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**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2007-2008)**

FOURTEENTH LOK SABHA

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

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

*[Action taken by the Government on the recommendations contained in
the Twenty-eighth Report of the Standing Committee on
Rural Development (Fourteenth Lok Sabha)]*

THIRTY-SECOND REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

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Presented to Lok Sabha on

Laid in Rajya Sabha on



LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2007-2008)

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri Mani Charenamei
3. Shri V. Kishore Chandra S. Deo
4. Shri Sandeep Dikshit
5. Shri George Fernandes
6. Shrimati Kiran Maheshwari*
7. Shri Zora Singh Mann
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15. Shri Sita Ram Singh
16. Shri D.C. Srikantappa
17. Shri Bagun Sumbrui
18. Shri Tarit Baran Topdar[#]
19. Shri Chandramani Tripathi
20. Shri Beni Prasad Verma
21. Shri Dharmendra Yadav

*Hon'ble Speaker has changed the nomination of Shrimati Kiran Maheshwari, MP (LS) from Standing Committee on Water Resources to Standing Committee on Rural Development *w.e.f.* 30 August, 2007, *vide* Lok Sabha Bulletin Part II, Para No. 4022 dated August 30, 2007.

[#]Hon'ble Speaker has changed the nomination of Shri Tarit Baran Topdar, MP (LS) from Standing Committee on Energy to Standing Committee on Rural Development *w.e.f.* 12 December, 2007 as intimated *vide* Lok Sabha Bulletin Part II, Para No. 4366 dated 12 December, 2007.

Rajya Sabha

22. Shri Balihari Babu
23. Shri Jayantilal Barot
24. Kumari Nirmala Deshpande
25. Shri Pyarelal Khandelwal
26. Dr. Chandan Mitra
27. Dr. Ram Prakash
28. Shri P.R. Rajan
29. Shri Bhagwati Singh
30. Ms. Sushila Tiriya
31. Shrimati Kanimozhi[@]

SECRETARIAT

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

[@]Hon'ble Chairman, Rajya Sabha nominated Shrimati Kanimozhi, MP, (RS) to Standing Committee on Rural Development *w.e.f.* 15 September, 2007 *vide* Lok Sabha Bulletin Part-II, Para No. 4096 dated 19 September, 2007.

INTRODUCTION

I, the Chairman of the Standing Committee on Rural Development (2007-2008) having been authorised by the Committee to submit the Report on their behalf, present the Thirty-Second Report on the action taken by the Government on the recommendations contained in the Twenty-Eighth Report of the Standing Committee on Rural Development (2006-07) on Demands for Grants (2007-2008) of the Department of Drinking Water Supply (Ministry of Rural Development).

2. The Twenty-Eighth Report was presented to Lok Sabha on 14 May, 2007. The replies of the Government to all the recommendations contained in the Report were received on 26 October, 2007.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 18 February, 2008.

4. An analysis of the action taken by the Government on the recommendations contained in the Twenty-Eighth Report of the Committee is given in Appendix II.

NEW DELHI;
7 March, 2008

17 Phalgun, 1929 (Saka)

KALYAN SINGH,
Chairman,
Standing Committee on
Rural Development.

REPORT

CHAPTER I

This Report of the Committee on Rural Development (2007-2008) deals with the action taken by the Government on the recommendations contained in their Twenty-eighth Report on Demands for Grants (2007-2008) of the Department of Drinking Water Supply (Ministry of Rural Development) which was presented to Lok Sabha on 14 May, 2007.

2. Action taken notes have been received from the Government in respect of all the 39 recommendations which have been categorised as follows:—

(i) Recommendations which have been accepted by the Government:

Para Nos. 3.18, 3.21, 3.22, 4.11, 4.13, 4.14, 5.10, 5.12, 5.13, 5.14, 5.15, 5.16, 6.13, 6.14, 7.6, 7.7, 7.8, 7.9, 8.9, 8.10, 8.12, 8.13 and 8.14.

(ii) Recommendations which the Committee do not desire to pursue in view of Government's reply:—

-NIL-

(iii) Recommendations in respect of which replies of the Government have not been accepted by the Committee:—

Para Nos. 3.19, 3.20, 3.23, 3.24, 4.12, 5.11, 5.17, 5.18, 5.19, 6.11, 6.12, 6.15, 8.11, 9.7, 9.8 and 9.9

(iv) Recommendations in respect of which final replies of the Government are still awaited:

-NIL-

3. The Committee will now deal with action taken by the Government on some of these recommendations in the succeeding paragraphs.

A. Status of coverage of habitations and the issue of slippages

Recommendation (Serial Nos. 2&3, Para Nos. 3.19 & 3.20)

4. The Committee had recommended as under:—

“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.”

Recommendation (Para No. 3.19)

“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/ UT Administrations and the Committee may be kept apprised.”

Recommendation (Para No. 3.20)

5. The Government in the action taken replies have stated as under:—

“Coverage is a dynamic concept. The 97% coverage of habitations with drinking water facilities was with reference to the habitation survey conducted in early 90s and updated in 1999. Recognizing the fact that availability of drinking water and the status of the sources and system will change over a period of time, a fresh survey was conducted in 2003. A number of factors affect the status of drinking water, and some of these are—sources going dry, sources becoming quality affected, systems outliving their lifespan, increase in population, emergence of new habitations, etc.

Hence, in the results of Habitation Survey 2003, the status of habitations at that point of time was captured. As these are two

sets of data at different time periods, there is no anomaly between the two. To arrive at the final status of coverage as captured in 2003 Survey, the method followed was to validate the raw data. This was done by IIPA, and included correcting the names of the habitations and tallying with the reports given by the States. Thereafter, a random check of correctness of reporting was made by the Monitoring Division of the Ministry. The data so collected in 2003 is checked and re-checked to come to a status as close to reality as possible. Now, with collection of this baseline data, the Department has done away with the need for regular surveys. The base data of 2003 will be updated online annually by the States. Again, the status of coverage will change every year, but the baseline data will remain the same. Now, with corrections, the Survey 2003 data shows 8,69,997 FC, 3,89,409 PC and 2,47,943 NC as in 2003. The same data, after coverage of 3 years, is 11,21,366 FC, 2,20,615 PC and 1,65,368 NC as on 1.4.2007.

The Department has accorded top priority to sustainability of drinking water sources and systems to prevent slippage of a habitation once covered. Further, focused funding for addressing water quality problems have been introduced from 2006-07 wherein upto 20% of the ARWSP allocation is being released to States for addressing water quality problems.”

Reply to Recommendation (Para No. 3.19)

“Survey 2003 refers to water availability status of all habitations as reported by States and includes all habitations, including the NC/PC habitations of CAP 99, quality affected habitations as well as slipped back habitations. The Bharat Nirman target has been set with reference to 2003 Survey data only. Under Bharat Nirman, it was proposed to cover 55,067 uncovered habitations of CAP-99, an estimated 3,3,1604 slipped back habitations and to address 2,16,968 habitations which have water quality problems as reported by States. The annual targets for each State is fixed after due discussions with them to arrive at realistic targets.”

Reply to Recommendation (Para No. 3.20)

6. The Committee while taking note of the fact that the Habitation Survey 2003 results were available, had stressed to do the future planning according to the latest data. The action taken replies indicate utter confusion in this regard. On the one hand, it

has been stated that Bharat Nirman targets have been set with reference to 2003 Survey data, on the other hand the Department has stated that Bharat Nirman propose to cover 55,067 uncovered habitations of CAP 99 and estimated 2.8 lakh slipped back habitations and 2,16,968 quality related habitations. The Committee note that as per Survey results 2003, there is no category like 'slipped back habitations'. According to the latest survey of 2003, there are about 2.48 lakh NC and 3.9 lakh PC habitations. The Committee fail to understand how the Survey results of 2003 are being relied on while making projections for Bharat Nirman when the data indicated by the Department relate to CAP 99. The Committee would like the Department to clarify the position. They would also like to emphasize that all future planning should be made according to the latest data made available by 2003 Survey. Besides, the Committee find that the latter part of the recommendation which emphasized preparation of revised action plan framework for coverage of all Not Covered and Partially Covered habitations has not been addressed by the Department. The Committee would like a categorical reply in this regard. The Committee further find that with the collection of baseline data as per 2003 Survey, the Department has done away with the regular survey. The base data of 2003 will be updated online annually by the States. The Committee note that after coverage of three years, the number of NC/PC habitations have come down from 6.37 lakh to 3.85 lakh. The Committee find that as per the present position, the Department is totally relying on the information furnished by the States. The Committee feel that there should be some sort of monitoring to find about the ground reality with regard to the data furnished by the State Governments, otherwise the same scenario indicating the unrealistic position about the coverage of habitations would be repeated. The Committee would like the Department to analyse the mechanism of updation of data in view of the aforesaid observation of the Committee and take desired action. The Committee may be kept apprised about the action taken in this regard.

B. Physical performance under ARWSP

Recommendation (Serial No. 6, Para No. 3.23)

7. The Committee had recommended as under:—

“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 stipulated 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."

8. The Government in the action taken reply have stated as under:

"As per the reports now received from States, against the target of coverage of 1,120 NC and 17,000 PC habitations in 2006-07 the achievement was 860 NC and 11,580 PC habitations, respectively. The Department has been emphasizing upon the States the need for coverage of NC and quality-affected habitations in the stipulated time period in its review meetings with Ministers and State Secretaries and at other fora. Targets are fixed on the basis of coverage of habitations in the previous year by the State Governments, fund availability during current year, cost of coverage per habitations as indicated by the State Governments in their Action Plan for Bharat Nirman. State/ UTs are being urged time and again to meet the targets so as to fulfil the tasks set forth under Bharat Nirman."

9. The Committee in the earlier recommendation had expressed strong displeasure on under-achievement of targets with regard to NC and PC habitations during the years 2005-06 and 2006-07 and had stressed the need to obtain the specific reasons for under-achievement from the respective States and take the corrective measures accordingly. In the action taken reply, the Department has simply furnished the updated position with regard to NC and PC

habitations during the year 2006-07. The Committee find that even the updated figure indicates that shortfall in achievement of NC and PC targets is around 25 and 30 per cent respectively. The Committee feel that with this kind of shortfall in achieving the targets, the Government would not be able to achieve the targets fixed under Bharat Nirman. The Committee, therefore, reiterate that the State-specific problems should be found out with a view to take the corrective action accordingly so that the fixed targets are achieved.

C. Status regarding habitations with less than hundred population

Recommendation (Serial No. 7, Para No. 3.24)

10. The Committee had recommended as under:—

“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 habitations, 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 time-frame.”

11. The Government in the action taken reply have stated as under:—

“To decide on projections for funding and planning, ARWSP presently takes into account a rural habitation not having any safe water source with a permanently settled population of 20 households or 100 persons, whichever is more. However, as rural drinking water is a State subject, the State Government could cover any habitation regardless of its size/ population/ number of households with funds under the MNP. Further, DDP areas

and SC/ ST habitations with less than 100 persons can, however, be covered under the ARWSP. Under Bharat Nirman, all uncovered habitations as per ARWSP norms are envisaged to be covered by 2008-09. Thereafter, the Department proposes to change the norms to provide assistance to States for covering other habitations.”

12. The Committee while examining the Demands for Grants of previous year had noted that the habitations having population less than 100 or households less than 20 had been neglected by the Government. Such habitations do not find any place in the most important programme of the Government *i.e.* ARWSP. Even when the Committee emphasized to cover these habitations on priority basis, the action taken reply of the Department indicates the insensitivity of the Government in respect of these habitations. Instead of taking urgent action, the Department has tried to shift the responsibility on the State Governments. The Committee fail to understand how the Department could ignore these habitations which may be in the most difficult backward areas, keeping in view less number of population/families. Further, the responsibility with regard to these habitations cannot be shifted on State Governments when ARWSP is a Centrally-sponsored programme having coverage in all the States/UTs.

The Committee further note that out of 92,084 such habitations approximately 45,700 habitations *i.e.* around 50 per cent of the habitations are still NC/PC. The Committee wonder how the Government would achieve the targets of full coverage under ARWSP while neglecting these habitations. The Committee deplore the way the Department has addressed their recommendation. The Committee, while reiterating their concern, would like the Department to take urgent action for coverage of habitations having population less than 100 within a stipulated timeframe and inform the Committee accordingly.

D. Issue of unspent balances under ARWSP

Recommendation (Serial No. 9, Para No. 4.12)

13. The Committee had recommended as under:—

“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."

14. The Government in the action taken reply have stated as under:

"The Department has initiated a separate meeting of poor performing States, and also a monthly meeting of NE and Hill States to discuss and remove bottlenecks in implementation. Also, quarterly Review meeting of all States and annual State Ministers Conference is held. On Department's initiative recently, a representative of Department has been taken on the Central Review Committee to monitor State's expenditure for water and sanitation under Twelfth Finance Commission grants. The subject is also being taken up with State Secretaries during quarterly review meetings."

15. The Committee while examining Demands for Grants had noted that during the year 2006-07, the allocation was reduced at RE stage by Rs. 640 crore due to large opening balances with the States. While expressing strong concern over unspent balances under

ARWSP, the Committee had recommended a mechanism to ensure the accountability of the States. It was suggested that the format of Monthly Progress Reports should be revised to include a component wherein the States furnish specific reasons for non-utilisation of the funds. The Department has avoided reply to the suggestion made by the Committee. The information with regard to various review meetings being held from time to time has simply been furnished as a compliance to the recommendation. The Committee are unhappy over the way the Department has tried to sidetrack the recommendation. They desire that urgent action should be taken and the format of Monthly Progress Reports revised immediately as recommended by the Committee.

E. Implementation of Model legislation on control of ground water

Recommendation (Serial No. 13, Para No. 5.11)

16. The Committee had recommended as under:—

“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.”

17. The Government in the action taken reply have stated as under:

“The matter is being pursued with the Ministry of Water Resources. State Governments have been repeatedly requested to

enact the legislation for regulation and control of ground water. However, it is the respective State legislature, who will decide about the legislation and as such, the Department of Drinking Water has a limited role.”

18. The Committee had earlier recommended that the Department of Drinking Water Supply might interact with the State Governments to ensure implementation of the model legislation on control of ground water as circulated by the Central Ground Water Board under Ministry of Water Resources. The Department has expressed helplessness by stating that it has a limited role since the respective State legislature has to decide about the legislation. The Committee note that the mandate of the Department of Drinking Water Supply is to ensure availability of drinking water to rural masses. However, the availability of drinking water solely depend upon the sustainability of resources. With the over-extraction and exploitation of ground water resources, water table is going down in various areas to a critical level and an immediate action needs to be taken in this regard. While acknowledging the fact that it is only the respective State Governments, which will be enacting the aforesaid legislation, the Union Government too has the responsibility in this regard. Moreover, crores of rupees are being spent on various schemes meant to ensure the availability of drinking water to masses in rural areas, which solely depends on the sustainability of resources. The Committee, therefore, strongly emphasize that all efforts should be made to persuade the State Governments to implement the aforesaid legislation within a stipulated timeframe. The Committee should be kept apprised about the action taken by the Department in this regard.

F. Water conservation and water harvesting

Recommendation (Serial Nos. 17 & 18, Para Nos. 5.15 & 5.16)

19. The Committee had recommended as under:—

“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."

Recommendation (Para No. 5.15)

"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 private/Government agency should be identified in each State. Such agencies may provide all technical inputs, estimates of required funds etc. to the private/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."

Recommendation (Para No. 5.16)

20. The Government in the action taken replies have stated as under:

"The Department provides funds to States under CCDU to take up state-specific IEC and HRD activities. An exhibition was organized in New Delhi during 3-5 July 2007 during the State Ministers conference, wherein States have displayed various models and IEC material on rainwater harvesting and water conservation. States have now been asked to organize exhibitions at district headquarter."

Reply to Recommendation (Para No. 5.15)

“The model legislation on regulation of control of ground water can be used by the State Governments for making rainwater harvesting structures in new constructions mandatory. In the review meetings, States have been advised to identify agencies for providing technical inputs and estimates of funds for rainwater harvesting structures in the premises of rural people.”

Reply to Recommendation (Para No. 5.16)

21. The Committee appreciate that lot of efforts are being made by the Department to persuade the State Governments to disseminate information about rainwater harvesting. States have been asked to organize exhibitions in district headquarters in this regard. Besides, the issue of identification of agencies for technical inputs and estimates of funds for rainwater harvesting structures is also being taken up with the States in various review meetings. The Committee recommend that efforts should be continued in this regard. Besides the Committee also emphasize that the name of the State-wise identified agencies for rainwater harvesting should also be hosted on the website of the Department for more transparency. The Committee in the earlier recommendation had also recommended for some sort of incentive mechanism for rewarding villages to promote rainwater harvesting. The Department has not ratified to this part of the recommendation. The Committee reiterate their earlier recommendation and would like to be apprised about the action taken in this regard.

G. Sustainability of sources and the systems

Recommendation (Serial Nos. 19, 20 and 21, Para Nos. 5.17, 5.18 and 5.19)

22. The Committee had recommended as under:—

“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 instalment 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 about the concrete steps taken in this regard.”

Recommendation (Para No. 5.17)

“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.”

Recommendation (Para No. 5.18)

“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.”

Recommendation (Para No. 5.19)

23. The Government in the action taken replies have stated as under:

“A checklist for the use of State level Scheme Sanctioning Committee has been prepared and circulated to bring in

convergence of various schemes related to water conservation, as powers to sanction and implement schemes are with the States.”

Replies to Recommendations (Para Nos. 5.17, 5.18 and 5.19)

24. The Committee have consistently been expressing concern over non-utilisation of 5 per cent allocation made under ARWSP for sustainability. While examining Demands for Grants, the Committee had again taken up the issue and recommended that Government should consider making the utilisation of funds earmarked for sustainability as a pre-condition for fund allocation or release of second instalment under ARWSP. The Committee also emphasized on dovetailing of funds made under various schemes by the different Ministries/Departments of Union Government for sustainability and water harvesting. Instead of taking urgent action, the Department has simply stated that a checklist for the use of State level sanctioning Committee has been prepared and circulated to bring convergence of various schemes. The Committee are disappointed to note the terse reply of the Department on such an important recommendation of the Committee. The Committee desire a categorical response on all the suggestions made by the Committee in the recommendations under consideration.

H. Performance with regard to quality affected habitations

Recommendation (Serial No. 22, Para No. 6.11)

25. The Committee had recommended as under:—

“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.”

26. The Government in the action taken reply have stated as under:

“As per the latest reports from State Governments, 31,135 water quality-affected habitations have been addressed with projects during 2006-07. The performance of water quality component of the Bharat Nirman programme is reviewed regularly. As per latest information received from States, out of 1,95,813 water quality-affected habitations, 48,911 habitations have been addressed with projects. The States have been asked to complete the remaining habitations within the Bharat Nirman period.”

27. The Committee have repeatedly been highlighting the disappointing performance with regard to quality-affected component of ARWSP. While reiterating their concern, the Committee in the earlier recommendation had strongly recommended to take necessary corrective steps so that this kind of pathetic performance is not repeated in future. Instead of taking some concrete measures, the Department has chosen to furnish the latest information with regard to achievement under the quality component of ARWSP. Even the revised data indicates that out of total 1,95,813 water quality affected habitations, as per the Government’s data only 48,911 habitations *i.e.* around 25 per cent of the work could be addressed with projects. The Committee again emphasize that coverage of habitations becomes meaningless without ensuring the quality of water being provided to people. The Committee reiterate that Government should take concrete measures in this regard and inform the Committee accordingly.

I. Issue of quality of drinking water in rural areas

Recommendation (Serial No. 23, Para No. 6.12)

28. The Committee had recommended as under:—

“ 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.”

29. The Government in the action taken replies have stated as under:

“Funds to tackle water quality problem in affected habitations are separately allocated since 2006-07. Details of State-wise release of fund and expenditure reported under Sub-mission Programme to tackle water quality problem are as under:

(Amount: Rs. in crore)

S.No	Name of the State/UTs	Release	Expenditure
1	2	3	4
1.	Andhra Pradesh	33.63	31.52
2.	Bihar	22.46	16.11
3.	Chhattisgarh	7.33	0.00
4.	Gujarat	40.57	33.00
5.	Haryana	0.57	0.36
6.	Jharkhand	19.52	0.84
7.	Karnataka	125.37	0.00
8.	Kerala	3.11	0.00
9.	Madhya Pradesh	22.50	11.71

1	2	3	4
10.	Maharashtra	26.34	26.34
11.	Orissa	17.47	0.00
12.	Punjab	7.25	0.00
13.	Rajasthan	206.00	206.00
14.	Tamil Nadu	3.71	2.25
15.	Uttar Pradesh	47.69	13.49
16.	West Bengal	111.71	81.91
17.	Arunachal Pradesh	0.52	0.00
18.	Assam	35.90	35.90
19.	Manipur	0.04	0.00
20.	Meghalaya	0.15	0.00
21.	Mizoram	0.03	0.00
22.	Nagaland	0.16	0.16
23.	Tripura	3.64	3.53
Total		735.67	463.11

30. The Committee note from the reply that from the year 2006 the Department has started monitoring data separately for quality-affected habitations. The data for the year indicates very poor performance in 9 States viz. Chhattisgarh, Karnataka, Kerala, Orissa, Punjab, Arunachal Pradesh, Manipur, Meghalaya, Mizoram who have reported 'Nil' expenditure with regard to quality-affected habitations. Very nominal expenditure has been made by Jharkhand. However, Rajasthan, Maharashtra, Assam have been doing well. These States have reported 100 per cent utilisation of the releases made separately for quality problem. The Committee express serious concern over almost nil expenditure reported by some of the States. The Committee reiterate their concern over the issue of contamination of water in various areas and would like the Department to analyse the position, State-wise and furnish to them the reasons for such a poor performance by most of the States. The Committee would also like the Department to take all the desired steps to ensure that more stress is given by States on the issue of quality.

J. Training of grass root level workers for PRI's

Recommendation (Serial No. 25, Para No. 6.14)

31. The Committee had recommended as under:—

“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 Panchayat 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.”

32. The Government in the action taken reply have stated as under:—

“As per reports available, 1,23,667 grass root workers in villages have been trained in 8 States. 10,221 chemical field test kits and 14,36,374 number of bacteriological kits have been supplied to GPs as reported by States. In the review meeting held in April 2007, the States have informed that the training for grass root workers would be completed by December, 2007.”

33. The Committee find that the deadline of July, 2007 for completing the training of grass root level workers in the use of field test kits provided to PRIs under National Rural Drinking Water Quality and Monitoring Surveillance (NRDWQMS) Programme has now been extended to December 2007. The Committee hope that the target of training has been completed by the extended deadline. The Committee would like to be apprised about the final position in this regard.

K. Involvement Of NGOs/VOs regarding information about water contamination

Recommendation (Serial No. 26, Para No. 6.15)

34. The Committee had recommended as under:—

“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."

35. The Government in the action taken reply have stated as under:

"Some of the States are already marketing "simple to use household filters" for addressing water quality problems through rural marts and other agencies including NGOs/ VOs."

36. The Committee are unhappy to note the vague reply of the Department in response to their recommendation with regard to (i) setting-up rural and local marts with the aid of district authorities wherein simple to use techniques can be disseminated and marketed; and (ii) to identify NGOs/VOs having expertise/experience in the field for providing necessary inputs to Panchayat and Block level functionaries. Instead of analyzing State-wise position and taking concrete action, the Department has simply stated that some of the States are already marketing 'simple to use household filters' for addressing water quality problems through rural marts and other agencies including NGOs/VOs. While expressing concern over the vague reply, the Committee desire that the Department should take concrete action on the suggested lines and inform accordingly.

L. IEC activities related to rural sanitation

Recommendation (Serial No. 33, Para No. 8.11)

37. The Committee had recommended as under:—

"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”.

38. The Government in the Action taken replies have stated as under:

“The Committee may note that TSC projects are approved for a district and not for a State. IEC activities are targeted at individuals and community, to generate a demand for toilet construction. The Department brings out generic IEC materials, which are then translated by States into the local language. Also, the Department produces technical notes and manuals for use by officials, PRIs and community leaders. Such notes and manuals are also put on the Departments website for free and wider access. The IEC material and technical notes produced in the last one year are:

- (a) Flip charts on hygiene education for school teachers
- (b) TV and radio spots to promote clean village
- (c) Technical note on Solid and Liquid Waste Management
- (d) Technology options for toilet design

The material being worked for forthcoming months are:

- (a) Technology options for toilets for schools and anganwadis
- (b) Manual for masons
- (c) Designs for ECOSAN toilets
- (d) Radio & TV spots for personal hygiene.”

39. The Committee in the earlier recommendation had emphasized on strict monitoring of use of the sanitary toilets by

rural masses by District Level Monitoring agencies and National Level Monitors. The Department has not addressed to this part of the recommendation at all in the action taken reply. The Committee find that merely construction of toilets in rural areas would not serve the purpose. There is an urgent need to ensure usage of these toilets to achieve the objective of elimination of open defecation, which threaten the ecology as well as contaminate water. The Committee would like the Department to take concrete action on the recommendation of the Committee and inform accordingly.

The Committee had also recommended to consider the position of unspent balances before sanctioning outlay to States for projects under TSC. The Department has not addressed to this part of the recommendation too. The Committee would like a categorical reply of the Department in this regard.

M. Coverage of rural schools with drinking water and sanitation facilities

**Recommendation (Serial Nos. 37, 38 and 39,
Para Nos. 9.7, 9.8 and 9.9)**

40. The Committee had recommended as under:—

“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.”

Recommendation (Para No. 9.7)

“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 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.”

Recommendation (Para No. 9.8)

“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.”

Recommendation (Para No. 9.9)

41. The Government in the Action taken replies have stated as under:

“During 2006-07, a total of 71,498 schools have been reported to be covered with drinking water facilities and Rs. 22,839.40 lakh were released as special assistance for coverage of schools. Likewise under TSC, the States are being urged to ensure coverage of all schools with toilets and sanitation facilities. However, the States have to achieve these by mobilization of resources available with various schemes like SSA etc.

The Department strives to encourage States and PRIs community participation in planning and impress upon States and also involve stakeholders in the process inculcate community participation in management and decision making process of the schemes. Since water is a State subject it is up to State Government to generate creative ways of improving resources and service delivery.

- (a) Under Total Sanitation Programme, a total 4,33,985 toilets have been constructed in schools till date. The goal is to cover all the schools by end of 2007.
- (b) The Department is actively working for convergence with Sarva Sikhsa Abhiyan (SSA) to cover all schools for provisions of toilets. New schools are to be provided toilets from SSA funds while the old schools from TSC funds.

Technology manual for school toilets is under preparation.”

Replies to Recommendation (Para Nos. 9.7 and 9.8)

“During 2006-07, a total of 71,498 schools have been reported to be covered so far with drinking water facilities. During 2006-07, Rs. 22,839.40 lakh were released as special assistance for coverage of schools. Under TSC, the goal is to provide toilets in all schools by end of 2007. During review meetings, most States have indicated that this target can be met. Some States may complete the target by March, 2008.”

Reply to Recommendation (Para No. 9.9)

42. The Committee have repeatedly been expressing concern over the miserable position with regard to drinking water and sanitation in rural schools. While examining Demands for Grants of the previous year, the Committee had noted the pathetic performance during the year 2005-06 and 2006-07 and had made a series of recommendations, besides emphasizing on time-bound action plan for coverage of rural schools with drinking water and sanitation, the Committee had stressed that toilets be provided with adequate water availability. The Committee also recommended for provision of rainwater harvesting structures in the schools to ensure the adequate water availability. The reply of the Department does not address to the issues raised by the Committee categorically. Not only that, there is utter confusion in the stand taken by the Government on the issue. On the one hand, it has been stated that water is a State subject and on the other hand targets of school coverage by providing toilets by the end of 2007 have been indicated in response to the recommendation. The Committee express apprehension over the achievement of said targets in view of the poor performance as the data indicates. The Committee reiterate that it is a matter of shame for the country to have our schools without drinking water and sanitation facilities even after more than five and half decades of planned development in the country. The Committee, therefore, emphasize the need for concrete action by the Government in this regard, so that the various deadlines fixed for coverage are actually met.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 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.

Reply of the Government

While appreciating the concern of the Committee in providing safe and clean drinking water in adequate quantity to the people of rural areas and considering the large incidence of slippage as revealed in the results of the habitation survey - 2003 conducted by States, the Department has accorded highest priority to sustainability of drinking water sources and systems to prevent the slippages. In this regard, certain measures initiated by the Department are:

- (a) A theme document on Water Sustainability–Bringing Sustainability in Drinking Water Schemes in Rural India has been prepared for wide dissemination, which was released Hon'ble Prime Minister during the inauguration of the two-day conference of Ministers in-charge of rural drinking water supply and rural sanitation in States and Union Territories held on 4th-5th July, 2007
- (b) An exhibition on "Sustainability of water sources" was held during 3-5 July, 2007 to create awareness amongst people about various technology options and best practices to improve access to drinking water and sanitation facilities

which provided an opportunity to show case the initiatives taken by various State Governments, central ministries and organizations. In this exhibition, eleven States and organizations (Vivekanand Kendra - Kanya Kumari, Rama Krishna Mission Lok Shiksha Parishad, Ishwar Bhai Patel Environmental Sanitation Institute, Ahmedabad, and Sheetal Ceramics – Ahmedabad, UNICEF etc.) participated.

- (c) In the 11th Plan, focus is proposed to be accorded to sustainability of sources and further promotion of decentralization for service delivery by capacity building of Panchayati Raj Institutions.
- (d) A workshop on sustainability of drinking water supply schemes was conducted in 16th May 2007 wherein it has been emphasized to bring in sustainability component into all the drinking water projects/ schemes sanctioned by the government and judicious planning, and an approach that combines the traditional wisdom of water management at a local level with scientific knowledge to make government interventions sustainable.
- (e) The Department is constantly making efforts to sensitize and urge the States to integrate the concept of sustainability while planning their water supply systems as well as to seek convergence with other programmes.
- (f) A checklist for the use of State level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007 of
Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 4, Para No. 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.

Reply of the Government

The Department has given highest priority to sustainability of drinking water sources and systems to prevent slippages. In this regard, certain measures initiated by the Department are:

- (a) A theme document on Water Sustainability – Bringing Sustainability in Drinking Water Schemes in Rural India has been prepared for wide dissemination, which was released by Hon'ble Prime Minister during the inauguration of the conference of Ministers in-charge held on 4th - 5th July, 2007
- (b) An exhibition on "Sustainability of water sources" was held during 3-5 July, 2007 to create awareness amongst people of the various technology options and best practices for bringing better access to water and sanitation facilities which provided an opportunity to show case the initiatives taken by various States, central ministries and organizations. In this exhibition eleven States and organizations (Vivekanand Kendra—Kanya Kumari, Rama Krishna Mission Lok Shiksha Parishad, Ishwar Bhai Patel Environmental Sanitation Institute- Ahmedabad, and Sheetal Ceramics – Ahmedabad, UNICEF etc.) participated.
- (c) In the 11th Plan, focus is proposed to be accorded to sustainability of sources and further promotion of decentralization for service delivery by capacity building of Panchayati Raj Institutions.
- (d) A workshop on sustainability of drinking water supply schemes was conducted in 16th May,2007 wherein it has been emphasized to bring in sustainability component into all the drinking water projects/schemes sanctioned by the government and judicious planning, and an approach that combines the traditional wisdom of water management at a local level with scientific knowledge to make government interventions sustainable.
- (e) The Department is constantly making efforts to sensitize and urge the States to integrate concept of sustainability

while planning their water supply systems as well as to seek convergence with other programmes.

- (f) A checklist for the use of state level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 5, Para No. 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. 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.

Reply of the Government

The Department had discussed with the States regarding the updation of the status of habitations and it was decided to do it on an 'annual basis' only. The base data for updation is the corrected data of Habitation Survey-2003. To facilitate the States in online updation, a manual containing guidelines and instructions for online data entry has been prepared and sent to State/ UT governments. The same has also been hosted on Department's website. Necessary training

for familiarization of the software has also been imparted to the States/UTs Government officials. A demonstration-cum-training for State Nodal Officers was also conducted in the month of May 2007. In addition, as and when requested by the States/UTs, NIC officials have imparted training in the respective States/UTs also. Besides, a help-desk for regular technical assistance is also available in the Department. The urgency of online data reporting has also been emphasized during periodic review meetings, regional review meetings and the annual State Minister's Conference. The Monitoring Division also takes monthly review meetings of all State Nodal Officers on monthly data entry status.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 8, Para No. 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.

Reply of the Government

Planning Commission has been approached for enhanced allocations. They have communicated a tentative allocation of Rs. 39,490 crore Central share, at current prices for rural drinking water.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 10, Para No. 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.

Reply of the Government

As the loan from external agencies is taken by States, it is decided by them in consultation with Department of Economic Affairs, Ministry of Finance, based on their respective financial position and sectoral needs. The two recent States that have taken external assistance are:

- (i) Uttaranchal Rural Water Supply and Environmental Sanitation Project (Swajal follow-on) of the proposed credit of US \$ 120 million has been approved by World Bank in September, 2006. The project duration is 6 years *i.e.* September 2006 to June, 2012.

- (ii) Punjab Rural Water Supply and Environmental Sanitation Project of the proposed credit of US \$ 154 million has been approved by World Bank in February 2007. The project duration is 5 years *i.e.* March, 2007 to March, 2012.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 11, Para No. 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.

Reply of the Government

The Department strives to encourage States and PRIs to involve various stakeholders in the process of planning, implementation and management of the water supply schemes through enhanced community participation and decentralized planning. Since water is a State subject it is up to State Government to generate creative ways of improving resources and service delivery by soliciting support of various institutions and sections of civil society.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 12, Para No. 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.

Reply of the Government

In this regard, certain measures initiated by the Department are:

- (a) A theme document on Water Sustainability – Bringing Sustainability in Drinking Water Schemes in Rural India has been prepared for wide dissemination, which was released by Hon'ble Prime Minister during the inauguration of the Conference of Ministers in-Charge held on 4th–5th July, 2007
- (b) An exhibition on “Sustainability of water sources” was held during 3-5 July, 2007 to create awareness amongst people of the various technology options and best practices for bringing better access to water and sanitation facilities which provided an opportunity to show case the initiatives taken by various State Governments, central ministries and organizations. In this exhibition eleven States and organizations (Vivekanand Kendra – Kanya Kumari, Rama Krishna Mission Lok Shiksha Parishad, Ishwar Bhai Patel Environmental Sanitation Institute, Ahmedabad, and Sheetal Ceramics – Ahmedabad, UNICEF etc.) participated.
- (c) In the 11th Plan, focus is proposed to be accorded to sustainability of sources and further promotion of decentralization for service delivery by capacity building of Panchayati Raj Institutions.
- (d) A workshop on sustainability of drinking water supply schemes was conducted on 16th May, 2007 wherein it has been emphasized to bring in sustainability component into all the drinking water projects/schemes and judicious planning, and an approach that combines the traditional wisdom of water management at a local level with scientific knowledge to make Government interventions sustainable.
- (e) The Department is constantly making efforts to sensitize and urge the States to integrate Concept of Sustainability

while planning their water supply systems as well as to seek convergence with other programmes.

- (f) A checklist for the use of State level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation

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Recommendation (Serial No. 14, Para No. 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.

Reply of the Government

Whenever any article appears in Media on water contamination or any other related problem, the concerned State Government is being requested to look into the matter and report the facts to the Department. If required, an officer from the Department is also deputed to verify the facts published.

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Recommendation (Serial No. 15, Para No. 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.

Reply of the Government

After taking inputs from reputed voluntary agencies *viz.* Tarun Bharat Sangh (TBS) and Centre for Science & Environment (CSE) and various State Governments and their agencies, various Central Ministries/ Departments *viz.* Ministry of Water Resources, Ministry of Panchayati Raj, Ministry of Finance, Department of Rural Development and other central agencies *viz.* CGWB, CAPART, etc., a document on "Bringing Sustainability to drinking water systems in Rural India" was brought out and the same was released by Hon'ble Prime Minister on 4th July, 2007. The document contains technical details and engineering designs of various rainwater harvesting structures *viz.* check dams, percolation tanks, village pond, Ooranies, roof-top rain-water harvesting, etc. The said document has been made available to all the States for reference and implementation of rainwater harvesting in the field. States have already been informed that including sustainability component is mandatory for all water supply projects/ schemes.

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Recommendation (Serial No. 16, Para No. 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 rainwater 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.

Reply of the Government

Recognizing that a generic model cannot be applied to all parts of the country, the Department continues to provide State-specific solutions if asked for. Further, new publications like the Sustainability Document, referred in the above-said replies, included suitability of rainwater harvesting structures on agro-climatic zones. In the last year, specific team of experts was constituted for Arunachal Pradesh for the purpose.

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Recommendation (Serial No. 17, Para No. 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.

Reply of the Government

The department provides funds to States under CCDU to take up state-specific IEC and HRD activities. An exhibition was organized in New Delhi during 3-5 July 2007 during the State Ministers conference,

wherein States have displayed various model and IEC material on rainwater harvesting and water conservation. States have now been asked to organize exhibitions at district headquarter.

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Comments of the Committee

(Please *see* Paragraph No. 21 of Chapter-I of the Report)

Recommendation (Serial No. 18, Para No. 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.

Reply of the Government

The model legislation on regulation of control of ground water can be used by the State Governments for making rainwater harvesting structures in new constructions mandatory. In the review meetings, States have been advised to identify agencies for providing technical inputs and estimates of funds for rainwater harvesting structures in the premises of rural people.

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Comments of the Committee

(Please *see* Paragraph No. 21 of Chapter-I of the Report)

Recommendation (Serial No. 24, Para No. 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.

Reply of the Government

The Revised Guidelines on Sub-Mission on Water Quality has been issued, which *inter-alia*, has the following provisions:

The State Governments shall devise an integrated approach for technology options covering single village schemes, comprehensive piped water supply schemes, low cost treatment plants, domestic filters, roof-top rain water harvesting, *in-situ* water conservation, etc., For treatment of water contamination, the ratio of affected habitations to be provided with alternate safe source based drinking water supply scheme and *in-situ* treatment technology based drinking water supply scheme should be, as far as possible, as follows:

S. No.	Type of Problem	Alternate Safe Source V/s In-situ Treatment
(i)	Arsenic, fluoride and salinity	90:10
(ii)	Iron affected habitations	30:70
(iii)	Nitrate affected habitations	100:00

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Recommendation (Serial No. 25, Para No. 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 grassroot 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 grassroot 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.

Reply of the Government

As per reports available, 1,23,667 grassroot workers in villages have been trained in 8 States. 10,221 chemical field test kits and 14,36,374 number of bacteriological kits have been supplied to GPs as reported by States. In the review meeting held in April 2007, the States have informed that the training for grassroot workers would be completed by December, 2007.

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Comments of the Committee

(Please *see* Paragraph No. 33 of Chapter-I of the Report)

Recommendation (Serial No. 27, Para No. 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) problem were being faced on the issue of community contribution for Swajaldhara project ;
- (e) concerns regarding haste to replace ARWSP with Swajaldhara;
- (f) under-utilisation 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.

Reply of the Government

The Department is following up with other States on the issue of entering into MoU.

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Recommendation (Serial No. 28, Para No. 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 in spite 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.

Recommendation (Serial No. 29, Para No. 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.

Reply of the Government

Recommendation No. 16 and 17

The Department has conveyed its commitment to States to provide resources for completion of ongoing projects/ schemes under Swajaldhara.

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Recommendation (Serial No. 30, Para No. 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 grassroot 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.

Reply of the Government

In the 11th Plan period the funds would be provided to the States on 50:50 GoI: State Government for rural drinking water schemes under ARWSP. Each State Government is to be provided with liberty to involve PRIs in planning and execution of the projects and also to enlist community contribution as a part of the State contribution depending upon the local conditions, including the prevailing social and political situation.

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Recommendation (Serial No. 31, Para No. 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.

Reply of the Government

The concern of the Committee is accepted and the Department endeavours to provide for complete sanitation in rural areas. Since the last two years the rate of coverage has been on increasing. In the year 2005, the coverage was 32.4%, which increased to 38% in 2006 and in October 2007, it is above 48%. This has been possible due to new initiatives taken in the last 2-3 years. These initiatives are:

- (a) Total Sanitation Campaign to promote Information Education & Communication (IEC).
- (b) Nirmal Gram Puraskar.
- (c) Solid Liquid Waste Management.
- (d) Provision of Revolving funds.

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Recommendation (Serial No. 32, Para No. 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.

Reply of the Government

The total projects cost of 578 projects is Rs. 13,423.97 crore, with a central share of Rs. 8,445.89 crore. Of this central share, Rs. 2,566.07 crore has been released till date, accounting for 30.38% of central share. The expenditure reported against this release is Rs. 1,787.90 crore, which is 21.17% of central share. The physical achievement under the programme is 30.14% for individual household toilets (IHHL) till date. Also, the programme guidelines provide for release of next installment only on expenditure of 60% of available funds. Thus at any given time, 40% or less of the release will be shown as unspent and available with the projects authorities.

However, the Department continues to pursue with the districts not up to the mark. These have been identified to follow up especially with them for speeding up the work. The coverage and physical progress is also reviewed regularly in meetings with the State Officials. All States have also been asked to monitor progress block-wise and panchayat-wise. CAPART has also started supporting some NGOs in select districts to help them for awareness generation. Special meetings of poor performing States is being conducted to discuss their problems in implementation.

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Recommendation (Serial No. 34, Para No. 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.

Reply of the Government

The suggestions of the Committee are accepted and have also been reiterated by States. A revision of costs and subsidy is under consideration.

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Recommendation (Serial No. 35, Para No. 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.

Reply of the Government

The suggestions of the Committee not to have common design of toilets for the whole country are accepted. The Department is considering changing the cost options for toilets to provide flexibility to districts to take up suitable toilet designs. The components of solid & liquid waste were only included in 2006 and funds being released only in the current financial year. The Committee is requested to allow one more year for obtaining feedback on utilization of these funds. Also, regarding appointment of technical officers, the matter has been communicated to all States.

Services of organizations working in the field is regularly taken for training, preparation of technical manuals etc. Some such organizations are Gandhigram University; Sulabh International; SCOPE; Centre for Science & Environment; Environment and Sanitation Institute; Ram Krishna Lok Shiksha Parishad.

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Recommendation (Serial No. 36, Para No. 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.

Reply of the Government

The recommendations of the Committee are accepted for continuation of NGP. The Committee will be informed of the results of monitoring the said villages.

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CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT
DESIRE TO PURSUE IN VIEW OF THE
GOVERNMENT'S REPLIES

-NIL-

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 2, Para No. 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.

Reply of the Government

Coverage is a dynamic concept. The 97% coverage of habitations with drinking water facilities was with reference to the habitation survey conducted in early 90s and updated in 1999. Recognizing the fact that availability of drinking water and the status of the sources and system will change over a period of time, a fresh survey was conducted in 2003. A number of factors affect the status of drinking water, and some of these are—sources going dry, sources becoming quality affected, systems outliving their lifespan, increase in population, emergence of new habitations, etc.

Hence, in the results of Habitation Survey 2003, the status of habitations at that point of time was captured. As these are two sets of data at different time periods, there is no anomaly between the two. To arrive at the final status of coverage as captured in 2003 Survey, the method followed was to validate the raw data. This was done by IIPA, and included correcting the names of the habitations and tallying with the reports given by the States. Thereafter, a random check of correctness of reporting was made by the Monitoring Division of the Ministry. The data so collected in 2003 is checked and re-checked to come to a status as close to reality as possible. Now, with collection of this baseline data, the Department has done away with the need for regular surveys. The base data of 2003 will be updated online annually by the States. Again, the status of coverage will change every year, but the baseline data will remain the same. Now, with corrections, the Survey 2003 data shows 8,69,997 FC, 3,89,409 PC and 2,47,943 NC as in 2003. The same data, after coverage of 3 years, is 11,21,366 FC, 2,20,615 PC and 1,65,368 NC as on 1.4.2007.

The Department has accorded top priority to sustainability of drinking water sources and systems to prevent slippage of a habitation once covered. Further, focused funding for addressing water quality problems have been introduced from 2006-07 wherein upto 20% of the ARWSP allocation is being released to States for addressing water quality problems.

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Comments of the Committee

(Please see Paragraph No. 6 of Chapter-I of the Report)

Recommendation (Serial No. 3, Para No. 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/UT Administrations and the Committee may be kept apprised.

Reply of the Government

Survey 2003 refers to water availability status of all habitations as reported by States and includes all habitations, including the NC/PC habitations of CAP 99, quality affected habitations as well as slipped back habitations. The Bharat Nirman target has been set with reference to 2003 Survey data only. Under Bharat Nirman, it was proposed to cover 55,067 uncovered habitations of CAP-99, an estimated 3,31,604 slipped back habitations and to address 2,16,968 habitations which have water quality problems as reported by States. The annual targets for each State is fixed after due discussions with them to arrive at realistic targets.

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Comments of the Committee

(Please *see* Paragraph No. 6 of Chapter-I of the Report)

Recommendation (Serial No. 6, Para No. 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.

Reply of the Government

As per the reports now received from States, against the target of coverage of 1,120 NC and 17,000 PC habitations in 2006-07 the achievement was 860 NC and 11,580 PC habitations, respectively. The Department has been emphasizing upon the States the need for coverage of NC and quality-affected habitations in the stipulated time period in its review meetings with Ministers and State Secretaries and at other fora.

Targets are fixed on the basis of coverage of habitations in the previous year by the State Governments, fund availability during current year, cost of coverage per habitations as indicated by the State Governments in their Action Plan for Bharat Nirman. State/UTs are being urged time and again to meet the targets so as to fulfill the tasks set forth under Bharat Nirman.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No. 9 of Chapter-I of the Report)

Recommendation (Serial No. 7, Para No. 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 habitations, 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.

Reply of the Government

To decide on projections for funding and planning, ARWSP presently takes into account a rural habitation not having any safe water source with a permanently settled population of 20 households or 100 persons, whichever is more. However, as rural drinking water is a State subject, the State Government could cover any habitation regardless of its size/ population/number of households with funds under the MNP. Further, DDP areas and SC/ST habitations with less than 100 persons can, however, be covered under the ARWSP. Under Bharat Nirman, all uncovered habitations as per ARWSP norms are envisaged to be covered by 2008-09. Thereafter, the Department proposes to change the norms to provide assistance to States for covering other habitations.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 12 of Chapter-I of the Report)

Recommendation (Serial No. 9, Para No. 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.

Reply of the Government

The Department has initiated a separate meeting of poor performing States, and also a monthly meeting of NE and Hill States to discuss and remove bottlenecks in implementation. Also, quarterly Review meeting of all States and annual State Ministers Conference is held. On Department's initiative recently, a representative of Department has been taken on the Central Review Committee to monitor State's expenditure for water and sanitation under XIIth Finance Commission grants. The subject is also being taken up with State Secretaries during quarterly review meetings.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 15 of Chapter-I of the Report)

Recommendation (Serial No. 13, Para No. 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 Multi-national 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.

Reply of the Government

The matter is being pursued with the Ministry of Water Resources. State Governments have been repeatedly requested to enact the legislation for regulation and control of ground water. However, it is the respective State legislature, who will decide about the legislation and as such, the Department of Drinking Water has a limited role.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 18 of Chapter-I of the Report)

Recommendation (Serial No. 19, Para No. 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 pre-condition 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.

Reply of the Government

A checklist for the use of State level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 24 of Chapter-I of the Report)

Recommendation (Serial No. 20, Para No. 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 Forest, 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.

Reply of the Government

A checklist for the use of State level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation, as powers to sanction and implement schemes are with the States.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 24 of Chapter-I of the Report)

Recommendation (Serial No. 21, Para No. 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.

Reply of the Government

A checklist for the use of state level Scheme Sanctioning Committee has been prepared and circulated to bring in convergence of various schemes related to water conservation.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 24 of Chapter-I of the Report)

Recommendation (Serial No. 22, Para No. 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.

Reply of the Government

As per the latest reports from State Governments, 31,135 water quality-affected habitations have been addressed with projects during 2006-07. The performance of water quality component of the Bharat Nirman programme is reviewed regularly. As per latest information received from States, out of 1,95,813 water quality-affected habitations, 48,911 habitations have been addressed with projects. The States have been asked to complete the remaining habitations within the Bharat Nirman period.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 27 of Chapter-I of the Report)

Recommendation (Serial No. 23, Para No. 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 per cent 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.

Reply of the Government

Funds to tackle water quality problem in affected habitations are separately allocated since 2006-07. Details of State-wise release of fund and expenditure reported under Sub-mission Programme to tackle water quality problem is as under:

(Amount: Rs. in crore)

S. No	Name of the States/UTs	Release	Expenditure
1	2	3	4
1.	Andhra Pradesh	33.63	31.52
2.	Bihar	22.46	16.11
3.	Chhattisgarh	7.33	0.00
4.	Gujarat	40.57	33.00
5.	Haryana	0.57	0.36
6.	Jharkhand	19.52	0.84
7.	Karnataka	125.37	0.00

1	2	3	4
8.	Kerala	3.11	0.00
9.	Madhya Pradesh	22.50	11.71
10.	Maharashtra	26.34	26.34
11.	Orissa	17.47	0.00
12.	Punjab	7.25	0.00
13.	Rajasthan	206.00	206.00
14.	Tamil Nadu	3.71	2.25
15.	Uttar Pradesh	47.69	13.49
16.	West Bengal	111.71	81.91
17.	Arunachal Pradesh	0.52	0.00
18.	Assam	35.90	35.90
19.	Manipur	0.04	0.00
20.	Meghalaya	0.15	0.00
21.	Mizoram	0.03	0.00
22.	Nagaland	0.16	0.16
23.	Tripura	3.64	3.53
Total		735.67	463.11

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 30 of Chapter-I of the Report)

Recommendation (Serial No. 26, Para No. 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.

Reply of the Government

Some of the States are already marketing “simple to use household filters” for addressing water quality problems through rural marts and other agencies including NGOs/VOs.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No. 36 of Chapter-I of the Report)

Recommendation (Serial No. 33, Para No. 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.

Reply of the Government

The Committee may note that TSC projects are approved for a district and not for a State. IEC activities are targeted at individuals and community, to generate a demand for toilet construction. The Department brings out generic IEC materials, which are then translated by States into the local language. Also, the Department produces technical notes and manuals for use by officials, PRIs and community leaders. Such notes and manuals are also put on the Departments website for free and wider access. The IEC material and technical notes produced in the last one year are:

- (a) Flip charts on hygiene education for school teachers
- (b) TV and radio spots to promote clean village
- (c) Technical note on Solid and Liquid Waste Management
- (d) Technology options for toilet design

The material being worked for forthcoming months are::

- (a) Technology options for toilets for schools and anganwadis
- (b) Manual for masons
- (c) Designs for ECOSAN toilets
- (d) Radio & TV spots for personal hygiene

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 39 of Chapter-I of the Report)

Recommendation (Serial No. 37, Para No. 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 per cent coverage within a stipulated time frame.

Recommendation (Serial No. 38, Para No. 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 per cent, 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.

Reply of the Government

Recommendation (Serial No. 37 and 38)

During 2006-07, a total of 71,498 schools have been reported to be covered with drinking water facilities and Rs. 22,839.40 lakh were

released as special assistance for coverage of schools. Likewise under TSC, the States are being urged to ensure coverage of all schools with toilets and sanitation facilities. However, the States have to achieve these by mobilization of resources available with various schemes like SSA etc.

The Department strives to encourage States and PRIs community participation in planning and impress upon States and also involve stakeholders in the process inculcate community participation in management and decision making process of the schemes. Since water is a state subject it is up to State Government to generate creative ways of improving resources and service delivery.

- (a) Under Total Sanitation Programme, a total 4,33,985 toilets have been constructed in schools till date. The goal is to cover all the schools by end of 2007.
- (b) The Department is actively working for convergence with Sarva Sikhsa Abhiyan (SSA) to cover all schools for provisions of toilets. New schools are to be provided toilets from SSA funds while the old schools from TSC funds.
- (c) Technology manual for school toilets is under preparation.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 42 of Chapter-I of the Report)

Recommendation (Serial No. 39, Para No. 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.

Reply of the Government

During 2006-07, a total of 71,498 schools have been reported to be covered so far with drinking water facilities. During 2006-07, Rs. 22,839.40 lakh were released as special assistance for coverage of schools. Under TSC, the goal is to provide toilets in all schools by end of 2007. During review meetings, most States have indicated that this target can be met. Some States may complete the target by March, 2008.

[O.M. No. H-11011/2/2007-DWS III dated: 26/10/2007
Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please *see* Paragraph No. 42 of Chapter-I of the Report)

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES
OF THE GOVERNMENT ARE STILL AWAITED

-NIL-

NEW DELHI;
7 March, 2008
17 Phalgun, 1929 (Saka)

KALYAN SINGH,
Chairman,
Standing Committee on
Rural Development.

APPENDIX I

COMMITTEE ON RURAL DEVELOPMENT (2007-2008)

EXTRACTS OF MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 18 FEBRUARY, 2008

The Committee sat from 1100 hrs. to 1215 hrs. in Committee Room No. 'C', Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri Mani Charenamei
3. Shri Sandeep Dikshit
4. Shrimati Kiran Maheshwari
5. Shri Hannan Mollah
6. Shri A.F.G. Osmani
7. Shrimati Jyotirmoyee Sikdar
8. Shri Bagun Sumbrui
9. Shri Tarit Baran Topdar

Rajya Sabha

10. Shri Balihari Babu
11. Shri Jayantilal Barot
12. Kumari Nirmala Deshpande
13. Shri Pyarelal Khandelwal
14. Dr. Chandan Mitra
15. Ms. Sushila Tiriya
16. Shrimati Kanimozhi

SECRETARIAT

1. Shrimati Sudesh Luthra — *Director*
2. Shri A.K. Shah — *Deputy Secretary-II*
3. Shri Hoti Lal — *Deputy Secretary-II*

2. **** **** ****

3. The Committee then took up for consideration Memorandum No. 3 regarding draft action taken report on Twenty-eighth report of the Committee on Demands for Grants (2007-08) of the Department of Drinking Water Supply (Ministry of Rural Development). The Committee after deliberations adopted the draft report without any modification.

4. The Committee then authorised the Chairman to finalise the aforesaid draft action taken report on the basis of factual verification from the concerned Department/Ministry and present the same to both the Houses of Parliament.

5. **** **** ****

6. The Committee then adjourned to meet again on 25 February, 2008 at 1500 hrs. onwards for consideration and adoption of draft action taken reports of Department of Rural Development (Ministry of Rural Development) and Ministry of Panchayati Raj on Demands for Grants (2007-08).

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

APPENDIX II

(Vide Para 4 of the Introduction)

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTY EIGHTH REPORT OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (14TH LOK SABHA)

I.	Total number of recommendations	39
II.	Recommendations which have been accepted by the Government :	23
	Para Nos. 3.18, 3.21, 3.22, 4.11, 4.13, 4.14, 5.10, 5.12 5.13, 5.14, 5.15, 5.16, 6.13, 6.14, 7.6, 7.7, 7.8, 7.9, 8.9, 8.10, 8.12, 8.13 and 8.14.	
	Percentage to the total recommendations	(58.97 %)
III.	Recommendation which the Committee do not desire to pursue in view of Government's reply:	NIL
	Percentage to the total recommendations	(NIL)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee :	16
	Para Nos. 3.19, 3.20, 3.23, 3.24, 4.12, 5.11, 5.17, 5.18, 5.19, 6.11, 6.12, 6.15, 8.11, 9.7, 9.8 and 9.9	
	Percentage to the total recommendations	(41.03 %)
V.	Recommendation in respect of which final reply of the Government is still awaited :	NIL
	Percentage to the total recommendations	(NIL)