installed in all rural schools, so that sufficient water availability for drinking water as well as sanitation purposes can be ensured."

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## APPENDIX VII

### STATEMENT OF RECOMMENDATIONS/OBSERVATIONS

Sl.No.	Para No.	Recommendations/Observations
1	2	3
1.	3.18	<p>The Committee believe that the issues of providing clean, accessible and affordable water is a human right and one of the foundations for the economic and social development of the country. Even after more than five decades of planned development and an investment of approximately Rs. 68,430 crore in the sector, the Committee are stunned to know the ground position of drinking water scenario as revealed by the results of the Habitation Survey according to which there are about 6.37 lakh uncovered habitations. Given the bleak scenario, the Committee feel that the Government need to devise new initiatives, beyond the traditional financial aid framework and innovate specific policies and strategies in the light of diverse challenges confronting the sector.</p>
2.	3.19	<p>The Committee are dismayed to observe the results of the Habitation Survey which was initiated in 2003 and was subsequently revalidated by IIPA. There appears to be major discrepancy with regard to status of coverage of habitations as per the updated reports from States of CAP 99 habitations and as per the data from Habitation Survey. The data as per the reports from States as on 1.04.2006 is 3052 Not Covered(NC), 38,894 Partially Covered(PC) and 13,80,337 Fully Covered(FC) habitations. However, the Survey results reflect glaring contrast</p>

to the picture of coverage status projected by the States and intimated by the Department till date. According to the Habitation Survey there are about 2.48 lakh NC, 3.9 Lakh PC and 8.7 lakh FC habitations, thus indicating major anomaly between the two sets of data. Even the Secretary during the oral evidence admitted to the grave confusion with regard to the aforesaid data. The Committee take strong exception to the way Department has been making tall proclamations of attaining 96 per cent coverage for the last few years without knowing the ground reality particularly when the survey data indicates the coverage status as merely 57 per cent and even this needs to be verified through random survey. With the aforesaid findings of the survey results which have been made available after consistent recommendations of the Committee, the entire scenario of rural drinking water sector has undergone regression. The Committee are further unhappy at the Department's justification and complacent approach with regard to the above wherein they have stated that the two sets of figures are based on two different surveys and that coverage status is a dynamic concept and habitations continually slip back due to a number of reasons. While acknowledging the fact that finally it would be the latest data made available as per the survey results which will serve as basis for future planning and projections, the Committee would like the Department to clarify from the States the reasons for such blatant anomaly as reflected above and furnish the feedback to the Committee.

3.

3.20

Further, Bharat Nirman has been conceived as a plan to build rural infrastructure in four years period from 2005-06 to 2008-09

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and under its drinking water component, it is proposed to cover all remaining uncovered habitations of CAP 99 *i.e.* 55,067 NC/PC habitations and about three lakh slipped back habitations. The achievement with regard to coverage in two years of Bharat Nirman period is about 20,000 habitations. However, after the survey results, the very objectives and targets of Bharat Nirman have become questionable as its objectives are not in consonance with the ground reality at hand. Even the future projections of Bharat Nirman are being made according to the old and obsolete CAP 99 data though basic reality in this regard is quite contradictory. Further, the Department has requested States to sign MoU before the commencement of the Eleventh Plan that will commit them to meet Bharat Nirman targets. The Committee would further like the Department to apprise them about their concrete planning and strategies in the context of the changed scenario with special reference to the objectives of Bharat Nirman and Eleventh Plan targets. Also they should ask States to furnish revised action plan framework taking into consideration the latest position as indicated in the Habitation Survey.

The Committee would like the Department to categorically respond to each of the issues raised by them and take the necessary action in consultation with the State Governments/Union Territory Administrations and the Committee may be kept apprised.

4. 3.21

Another disturbing fact is the issue of approximately 2.52 lakh slipped back habitations as per the latest estimate by the



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Department. Although for the years 2005-2006 and 2006-2007, the achievements have surpassed the targets for addressing slipped back habitations, still a large number of habitations chronically slip back due to various reasons as quoted by the Department. The Committee, while reiterating their observations made in previous Reports would like to mention that the issue of slippages has emerged as a very serious concern which has negated all the progress made in respect of coverage position of NC/PC habitations. The Committee would like the Department not to be contented with identifying reasons but also to explore the solutions for addressing and arresting the problem of slippages.

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3.22

Further, to assess the exact data with respect to slippages, the Department has initiated on line data entry system wherein State Secretaries have been asked to periodically update the data and also to enter the reasons for slippages online to enable them to take necessary preventive measures. The Centre should provide direction and guidance to the States with regard to the same once they start indicating reasons for slippages in the online data entry system. Efforts should also be made to ascertain the status of slippages from States through the Monthly Progress Reports. Further, the online monitoring system should be strengthened and all necessary steps such as training, persuasion with the States, review meetings etc. should be undertaken to ensure that the States update the data regularly and current data of coverage status and slipped back habitations is periodically updated.

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Besides, the monitoring division of the Department should keep a vigil on the aforesaid data and the Committee be regularly apprised about the specific measures and outcomes achieved with respect to periodic updating of data. Further, the Committee would like to recommend that to ensure appropriate data management, some mechanism of incentives/disincentives may be evolved. The Committee may be suitably apprised of the specific steps with regards to all the issues raised above.

6. 3.23

With regard to the physical performance under ARWSP, the Committee deplore the gross under performance relating to coverage of NC/PC habitations for the years 2005-06 and 2006-07 as indicated in the data mentioned above. Against the target of coverage of 1,120 NC and 17,000 PC habitations in 2006-07 the achievement was as low as 472 and 6,591 habitations respectively. The Committee strongly object to this kind of under achievement in such a vital area, especially keeping in view the fact that the targets fixed are also not in consonance with the ground reality reflected as discussed in detail in earlier paragraphs. The Committee would like to strongly recommend to the Government to project targets in future in accordance with the changed scenario of coverage of habitations as reflected in the Habitation Survey. Further, all efforts should be made to ensure that the said targets are achieved within the time period. The specific reasons for non-achievement of targets may be obtained from States who may be asked to take corrective measures accordingly. The Committee would like the Department to

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		ensure that such gross under achievement in such a critical sector will not be repeated in future and necessary measures to achieve the same may be suitably communicated to the Committee.
7.	3.24	Further, the Committee are dismayed to learn that there are approximately 92,084 habitations with less than 100 populations which are not even considered for the coverage under ARWSP. The said data further indicates that the total number of NC/PC habitations out of these 92,084 total habitation, is approximately 45,700 habitations for less than 100 population. The Department informed that revision of norms to extend coverage of all such habitations will be taken up after the Bharat Nirman period. The Committee would like to know from the Department how projections and achievements are quoted and planning is being made without taking into account such a large number of habitations <i>viz</i> about 92,000 which have less than 100 populations particularly when these habitations may be in backward areas and need more Government assistance. To cover these, the ARWSP guidelines need to be reviewed right away so that no section of population in rural area of country is left deprived of this basic human right. The Committee would like the Department to indicate appropriate clarification and the strategies devised for coverage of these habitations within a stipulated timeframe.
8.	4.11	The Committee in their previous reports have persistently been recommending to the Department to seek and ensure enhanced funds for the sector since, as per the present level of funding, not even 0.1 per cent of

GDP is being allocated for the drinking water which is the basic necessity of all human beings. The Human Development Report 2006 has rightly pointed out that drinking water is under-financed in many developing countries. The same report further highlights that too often bold water plans suffer from 'targets without finance' syndrome. The Committee note that allocation for the sector have consistently been increasing for the last few years. However, as explained above, there is huge shortfall between the requirement to meet the Bharat Nirman targets and the Eleventh Plan strategies and funds actually provided for the sector. To meet the objectives of Bharat Nirman, fund requirement of about Rs. 10,000 crore per year for the remaining two years of Bharat Nirman have been assessed. However, the actual allocation against this has been comparatively much less as explained above. Against the projected outlay of Rs. 9,632 crore for 2007-08, the amount allocated was only Rs 6,500 crore thus marking a resource gap of approximately Rs. 3,000 crore. In view of this scenario, the Committee would like to reiterate that the Department should make all out efforts to seek enhanced allocation for the sector in consonance with the fund requirement for Bharat Nirman and the ground reality of addressing about 6.37 lakh NC/PC habitations as per the recent survey revelation. The Committee recognize that the allocation has been steadily increasing over the last few years. However, in the view of enormous task of addressing the aforesaid number of NC/PC habitations, addressing the problems of slippages and quality, providing technical and financial support to States, implementing the

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strategies of Eleventh Plan etc., the inadequate allocation may pose a serious hurdle. The Committee would like to recommend to the Department to convey the aforesaid concerns of the Committee to the Planning Commission.

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4.12

Another disturbing trend noted by the Committee is the issues of under utilisation of scarce resources which have consistently been communicated to the Department through various reports. While recommending for higher outlay, the Committee are constrained to note the under-spending in the sector especially with respect to unspent balances by the State Governments. The Committee while appreciating the fact that the present utilisation for the Central sector have been improving over the years, the under spending by the State Governments has been a major cause of concern. So much so that for the current year *i.e.* 2006-07, the allocation was reduced at RE stage by Rs. 640 crore due to large Opening Balance with the States. The Committee observe that underspending of the scarce resources has become a regular feature among many States. The Committee would like the Department to ensure accountability from the States regarding optimal and meaningful utilisation of funds by evolving some mechanism such as Monthly Progress Reports etc. to that effect. The Committee strongly recommend that the format of MPR should also be revised to include a component wherein the States furnish specific reasons for non-utilisation of the funds. There should be better coordination and interaction between the Centre and the States throughout the year to remove any

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		bottlenecks faced by the States. The Department should also keep track of utilisation of funds allocated under the Twelfth Finance Commission for the rural water supply. The Committee should be duly informed about the specific steps taken or proposed to be taken by the Government with regard to all the issues discussed above.
10.	4.13	Further, in view of the resource constrains, the Department has informed that the Government of India recommends proposals of States for external aid. Further, certain amount of funds under the project loans from external agencies such as IDA are earmarked for the sector. The Committee recommend that the Department should seriously consider bridging resource gaps through external aid and involvement of corporate sector. International aid to achieve the Millennium Development Goal (MDG) should be aggressively sought and suitable endeavors should be made in this regard. The Department should apprise the Committee about the details of projects undertaken by States with external funding.
11.	4.14	The Committee further emphasise that accelerated progress in water provision have been made with concerted efforts and partnerships between international and regional institutions, the National Governments, private sector and civil society in various developing countries. Therefore, in this era of public private community partnership and corporate social responsibility in various fields of social and economic life, the Government should seriously consider exploring similar options and devising appropriate strategies in this field and acquaint the Committee about concrete endeavours undertaken in this regard.

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12.	5.10	<p>The Committee in their respective Demands for Grants reports have been stressing upon the need for a comprehensive strategy by the Government for sustainability of sources and systems. The Committee maintain that all investments in the sector and progress made with respect to coverage of habitations will be rendered futile till long term sustainability of resources and systems is ensured. A multiplicity of interlinked issues are involved in this such as regulation on over extraction of ground water, recharging ground water, rain water harvesting, local and cost effective technologies, community participation, revival of traditional sources such as ponds, wells etc., convergence of efforts, dovetailing of funds given under similar schemes of water harvesting and conservation and last but not the least a proactive role by States to ensure a long term and lasting solution to the issues of rural drinking water supply. All these issues need to be addressed with a holistic and integrated approach. The various issues in this regard have been addressed in the following paras.</p>
13.	5.11	<p>First and foremost, depletion of ground water table due to over extraction of ground water has emerged as a serious challenge threatening sustainability of resources. A number of hand pumps, stand pipes, bore wells, ponds etc. have become defunct due to depleting ground water table. The Committee hold that maximum priority should be given by the Department to ensure sufficient recharge of ground water by States. In this regard, the Committee feel that some kind of regulatory framework to restrict unlimited</p>

extraction of ground water should be put in place at the earliest. Till date, only six States have enacted and implemented legislation for regulation and control of groundwater. The Department should not shy away from its responsibility by stating that the said legislation is the mandate of Ministry of Water Resources, since the ground water largely affects the drinking water scenario in rural areas. Recently the issue has assumed more significance in light of the over exploitation of ground water by some Multinational Companies and the resultant problem of drinking water caused by this which has received strong reaction from some States. The Committee, therefore, recommend that the Department should aggressively interact with the State Governments in coordination with Ministry of Water Resources to enact and implement the aforesaid legislation expeditiously.

14. 5.12 Recently media is playing a proactive role in particularly reporting on social issues. Water is the basic necessity of life and the issues related to over exploitation of groundwater by some Multinational Companies and other issues related to contamination etc are frequently being reported by the media in the reports. The Committee recommend that the Department should evolve a mechanism to suo-moto take note of these reporting and take the required action after getting the factual information from the concerned agency/ company/affected people etc. in consultation with various Union Government Departments and concerned State Governments.
15. 5.13 Another correlated issue is conjunctive use of surface and ground water, and recharge



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of ground water leading to sustainability of sources. The States should be advised to include components for surface water storage in their water supply schemes through check dams, tanks and other such techniques so that dependence on ground water for water consumption may be reduced. The States need to be given technical guidance and engineering designs so that the extraction of ground water is continuously replenished through recharge mechanisms. The Committee are happy to note that Department have engaged services of NGOs like Centre for Science and Environment (CSE) and Tarun Bharat Sangh to get their inputs and formulate new methods for increasing source sustainability. The inputs should be suitably incorporated in water supply schemes of various State Governments and the Union Government should undertake specific interventions in this direction.

16. 5.14 Besides, as far as rainwater harvesting models are concerned the Committee feel that Department's responsibility is not fulfilled by simply circulating manuals on rain water harvesting. As Secretary also admitted, the main point is that this needs to be demystified and put to use. The Department should follow up with the States regarding the utilization of the said manual. The Committee feel that a generic model of rainwater harvesting can not be applied throughout the country. Most of the times the problems faced with respect to drinking water sources are unique to a particular village depending on their specific location, soil, weather etc. The Department should regularly provide technical know how to States faced with

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17.	5.15	<p data-bbox="699 465 1235 600">peculiar problems and sensitize the States who are lagging behind about the imperative need for sustainability to ensure lasting solution to drinking water problem.</p> <p data-bbox="699 622 1235 1630">Besides, problems of water scarcity may be a contributing factor for future flashpoint for international conflicts, which has led many experts/academicians to predict that the next World War may be fought over the issue of water. The information with regard to threat of aforesaid water wars and need for water conservation and other method of sustainability of sources may be aggressively disseminated to rural communities. Further, incentive mechanisms should be worked out to reward villages who promote water harvesting and take up and continue with sustainability schemes. Local rural marts may be organised by District authorities wherein rural people may be sensitized about various methods and techniques of water conservation and water harvesting. Information on local and cost effective technologies for the same may be disseminated to rural population through these marts in collaboration with NGOs and VOs. The Union Government should play the role of a facilitator through interaction with State PHED's and District level authorities for information education and communication activities related to sustainability of sources and systems of rural water supply.</p>
18.	5.16	<p data-bbox="699 1659 1235 1861">The Committee find that at present, even in urban areas, there is no particular agency to whom the public/Government agency can contact for technical assistance to have rainwater harvesting structure in residential, commercial establishments, Government</p>

buildings etc. The position in rural areas may further be worse. The Committee strongly recommend to the Department to take up this issue with the State Governments so that an exclusive agency private/Government should be identified in each State. Such agencies may provide all technical inputs, estimates of required funds etc. to the public/Government agency who want to have rainwater harvesting structure in their premises. Union Government should formulate the Guidelines to be issued to the State Governments advising to amend the State by-laws to include compulsorily rain water harvesting structures in all new constructions in rural areas so that an enduring solution to water scarcity problem may be realised.

19.

5.17

Besides, the Committee were constrained to find that the States were not utilising the percentage of funds under ARWSP earmarked for sustainability. The Committee in their 23rd action taken report have already made their recommendation on the aforesaid issue. Here again the Committee would like to reiterate that strategic involvement of the Centre is necessary to ensure that the States utilize the amount allocated for sustainability. During the course of oral evidence of the Department, a suggestion had emerged that sustainability factor and methods should be incorporated as a precondition for fund allocation. Another suggestion that surfaced during evidence of the Department was that Centre should not release funds in second installment until States mandatorily spend a certain amount on sustainability. The Committee feel that Department should formulate appropriate framework and

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incorporate these proposals to ensure accountability from States as far as utilization of funds by States for sustainability is concerned and report to the Committee the concrete steps taken in this regard.

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5.18

Further, the Committee completely concur with the observation of the Department that funds under different schemes of water harvesting, recharging etc. need to be converged and coordinated. In fact, the Committee have repeatedly been making recommendations on coordination and convergence with various Ministries and Departments in their respective reports. As discussed during the evidence, lot of funds are made available by Ministry of Agriculture, Ministry of Environment and Forests, Department of Rural Development for NREGA, SGRY, etc., Ministry of Water Resources for water conservation. Besides, certain outlays are directly given to Panchayats under Twelfth Finance Commission. Further, the Committee should be apprised about how the dovetailing of funds under these schemes can be effected and the specific initiatives taken in this regard.

21.

5.19

The Committee urge the Department to give serious thought to all the aforesaid recommendations made by them with regard to sustainability issue. The Department had proactively advocated some of these issues during the course of oral evidence but the real challenge before them is to translate the theory into appropriate policy framework and concrete action. The Committee would like the Department to reflect on all the aforesaid

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issues in a holistic manner and keep them informed of their plan of action in this regard. The issues raised in various paras may be dealt with separately and the Committee may be informed of the action taken on each of the issue in the action taken replies.

22.

6.11

The Committee have repeatedly been bringing to the notice of the Government the relevant issue of addressing quality affected habitations in a time bound manner as it has major linkages with the well being of the people. The Committee opine that the entire exercise of coverage of habitations becomes inconsequential if people do not have access to clean and safe drinking water free from contaminants. The Committee note with distress the under performance with regard to addressing quality affected habitations. As explained above, for the year 2005-2006 the achievement was less than 50 per cent. For the previous year, *i.e.* 2006-2007 the achievement *vis-a-vis* the target has been less than 20 per cent. The Committee are not inclined to accept the reasons furnished with regard to underperformance wherein the Department have cited late release of funds, long gestation period of projects, etc. for the same. The Committee consider that the Government should have a long term perspective while fixing targets and there should be no excuse for under achievements in such a vital area relating to the fundamental need of human life. The Committee would like the Department to take necessary corrective steps so that this kind of pathetic performance is not repeated in future, especially in view of the fact that for the current year, a huge target

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		<p>of addressing 48,613 habitations have been fixed. Further, reiterating their earlier recommendation, the Committee feel that in view of the enormity of the task ahead <i>i.e.</i> addressing 1.95 lakh habitations, the Department should fix targets commensurate with the mammoth task at hand to achieve the Bharat Nirman goal.</p>
23.	6.12	<p>Further, as discussed above, the fund requirement for addressing quality of 48,813 habitations for 2007-2008 has been worked out to be about Rs. 3,860 crore against which funds to the tune of Rs. 1,300 crore <i>i.e.</i> 20 percent of total allocation of Rs. 6,500 crore are made available to the States. The Committee would like the Department to place the issue of adequate allocation for the year 2007-08 before the Planning Commission. While planning the matter of adequate allocation, the Department should place the data of total quality affected habitations to be covered and emphatically point out the various threats the contaminated water pose to the health of the people. Besides, the concern of the Committee in this regard should also be communicated to the Planning Commission. While recommending for higher outlay for drinking water, 20 per cent of which can be utilised for quality, the Committee would like to be informed about the actual position of expenditure for quality in different States during the last three years so as to analyse the position of outlay required and comment further in this regard.</p>
24.	6.13	<p>Further, the Department should identify States that are faced with major water contamination problem and encourage them</p>

to undertake more number of sub-missions on quality with the technical and financial support of the Centre. The Committee would like to recommend to the Department to ensure that implementing agencies of rural supply programme at State and district level employ more and more local and cost-effective techniques to treat contaminated water. With focused funding by the Centre, the Committee feel that the Centre is in a better position to see to it that large projects with enhanced funds are not launched by States when there is any possibility of treating contaminated water with local/regional solutions.

The Centre, after the revised guidelines, should ask States to explore all possibilities for addressing quality with local solutions before sanctioning funds for sub-missions. The Centre should also be forthcoming to provide technical guidance on low cost technique options and engineering designs to the States to address the problem of water contamination and turbidity.

25.

6.14

The Committee further appreciate the objectives of the National Rural Drinking Water Quality and Monitoring Surveillance (NRDWQMS) Programme which aims at testing of all drinking water sources by the grass root level workers in each Panchayats by simple use of field test kits. However out of a total of 2,33,334 Gram Panchayats in the country, only 16,880 field test kits have been provided. The Committee feel that in order to make this programme a success, the Union Government should play a more positive role as far as IEC and HRD activities for Gram Panchayats and training of grass root level workers are concerned.

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26.	6.15	<p>Though the States have committed to complete the training of grass root levels workers by July, 2007, the Centre must shun all complacency in this regard and pursue the States vigorously to complete the aforesaid training within the deadline.</p> <p>As per the earlier recommendation of the Committee with regard to sustainability, the Committee strongly urge the Centre to suggest States to set up rural and local marts with the aid of district authorities wherein simple to use techniques for addressing water contamination can be disseminated and marketed. They should also identify NGOs/VOs who have substantial expertise/experience in the field for providing necessary inputs to Panchayat and Block level functionaries which may be used to sensitize the rural people on the aforesaid aspect.</p> <p>The Committee maintain that the human and economical costs of providing people with contaminated and infected water are immense and hence would like a categorical reaction from the Department on each of the issues discussed above along with the initiatives and policy interventions made in this regard.</p>
27.	7.6	<p>The Committee express their strongest concern on the way reforms initiative were undertaken in the name of Swajaldhara scheme, which was launched in 2002 to institutionalise community participation by incorporating the principles of demand driven approach, empowerment of user groups/Gram Panchayats and inculcating a sense of ownership of assets through partial cost sharing either in cash or kind or both.</p>



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The Committee in their previous Demands for Grants reports *i.e.* 1st, 11th and 20th Reports and their respective action taken reports (14th Lok Sabha) have repeatedly been expressing apprehensions about the feasibility of the Swajaldhara scheme. Some of the important recommendations of the Committee in the aforesaid reports relating to unsatisfactory performance of Swajaldhara Scheme are reproduced below:

- (a) inadequate planning such as States vision statement, detailed annual action plan etc. were not ensured before launching the scheme;
- (b) the strategy of the Department to motivate States/Districts to come forward with projects given the fact that it is a demand driven scheme has not been effective;
- (c) inordinate delay and under performance of projects implemented under Swajaldhara;
- (d) Problems were being faced on the issue of community contribution for Swajaldhara project;
- (e) concerns regarding haste to replace ARWSP with Swajaldhara;
- (f) underutilisation of funds under Swajaldhara by various State Governments;
- (g) weak monitoring and reporting system for Swajadhara Projects; and
- (h) Inequitable distribution of funds among States since due to demand driven approach, better performing States were able to corner more funds from the Centre.

Pursuant to the consistent concerns expressed by the Committee with regard to serious problems in implementation of Swajaldhara and their strong recommendation to the Department to review the Swajaldhara principles, the Department has finally decided to discontinue the scheme hereafter. As a result, from Eleventh Plan there will be only one scheme ARWSP which will have an element of community participation but may not insist on community contribution. For the same, the States have been asked to sign Memorandum of Understanding (MoU) with the Centre and prepare Action Plan, which will entail, apart from other things, capacity building programmes for PRIs, empowerment of PRIs to levy user charges for O&M, set their own time-table to achieve decentralisation to PRIs as considered feasible by the States. So far, only States of Maharashtra, Uttar Pradesh, Jharkhand and Gujarat have prepared the aforesaid action plan as informed by the Department. The Department should pursue with the remaining State Governments to take action in this regard.

28.

7.7

In the Action Taken Report on Demands for Grants Reports (refer Para 18 of 23rd Report), Committee had noted that the Department continued to justify the under performance of the scheme by stating that the performance of the scheme is improving and the extent of community contribution has been varying among States inspite of the serious problems detected in the implementation of Swajaldhara which include community contribution amounting to 10/20 per cent based on the cost of projects to be taken under Swajaldhara.

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29.	7.8	<p>The Committee further note that there may be cases where community may have provided their due contribution as stipulated under Swajaldhara component for various projects ongoing/proposed to be taken. Since the Swajaldhara is now out, the community may now demand back their contribution which may create serious problems. The Committee would like to strongly recommend to the Government to address these issues carefully after consulting the State Governments. Besides, the Committee recommend that liabilities for ongoing projects under Swajaldhara should also be addressed carefully. The incomplete works under Swajaldhara should be given priority under ARWSP.</p>
30.	7.9	<p>The Committee would further like to maintain that some of the principles of Swajaldhara such as community participation, empowering people and Panchayats and decentralised approach rather than a top down delivery model are extremely relevant for a developing country like India. However these principles can not be created and practised in a vacuum, divorced from the social and political reality of rural India. One very important precondition for success of such reforms is strengthening the PRIs and grass root structures for which devolution of funds, functions and functionaries is a fundamental obligation of the Government. The Committee would like the Department to seriously consider the aforesaid observation of the Committee before launching the reforms in Eleventh Plan and inform the Committee about their specific views and line of action in this regard.</p>

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31.	8.9	<p>The Committee have repeatedly been observing that percentage coverage of rural population with sanitation facilities reflects a dismal scenario. The Committee note with concern the information provided by the Department that still more than 5.53 crore APL and 5.73 crore BPL households need toilets in rural areas. It is a matter of national disgrace that even after six decades of planned development, more than half the rural population <i>i.e.</i> 59 per cent as per the Department's estimate, does not have access to basic sanitation facilities, an aspect so crucial to growth and development of rural India. The Committee recommend to the Department to formulate new initiatives and play a more proactive role to improve the pace of implementation of TSC.</p>
32.	8.10	<p>The Committee note that though the allocation for the sector has been improving over the years as elucidated above, the coverage position is not commensurate with the increase in allocation. Further, the amount allocated is not completely and meaningfully utilised as is clear from the large unspent balances with the State Governments. The Committee would like to know what efforts are being made by the Department to ensure that low performing States come forth with project proposals and utilise the amount earmarked for the sector.</p>
33.	8.11	<p>Again, with regard to indicators used for sanitation the Department informed that availability and accessibility of sanitation toilets in each household, school, and anganwadi, elimination of open defecation and availability of solid and liquid waste management in houses at community level</p>

are the components of sanitation. Reiterating their earlier recommendation, the Committee would like to state that mere construction of sanitary toilets, IHHL etc. will not improve the sanitation scenario in the country. Rather, the functional status of these is of crucial importance. Therefore, strict monitoring of TSC projects by District Level Monitoring agencies and National Level Monitors should be ensured and status as regards use of these by rural masses should be obtained from States. Besides, the Department should consider the aforesaid data regarding unspent balances before sanctioning amount to States for projects under TSC. The Committee should be informed about specific initiatives and IEC activities undertaken by the Department for States who are lagging behind in implementation of TSC projects.

34. 8.12 Besides, after the mid term evaluation of TSC by Agricultural Finance Corporation Limited (AFCL) in 2004, which recommended for revision of unit cost for toilets, the unit cost of toilet for BPL families have been raised from Rs. 265 to Rs. 1,500 and from Rs. 1,000 to Rs. 2,000 including a provision of Rs. 650 as cost of superstructure. The Committee feel that even the revised amount is not sufficient taking into account the inflation in last few years and other factors. Thus, the Committee recommend that the Department should consider revising the ceiling where by upto Rs. 4,000 may be utilised for construction of a unit toilet under TSC projects.
35. 8.13 Further, on the recommendation of the Committee, for the first time solid and

liquid waste management has been included as a part of TSC for which 10 per cent funds of TSC can be utilised. The Committee would like a feedback from the Department regarding the utilisation of these funds. Moreover, the Committee believe that in view of the vast diversity of our country, especially in rural areas, a standard criteria for construction of toilets should not be applied while undertaking TSC projects. The Committee suggest that a technical officer or any such functionary may be appointed in each Block/village to suggest pattern of toilet designs which would be specific to regional conditions, local community skills and technologies and availability of funds etc. for TSC projects. The Department should also consider taking services and expertise of Sulabh for providing technical inputs related to low water, low cost solutions for the problem of rural sanitation.

The Committee would like a categorical reaction from the Department on the aforesaid issues to enable comprehensive understanding of the sanitation scenario for further analysis of the situation.

36.

8.14

The Committee note with appreciation the initiative taken by the Department to recognize and reward the villages, PRIs and Individuals who have contributed to ensuring full sanitation coverage in their area of operation through Nirmal Gram Puraskar. The Committee are pleased to learn about the magnificent performance of the Nirmal Gram Puraskar wherein the number of villages qualifying and applying for the award has been increasing in huge proportions thereby indicating open

defecation free environment and improved sanitation scenario for rural areas in the country. Further, the Committee would like the Department to undertake strict monitoring and vigilance of the rewarded villages so that after getting recognition, these do not revert to their earlier position.

The Committee, therefore, recommend to continue with their efforts in this direction and keep the Committee informed of specific steps undertaken for monitoring of the aforesaid rewarded villages.

37.

9.7

After analyzing the position as reflected above, the Committee find that a dismal scenario exists with regard to drinking water and sanitation facilities in various Government Schools in rural areas in the country. As regards the position of drinking water, 1.32 lakh rural schools out of a total of 8.45 lakh rural schools, have not been provided drinking water facilities as per Government's own data. The position may be worse if the ground situation is analysed along with the scenario of slippages due to problems related to sustainability of resources and systems. As regards the position of achievements of targets during different years of Tenth Plan there is gross under achievement of targets. During 2005-2006 against a target of 1,40,000, actual coverage was 72,464 rural schools thereby indicating only 50 per cent achievement. During 2006-2007 the Department has informed that no targets have been fixed due to priority for covering of rural habitations under Bharat Nirman Programme. Further, the coverage during 2006-07 is 44,397 which is only about 60 per cent of the achievement of the previous year. The Committee feel that specific

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targets for coverage of schools with drinking water facility should be fixed keeping in view the ground situation in this regard and a plan of action be formulated to achieve cent percent coverage within a stipulated time frame.

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9.8

With regard to sanitation, the Department has not furnished any data for number of schools which could not be provided toilet facilities so far. However, while examining Demands for Grants (2004-2005), the Committee have been informed that out of total number of 5,07,581 rural primary and 1,29,246 upper primary schools as per Sixth All India Educational Survey, 32,463 rural primary and 25,812 upper primary schools which is only about 20 percent, were covered with sanitation facilities. As regards the achievement of targets under sanitation there is gross under performance. Out of a target of 9,57,240 school toilets only 3,37,502 was the achievement in this regard. The Committee maintain that besides construction of toilets, the Department should also ensure that the toilets are provided with adequate water availability, so that these do not become dysfunctional over a period of time thereby defeating the very purpose of the entire exercise undertaken by the Department. Further, the Committee feel that due to strong inter linkages between sanitation and water availability, it is imperative that rain water harvesting structures should be compulsorily installed in all rural schools, so that sufficient water availability for drinking water as well as sanitation purposes can be ensured. The Committee take strong exception to school drinking water and sanitation component of ARWSP



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		<p>getting the backseat under Bharat Nirman Programme. The Committee would like the Department to furnish categorical explanation with regard to such miserable achievements made <i>vis-a-vis</i> the targets for both drinking water and sanitation in rural schools.</p>
39.	9.9	<p>The Committee conclude from the aforesaid analysis of the performance of ARWSP and CRSP that with particular reference of schools, the performance is even worse than the other components of these programmes. It is really reprehensible that the Government cannot ensure drinking water and sanitation facilities to various Government Schools in rural areas even after almost six decades of planned development, particularly when the Indian economy is making giant strides world wide. The Committee strongly recommend that sanitation and drinking water in rural schools should be accorded topmost priority by the Government and time bound action plan needs to be devised to achieve 100 per cent coverage of rural schools with toilets (separate toilets for boys and girls) and safe drinking water in accordance with India's commitment to meet Millennium Development Goal. The Committee may be suitably apprised about all the concrete steps taken in this regard.</p>