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**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2008-2009)**

FOURTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2008-2009)**

*[Action taken by the Government on the recommendations contained
in the Thirty-seventh Report of the Standing Committee on
Rural Development on Demands for Grants (2008-09)]*

FORTY-THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

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

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(2008-2009)

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

Presented to Lok Sabha on 19.12.2008

Laid in Rajya Sabha on 19.12.2008



LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2008-2009)

Shri Kalyan Singh — *Chairman*

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3. Shri V. Kishore Chandra S. Deo
4. Shri Sandeep Dikshit
5. Vacant*
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21. Vacant

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2. Shri P.K. Grover — *Joint Secretary*
3. Shrimati Sudesh Luthra — *Director*
4. Shri V.K. Gupta — *Under Secretary*

*Vacancy caused due to the resignation given by Shri George Fernandes, MP from the membership of Lok Sabha and accepted by the Hon'ble Speaker *w.e.f.* 11 November, 2008 *vide* Bulletin Part-II, Para No. 6205 dated 11 November, 2008.

§Vacancy caused due to change of nomination of Shri Dharmendra Yadav, MP, Lok Sabha by Hon'ble Speaker from Standing Committee on Rural Development to Committee on Personnel, Public Grievances, Law & Justice *w.e.f.* 5 December, 2008 *vide* Bulletin Part-II, Para No. 6267 dated 5 December, 2008.

INTRODUCTION

I, the Chairman of the Standing Committee on Rural Development (2008-2009) having been authorised by the Committee to submit the Report on their behalf, present the Forty-third Report on the action taken by the Government on the recommendations contained in the Thirty-seventh Report of the Standing Committee on Rural Development (2007-2008) on Demands for Grants (2008-2009) of the Department of Drinking Water Supply (Ministry of Rural Development).

2. The Thirty-seventh Report was presented to Lok Sabha on 17 April, 2008. The replies of the Government to all the recommendations contained in the Report were received on 1 September, 2008.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 15 December, 2008.

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

NEW DELHI;
15 December, 2008

24 Agrahayana, 1930 (Saka)

KALYAN SINGH,
Chairman,
Standing Committee on
Rural Development.

CHAPTER I

REPORT

The Report of the Committee on Rural Development (2008-2009) deals with the action taken by the Government on the recommendations contained in their Thirty-seventh Report on Demands for Grants (2008-2009) of the Department of Drinking Water Supply (Ministry of Rural Development).

2. The Thirty-seventh Report was presented to Lok Sabha on 17 April, 2008 and was laid on the Table of Rajya Sabha on 21 April, 2008. It contained 35 recommendations/observations.

3. Action taken notes in respect of all the 35 recommendations/observations contained in the Report have been received from the Government and categorised as follows:-

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

Para Nos. 3.13, 3.14, 4.7, 4.8, 5.8, 5.11, 5.12, 5.23, 5.28, 5.29, 6.11, 6.12, 6.14, 6.15, 7.10, 7.12, 7.13, 7.14, 7.15 and 7.16

(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. 3.22, 3.23, 4.9, 4.10 and 5.26

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

Para Nos. 3.15, 3.24, 5.9, 5.10, 5.24, 5.25, 5.27, 6.13, 6.16 and 7.11

4. The Committee trust that utmost importance would be given to the implementation of the recommendations/observations accepted by the Government. In cases, where it is not possible for the Department to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non implementation. The Committee further desire

that Action Taken Notes on the recommendations/observations contained in Chapter-I and final action taken replies to the recommendations contained in Chapter-V of this report should be furnished to them at an early date.

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

A. Over-all review of allocation and utilisation of outlay

**Recommendation (Serial Nos. 4, 5 & 6
Para Nos. 3.22, 3.23 & 3.24)**

6. The Committee had recommended as under:-

“The Committee note that not only the Department are getting lesser allocation than the outlay proposed to Planning Commission, whatever amount is allocated at BE stage is further reduced at RE stage. During the year 2006-07, the outlay of Rs. 5,200 crore provided at BE stage was reduced to Rs. 4,560 crore at RE stage. Then during the year 2007-08, the BE of Rs. 6,500 crore was reduced to Rs. 6,400 crore. The releases upto 29 February 2008 were to the tune of Rs. 5,386 crore. The Committee express serious concern over the reduction of outlay at RE stage particularly when the scheme is for providing drinking water to rural masses. The Committee strongly recommend to take up the matter with the Planning Commission so that whatever allocation is made at BE stage is not reduced at the RE stage. The Department on their part should make all efforts to ensure cent percent utilization of the resources.”

(Recommendation No. 3.22)

“The Committee find from the data provided by the Department in the Outcome Budget that during the year 2006-07, Rs. 1,088.36 crore were lying as opening balances with various State Governments. As regards the State-wise position, the under-spending was more in Jharkhand where the expenditure was only 44.48 per cent followed by Punjab where 52.70 per cent of funds were lying unspent. Worst is the position in A&N Islands, Dadar and Nagar Haveli, Daman and Diu, Lakshadweep, Puducherry, Delhi and Chandigarh, where the expenditure reported is nil against the indicated releases. Further the expenditure reported under Union Government share is

76.19 per cent whereas the expenditure reported under State share is 81.40 per cent during 2006-07. During the year 2007-08, Rs. 1,803 crore have been stated to be the unspent balances in various States. The maximum unspent balances are with West Bengal i.e. Rs. 2,49,85.42 lakh, Maharashtra Rs. 2,39,10.85 lakh, Bihar Rs. 1,80,54.77 lakh, Uttar Pradesh Rs. 1,66,82.99 lakh and Madhya Pradesh Rs. 1,19,30.73 lakh. The Committee have repeatedly been expressing concern over the huge opening balances lying with the State Governments. In spite of that, the trend of opening balances persists during each year. The Committee strongly recommend to analyze the reasons in the States where the under-spending is a recurrent feature. The Department should obtain reports from all the States regarding non utilisation of funds and inform the Committee accordingly. The Committee would like the Department to indicate the specific reasons for nil utilization of outlay in some of the States/UTs."

(Recommendation No. 3.23)

"The Committee had earlier recommended (refer para 4.12 of 28th Report) for revising the format of MPRs so as to include a component wherein States furnish specific reasons for non-utilisation of resources. Such a mechanism will not only make the States responsible but would also help the Union as well as the State Governments to take timely remedial measures. The Committee while reiterating the earlier recommendation would like that the desired action on the suggested lines should be taken and the Committee apprised accordingly."

(Recommendation No. 3.24)

7. The Department in the action taken replies has stated as under:-

"The Central fund flow in this sector has increased considerably since the launch of Bharat Nirman whereas the proportionate State resources in the form of State matching share were not forthcoming from some of the States due to their financial resource crunch. The States have also been experiencing difficulties in absorbing the enhanced allocation, which has affected timely release of Central fund to the States. Accordingly, a cut of Rs. 640 crore was imposed by Ministry of Finance from the allocation of fund in the water sector keeping in view the trend of expenditure by the State during 2006-07. Besides, it is pertinent to mention here that the 2nd instalment of funds under ARWSP is released to the States after utilizing 60% of total available

funds with the States and providing matching State share. In addition, proportionate reduction is effected from the second instalment on account of less State share provided as well as unspent balance beyond permissible limit in the previous year. The Department has emphasized all States/UTs to expedite the implementation, raise the pace of expenditure and provide adequate State share so that allocated fund could be released well in time.

During 2007-08, Rs. 6,500 crore was allocated for the rural drinking water sector, which was reduced to Rs. 6,400 crore at the RE stage by Ministry of Finance keeping in view the trend of expenditure by the States against which Rs. 6,442 crore has been utilized. In fact the Department has been able to utilize the full allocation provided at the RE stages in the previous years. During 2008-09, efforts will be made to enhance the allocation at the RE stage and the same will be utilized."

Reply to Recommendation (Para No. 3.22)

"The most important reason for the States to have unspent balance is on account of slow pace of expenditure by the States. There are other reasons such as court intervention, delay in sanction of the project in time, delay in transfer of funds by the State finance Department to the PHED/implementing agencies etc. which also add to the accumulation of unspent balance. The Department has urged the States for proper planning/execution as well as timely release of funds to the implementing agency so as to keep the unspent balance within the permissible limit. As regards reporting, the monitoring mechanism has been strengthened and it has been decided to consider online reports for all purposes from 2008-09 onwards.

The UTs are not availing Central funds for coverage of habitations and mostly utilizing their own resources. However, funds have been released to them under National Rural Drinking Water Quality Monitoring & Surveillance programme for IEC, HRD activities and purchase of field test kits from 2006-07 onwards. "

Reply to Recommendation (Para No. 3.23)

"The recommendation is noted and the MPR is being suitably revised."

Reply to Recommendation (Para No. 3.24)

8. The Committee find from the reply furnished by the Department that the cut of Rs. 100 Crore was imposed at RE stage during the year 2007-08 by the Ministry of Finance keeping in view the trends of expenditure by the States. The reply further indicates that there is proportionate reduction in the allocation of outlay for States due to unspent balance beyond the permissible limit as well as lesser State share. First there is reduction in the allocation to States during a year and then the States are unable to utilise the allocated resources. The aforesaid scenario indicates that the Department itself is responsible for the cut imposed by the Ministry of Finance. The Committee have repeatedly been emphasising to review the position of under-spending State-wise and take corrective action. In the present recommendation also, the Committee have emphasised over this fact. But the Department has not bothered to analyse the State specific reasons for underspending.

In this regard, the Committee in their 28th report, presented to Parliament on 14.5.2007 had recommended to review the format of MPRs so as to include a component wherein States furnish specific reasons for the non-utilisation of resources. Although the specific suggestion to review the format of MPR was made way back in the year 2007, the Department is yet to revise the format. This indicates the non-serious attitude of the Department towards one of the most important programmes relating to drinking water in rural areas. More so, the recommendations of the Committee are also not being taken seriously by the Department. While deploring the way their recommendations are being addressed, the Committee seek a categorical reply from the Department on the issues raised in the recommendation. The reasons for not agreeing to the recommendation of the Committee should specifically be indicated.

The Committee further note that Union Territories are not availing of the funds allocated under ARWSP for coverage of habitations and are mostly utilizing their own resources. The Committee would like to be apprised of the status of coverage in each of the UTs in this regard so as to understand the reasons for not using ARWSP funds by UTs in a better way.

B. Depiction of data in respect of ARWSP

Recommendation (Serial No. 9, Para No. 4.9)

9. The Committee had recommended as under:-

“The Committee note that before 2003 survey the information was being maintained with regard to not covered habitations

and partially covered habitations. Not covered habitations were such habitations, which were mainly in the difficult geographical areas. After compilation of the data based on 2003 survey, it seems that slipped back habitations have been included in the not covered and partially covered habitations. 1,45,518 not covered and 1,94,067 partially covered habitations have been indicated as per the latest survey. There is no slipped back category as per the habitation survey results. However, during the Bharat Nirman period, there is a category of slipped back habitations. This disparity in categorization creates utter confusion with regard to the status of coverage of partially covered and not covered habitations. The Committee would like the Department to clarify the position in this regard. Besides, the Committee strongly recommend that the data for the targets and achievements with regard to slipped back category should be depicted separately and not clubbed with the data relating to not covered and partially covered habitations, so as to have a fair idea about the not covered and partially covered habitations. Besides, the Committee feel that in the latest updated data, it is difficult to find out as to how many not covered habitations are in difficult terrains where the State Governments find it difficult to cover those habitations. The Department should clarify the position in this regard. The Committee desire that the position should be made clear in the data in order to facilitate effective monitoring and implementation."

10. The Department in the action taken replies has stated as under:-

"It is clarified that the uncovered habitations included in the Bharat Nirman are the NC/PC habitations of the earlier survey i.e. the habitation survey conducted in 1992-93 subsequently updated in 1999. The remaining NC/PC habitations mentioned in the Habitation Survey 2003 are the ones which were earlier fully covered and slipped-back to NC/PC status due to increase in population, depletion of ground water table, water sources becoming quality-affected, water supply systems working below rated capacity and water supply systems outliving their design period resulting into lower per capita availability of water and therefore categorized as slipped-back habitations. Accordingly, target for slipped-back habitations has been set under Bharat Nirman and the achievement monitored separately.

A report indicating uncovered, slipped-back and quality-affected habitations separately has been devised and hosted in the Department's website."

11. The action taken reply does not address the specific query of the Committee as to how many not covered habitations as per the latest data available with the Department are in the difficult terrain. The Committee desire the response of the Department in this regard.

C. Physical progress under AWRSP

Recommendation (Serial No. 10, Para No 4.10)

12. The Committee had recommended as under:-

“The Committee note with dismay that physical performance under ARWSP of uncovered habitations is not up to the mark. The underachievement of targets for 2006-07 has been about 30 per cent and for 2007-08, it is about 70 per cent. Though the Department is optimistic about achieving the targets, the ground reality in this regard suggests otherwise. The Committee would like the Department to shun their complacent approach and undertake concrete and strict measures to ensure achievement of the targets by the States. The Committee may be apprised of the concrete action taken in this regard.”

13. The Department in the action taken replies has stated as under:-

“These habitations are mostly located in remote and difficult areas where the States are finding difficulty in covering these habitations. Out of 55,067 habitations, 36,933 habitations have already been covered by the States. In addition, about 946 habitations have reportedly become depopulated leaving a balance of about 17,188 habitations. The State Governments have been asked to cover these habitations on priority by March, 2009.”

14. Dismayed at the complacent approach of the Department despite under achievement of targets during the last two years, the Committee had recommended the Department to undertake concrete and strict measures to ensure achievement of targets by the States. The explanation given by the Government, that the uncovered habitations are mostly located in remote and difficult areas and they are finding it difficult to cover them, is not plausible.

The Committee reiterate their earlier recommendation in the matter and would like to be apprised of the concrete action taken in this regard.

D. National Rural Drinking Water Quality Management and Surveillance Programme

Recommendation (Serial No. 15, Para No. 5.12)

15. The Committee had recommended as under:-

“While examining DFG of the year 2007-08, the Committee had recommended that the Union Government should urge upon the States to set up rural local marts with the aid of district authorities where simple and low cost techniques for treating contaminated water may be marketed. The Committee reiterate their suggestion and urge them to take concrete action on the suggested lines. The Committee feel that the dangers of potentially harmful sources of water are immense and imminent and the Department need to undertake broad interventions through targeted action for better and dignified living conditions for rural populace and for promoting environment sustainability.”

16. The Department in the action taken reply has stated as under:—

“Under TSC programme, villages have provision of setting up local sanitary marts for the sale of sanitary items for construction of household and community toilets. The same sanitary marts can be used for stocking simple to use water purification technology items eg., terracotta filters, washers, etc.”

17. It is evident from the reply that under TSC programme there is a provision for setting up local sanitary marts for the sale of sanitary items for construction of household and community toilets. These sanitary marts can also be used for starting sale of drinking water purification technology items. In this regard, the Committee in the earlier recommendation had urged the Department to take concrete action to set up rural local marts. The Committee would like to be apprised as to how many marts could be set up so far State/UT wise. The Committee desire that it should be ensured that at least each district should have one such mart.

E. Sustainability of the drinking water sources and systems

Recommendation (Serial No. 1, Para No. 5.23)

18. The Committee had recommended as under :—

“xxxx since UN has prioritized access to drinking water as one of its Millennium Development Goals, the issue of sustainability of sources and the Systems has assumed prime significance. Over the years the Committee have been stressing upon the Government to evolve a comprehensive strategy in this regard. The Committee are happy to note that the Department is undertaking measures to promote sustainability through holding of seminars, workshops, conference and raising awareness through the same. The Committee, however, maintain, that while the Department should continue with such efforts, more action needs

to be taken on the ground to improve water resources management to bring about sustainability of sources and systems.”

19. The Department in the action taken reply has stated as under:—

- (i) Sustainability of sources and systems is the central focus of the Department in the 11th Plan period for ensuring potable water to the rural population on a continuous basis. For this purpose, the provisions of the core RWS programme of the Department have been revised to bring in higher component of funding to the States under Sustainability component from the existing 5% of the allocation of the States on 75:25 basis (Centre to State) to 20% of the allocation of the States on 100:0 (Centre to State) basis.
- (ii) Detailed checklists have been issued to the States and the technical officers attending the meetings of the State level Scheme Sanctioning Committees for consideration of individual RWS project at the State level have to ensure that every project sanctioned has a definite component which ensures that the scheme is sustainable on a long term basis.
- (iii) CDs on rainwater harvesting for bringing in sustainability of sources have been sent to the State Governments for their guidance.
- (iv) For improved recharge of ground water sources, hydro-geo-morphological maps have been prepared by NRSA and distributed in 10 States. Work in another 9 States is in progress.

20. The Committee appreciate the steps taken by the Department viz. enhanced allocation for core RWS programme, use of hydro-geo-morphological maps prepared by NRSA for improved recharge of ground water. However, it appears from the reply that only 19 States have been covered/are being covered. The Committee while noting that the efforts being made are in the right direction, recommend that they should be made more vigorously to ensure the improvement of water resource management all over the Country in order to bring about sustainability of sources and systems.

F. Need for a comprehensive legislation on extraction of ground water

Recommendation (Serial No. 17, Para No. 5.24)

21. The Committee had recommended as under:-

“xxxx The model legislation for control on over extraction of ground water, if and when implemented in letter and spirit by all the States can go a long way in bringing about sustainability

of sources as depletion of ground water table due to excessive and uncontrolled extraction of the water is the main cause for the sources going dry. In this regard, the Committee would draw attention to their earlier recommendation (refer para 5.11 of the 28th Report) and urge upon the Department to ensure that the said legislation is put in place by the States at the earliest since the depleting ground water table has already started threatening the availability of drinking water in both rural and urban areas. The Department in the action taken replies on Report on Demand for grants (2007-08) had expressed helplessness by stating that it has a limited role since the respective State legislatures have to decide about the legislation.

The Committee would again like the Department to interact assertively with the Ministry of Water Resources and along with them with the State Governments to emphasize upon them the need to put such a legislation in place at the earliest. The Department should also hold review meetings with the States in this regard. The Committee desire that the Department should make all efforts in coordination with the Ministry of Water Resources to motivate the State Governments to implement the said legislation in a time bound manner and keep the Committee informed about the concrete action taken in this regard.”

22. The Department in the action taken reply has stated as under:—

“A system of holding of co-ordination meetings between the Secretaries of the Department of Drinking Water Supply and the Ministry of Water Resources was started in September 2007 for bringing a mechanism for convergence of activities of both the Department of DWS and Ministry of Water Resources. In these coordination meetings, the issue of model legislation on ground water is discussed. In the States review meetings on drinking water, the issue of enactment of model legislation on ground water is also discussed.”

23. The Committee appreciate the system of holding coordination meetings between the Secretaries of the Department of Drinking Water Supply and the Ministry of Water Resources for convergence of the activities undertaken by the two Ministries. Further the Committee also take note of the fact that the issue of enactment of model legislation on ground water is also discussed at the review meetings held with the States as well as in the aforesaid coordination meetings. The Committee would like to be apprised of the number of meetings held by the Coordination Committee as well as the review meetings held with the States during the year 2007-08 and 2008-09. Besides, the Committee would also like to be apprised of

the outcome of these meetings and reaction of the States over the issue of enactment of the ground water legislation.

G. Installation of Rain Water Harvesting Structures

Recommendation (Serial No. 19, Para No. 5.26)

24. The Committee had recommended as under:—

“Further, another issue interlinked to the issue of depleting ground water table is rainwater harvesting and artificial recharge of ground water. The Committee in the previous Demands for Grant Reports had made a series of recommendations with respect to the said issue. The Committee feel that depletion of ground water table is reaching a critical level and unless urgent action is taken to promote conjunctive use of water through ground, surface and rainwater, a situation of extreme water stress and scarcity may emerge. The Committee feel that the Department should work in a proactive mode to promote rainwater harvesting on a massive scale. For this, mass awareness campaign may be launched where information about simple methods for rainwater harvesting may be disseminated widely. Besides, as suggested by the Committee in their previous Report, the Department should work with the Ministry of Water Resources and other Departments to ensure that rainwater harvesting structures are installed in all new rural constructions and encourage the State Governments to modify their building by-laws accordingly. The Committee would also like to reiterate that the issue of identifying an exclusive Private/Government Agency to give technical inputs for promoting rain water harvesting at the earliest should be taken up with each State. The names of agencies so identified should be hosted on the Department’s website. The Department may liberally involve NGOs/VOs active in the field in different regions and provide assistance to them through financial grants for the said purpose. The Committee would like the Government to seriously consider the suggestions of the Committee and take concrete actions on the suggested lines.”

25. The Department in the action taken reply has stated as under:—

“The entire focus of the Department in the Eleventh plan period is to ensure sustainability in the drinking water schemes. Conjunctive use of ground water, surface water and roof-water has therefore been the focus area for bringing in sustainability to rural drinking water supply schemes and the States are being repeatedly urged on every available forum/occasion to adopt such models. It is now one of the conditions for sanctioning of projects in the States. As mentioned earlier, a system of greater

coordination between the Department of Drinking Water Supply and the Ministry of Water Resources through meetings between the Secretaries of two organizations was started in September 2007 for bringing in more effective mechanism for greater convergence in the field of water security. For assisting the States with more technical expertise, list of technical experts has been prepared based on their technical expertise and knowledge in the sector of water and sanitation. National Seminar of Technical Experts and the State Government officials was held on 25 July, 2008 where efforts were made to concretize their role in this area."

26. The Committee in their earlier recommendations had made a series of suggestions as given below, while emphasizing the need for rain water harvesting to address the problem of depletion of ground water table:

- (i) Need for mass awareness campaign to disseminate simple methods of rain water harvesting;
- (ii) Making installation of rain water harvesting structure in new constructions compulsory and modifying the by-laws by the State Government in this regard;
- (iii) To identify an exclusive private/Government Agency to give technical inputs for providing rain water harvesting and hosting the names of the agencies on the website;
- (iv) Involvement of NGOs/VOs.

29. The Department has not responded to the aforesaid suggestions in the action taken replies. In a vague manner the coordination mechanism between the Department of Drinking Water Supply and Ministry of Water Resources, as stated in another action taken reply, has been repeated. While disapproving the way such a serious suggestion has been sidetracked by the Department, the Committee desire a categorical reply indicating the concrete action taken/proposed to be taken by the Department on each of the suggestions of the Committee.

H. Sanitation Scenario

Recommendation (Serial No. 34, Para No. 7.15)

27. The Committee had recommended as under :—

"xxx the Government do not have any data with regard to drinking water and sanitation facilities in private schools. The Committee feel that the objective of total school coverage with

regard to drinking water and sanitation cannot be achieved unless the private schools also provide these facilities. In this regard, the Committee recommend that the Department should work in coordination with the Department of Elementary Education and Ministry of HRD to see that drinking water and sanitation facilities are ensured in private schools also in rural areas. In this regard, an effective mechanism can be to provide recognition to private schools only when the building structure has adequate facility for drinking water and separate toilets for boys and girls. Not only that, there should be a regular monitoring mechanism with regard to reviewing the certification for such recognized schools so that the drinking water and sanitation facilities are ensured on a continuous basis.”

28. The Department in the action taken reply has stated as under:—

“The recommendation of the Committee to work in coordination with the Department of School Education and Literacy to ensure that drinking water and sanitation facilities are available in private schools in rural areas is accepted. The norms for mandatory provision of water and sanitation facilities for recognition and certification of private schools comes under the purview of the Ministry of Human Resource Development. In order to ensure availability provision of water and sanitation facilities in all schools including Private and Government, Government Aided, new schools constructed under SSA, States have been asked to build effective coordination mechanisms with the respective State Education Departments.”

The Committee in the earlier recommendation had suggested an important mechanism to ensure water and sanitation facilities in private schools in rural areas. It was suggested that recognition to private schools should be given only when the building structure has adequate facilities for drinking water and separate toilets for boys and girls. Instead of taking the issue with the nodal Ministry *i.e.* Ministry of Human Resource Development, the Department has tried to avoid the recommendation by stating that the issue falls under the jurisdiction of HRD Ministry. The Committee would like the Department to take up the issue urgently with the Ministry of Human Resource Development particularly when drinking water in Schools in rural areas is one of the components of Accelerated Rural Water Supply Programme (ARWSP). The Committee further desire to be apprised of the reaction of the Ministry of HRD in this regard.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 3.13)

The Committee find from the analysis of the data furnished by the Department that there has been a shortfall between the amount proposed to the Planning Commission and the actual amount provided to the Department during each year of the Tenth Plan, Eleventh Plan as a whole and the first two years of Eleventh Plan *i.e.* the years 2007-08 and 2008-09. For the Eleventh Plan, there is a huge shortfall of about Rs. 15,500 crore between the proposed allocation and the amount agreed to by the Planning Commission. The Committee are surprised with the statement of the Department that the amount has been considerably increasing over the years in absolute terms. It seems that the Department are content with the outlay provided under ARWSP even when there is considerable shortfall in the agreed to outlay during each of the year as compared to the outlay proposed by the Department there under. The Committee have repeatedly been emphasizing for providing adequate outlay for drinking water schemes in their earlier Reports. While reiterating their stand in this regard, the Committee emphasize that the Department should take up the matter with the Ministry of Finance/Planning Commission for getting adequate allocation.

Reply of the Government

It is a fact that in spite of the best efforts and continuous persuasion, the full allocation proposed by the Department has not been allocated by the Planning Commission. However, it may be stated that against the initial outlay of Rs. 13,245 crore for the 10th Plan, the actual allocation had gone to Rs. 16,845 crore, out of which Rs. 16,254 crore had actually been utilized.

During 2007-08, Rs. 6,500 crore was allocated for ARWSP which has been increased to Rs. 7,300 crore in 2008-09 by the Planning Commission. The allocation in the water sector in the 11th Plan period has been increased considerably. Nevertheless, Department will keep on pursuing with the Planning Commission.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of
Department of Drinking Water Supply (Ministry of Rural
Development)]

Recommendation (Serial No. 2, Para No. 3.14)

The Committee find that a few projects have been taken up with the external assistance in the States of Kerala, Karnataka, Maharashtra, Uttarakhand and Punjab. The Committee would like that similar initiative should be taken in the other States. Besides, as stated in the para above, the Government should provide adequate Government funding for the drinking water schemes through enhanced budgetary support from their own resources and make sincere efforts to fulfil their mandate of providing safe and adequate drinking water which is central to the livelihood system of rural people.

Reply of the Government

The State Governments have been urged to mobilize adequate funds to provide safe drinking water to the rural population from their own resources as well as external agencies, if required. Regarding taking up of externally aided projects (EAPs) by the States, the Department of Economic Affairs, Ministry of Finance is the Nodal Ministry/ Department. However, the Specific EAP proposals received from States are examined and appropriately forwarded to DEA for necessary action.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September,
2008 of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 7, Para No. 4.7)

The Committee appreciate that after the continuous pursuance of the issue with regard to finding out the ground reality in respect of coverage of habitations, the results of habitations survey 2003 could be made available and all the States have started entering the data online. The data made available by the survey was updated as on 1 April, 2007 and now the efforts are being made to update it further upto 1 April, 2008. The Secretary has further assured that during the year 2008-09, the data will be updated on a continuous basis. While complimenting the Department on the serious efforts made in this regard, the Committee would like that the efforts should be continued so that there is transparency with regard to the actual situation in respect of availability of drinking water in rural areas. The availability of updated baseline data would certainly help the country in future planning and making projections.

Reply of the Government

The State/UT Governments has been asked to update the Status of habitations as on 1.4.2008 and the States have already started the same. This updation exercise is done on yearly basis.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 8 Para No. 4.8)

The Committee further find that certain targets were fixed for uncovered and slipped back habitations during the Bharat Nirman period. The analysis of the achievements made in this regard indicates that during the first three years of Bharat Nirman period only 57 per cent of the targets could be achieved under the category of uncovered habitations while 64 per cent of the targets could be achieved under slipped back habitations. The Committee have doubts about achieving the remaining targets with the slow pace of implementation of Bharat Nirman particularly when the year 2008-09 is the last year of the programme. The Committee would like the Department to work out a strategy urgently to achieve the said targets within the stipulated time frame. The Committee may also be apprised of the same.

Reply of the Government

As per reports received from States, in the first three years starting from April 2005 under Bharat Nirman, 36,933 un-covered and 2.44 lakh slipped-back habitations have been covered and 1.04 lakh quality-affected habitations have been addressed against the target of 55,067 un-covered and 3.31 lakh slipped-back habitations to be covered and 2.17 lakh quality-affected habitations to be addressed by March, 2009. Thus, 3.85 lakh habitations have been covered/addressed. To accomplish the target under drinking water component of Bharat Nirman within the stipulated time period, appropriate strategy has been worked out which is as under :

- (a) **Uncovered habitation** : The uncovered habitations mostly located in most difficult and water stressed areas are planned to be covered by rainwater harvesting, recharge of ground water and in hilly areas by spring water harvesting and if necessary, pipeline supply from distant sources are taken up.

(b) **Slipped-back habitations** : The focus of the Department is towards ensuring sustainability in all drinking water schemes so that slippage in the covered habitations does not happen.

(c) **Quality-affected habitations:**

- (i) To tackle water quality problem, Arsenic and Fluoride contaminants affected habitations have been accorded the highest priority followed by Iron, Salinity, Nitrate and other contaminants.
- (ii) Institute of Minerals and Materials Technology (IMMT), Bhubaneswar (a CSIR institution) has been identified as nodal institute/ referral centre to address Iron contamination through use of Terracota filters (Terafil water filter systems) throughout the country. To transfer the technology and adoption of the same by the State a three-day national workshop was organized by IMMT at Bhubaneswar 13-15 on February, 2008.
- (iii) To tackle the salinity problem, various technological solutions *viz.* technologies developed by Bhabha Atomic Research Centre (BARC), Defence Research and Development Organization (DRDO), Council of Scientific and Industrial Research (CSIR), Department of Science & Technology, etc. are being used and to coordinate all these efforts to tackle salinity problem in the drinking water, Central Salt & Marine Chemicals Research Institute (CSMCRI), Bhavnagar—a CSIR laboratory has been identified as the nodal agency for the dissemination of simple/cost-effective technologies for tackling the salinity problem. The CSMCRI had organised a national workshop of concerned States on 21-22 February, 2006 at Bhavnagar to discuss various technological options for addressing salinity problem in the drinking water.
- (iv) The Nitrate affected habitations are planned to be tackled by improving sanitation and in some places by change in the pattern of usage of fertilizers, etc.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 11, Para No. 5.8)

It needless to point out that contaminated harmful sources of water in rural areas in the country may cause a severe crisis and trap the

people in vicious cycle of poverty and disease. The Committee would emphasize that all the efforts made with regard to improving the coverage status and bringing about sustainability of sources and the systems become meaningless in the absence of clean and safe drinking water. The Government should launch a nationwide awareness programme about the perils of contaminated water on the model of AIDS, Polio campaigns etc. The Department may provide inputs for the said campaign for disseminating information and sensitizing the people on the said aspect. The programme should aim at promoting linkages between water, sanitation, hygiene, health and environment policies through involvement of all stakeholders *viz.* policy makers, civil society, local authorities, NGOs and individuals in the field.

Reply of the Government

Public awareness programme with flexibility of using audio-visual, inter-personal communication, print & mass media and advertising on the issue of prevention of water pollution is being conducted through the State Governments so that the State Government could apply area-specific interventions to sensitize people on the need for clean water, safe sanitation, personal hygiene and health. In order to decentralize this policy the State Governments have been advised to amend the Village Water and Sanitation Committee's to Village Water, Sanitation, Health, Hygiene and Nutrition Committee's so that health issues would be appropriately addressed by providing safe drinking water and access to good sanitation practices.

The IEC funds provided under ARWSP, CCDU, WQM & S and TSC are flexible and state can involve NGO's, Civil Society or any other stakeholder for raising level of awareness among the rural population on water and sanitation related issues.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 14 Para No. 5.11)

As discussed during the oral evidence of the Department, a large number of grass root level workers still need to be trained under the NRDWQM and SP programme for testing water quality in village Panchayats. The Committee feel that towards this end, the Department should work in a mission mode and take all the necessary steps to complete the training within a stipulated time frame. Further, the programme may be expanded to include students from schools,

colleges, NSS, NCC Cadets and other youth organizations where the same training for testing water quality at local level and improving its quality by using simple low cost techniques for treating contaminated water may be imparted. This may help to find a practical and a lasting solution to the problem of contaminated water according to the Committee. Besides, the services of NGOs/VOs having expertise in the field may also be taken by the Department. The Committee would like the Department to take the necessary action in this direction and revise the guidelines accordingly.

Reply of the Government

The National Rural Drinking Water Quality Monitoring and Surveillance Programme envisages training of five persons from Gram Panchayat for testing of all drinking water sources in the villages. The choice of these five persons is left to the State Government. However, because of the experience gained in the implementation of the programme, over the years this Department has suggested to the States to include ASHA worker, girl student studying in high school from the village, ex-servicemen if available, GP member, Anganwadi worker, science teacher, etc. so that natural leadership in the village gets scope of management of the programme at the grass root level. However, the process of selection is flexible and these categories of persons as stated in the recommendation can be considered by the State while selecting the group of five persons from each GP for operationalising the programme at the grass root level.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 15 Para No. 5.12)

While examining DFG of the year 2007-08, the Committee had recommended that the Union Government should urge upon the States to set up rural local marts with the aid of district authorities where simple and low cost techniques for treating contaminated water may be marketed. The Committee reiterate their suggestion and urge them to take concrete action on the suggested lines. The Committee feel that the dangers of potentially harmful sources of water are immense and imminent and the Department need to undertake broad interventions through targeted action for better and dignified living conditions for rural populace and for promoting environment sustainability.

Reply of the Government

Under TSC programme, villages have provision of setting up local sanitary marts for the sale of sanitary items for construction of household and community toilets. The same sanitary marts can be used for stocking simple to use water purification technology items eg., terracotta filters, washers, etc.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 17 of Chapter-I of the Report)

Recommendation (Serial No. 16, Para No. 5.23)

The Committee would like to stress that since UN has prioritized access to drinking water as one of its Millennium Development Goals, the issue of sustainability of sources and the Systems has assumed prime significance. Over the years the Committee have been stressing upon the Government to evolve a comprehensive strategy in this regard. The Committee are happy to note that the Department are undertaking measures to promote sustainability through holding of seminars, workshops, conference and raising awareness through the same. The Committee, however, maintain, that while the Department should continue with such efforts, more action needs to be taken on the ground to improve water resources management to bring about sustainability of sources and systems.

Reply of the Government

- (1) Sustainability of sources and systems is the central focus of the Department in the 11th Plan period for ensuring potable water to the rural population on a continuous basis. For this purpose, the provisions of the core RWS programme of the Department have been revised to bring in higher component of funding to the States under Sustainability component from the existing 5% of the allocation of the States on 75:25 basis (Centre to State) to 20% of the allocation of the States on 100:0 (Centre to State) basis.
- (2) Detailed checklists have been issued to the States and the technical officers attending the meetings of the State level Scheme Sanctioning Committees for consideration of

individual RWS project at the State level has to ensure that every project sanctioned has a definite component which ensures that the scheme is sustainable on a long term basis.

- (3) CDs on rainwater harvesting for bringing in sustainability of sources have been sent to the State Governments for their guidance.
- (4) For improved recharge of ground water sources, hydro-geomorphological maps have been prepared by NRSA and distributed in 10 States. Work in another 9 States is in progress.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 20 of Chapter-I of the Report)

Recommendation (Serial No. 21, Para No. 5.28)

Panchayats have a Central role in ensuring sustainability of systems and sources, particularly when as per the mandate of the Constitution, 73rd Amendment Act all the drinking water projects are to be handed over to Panchayats. However, as informed by the Department, many State Governments have handed over the drinking water schemes on paper but in reality, the Panchayats have not taken over them. The Committee find that additional funds have been given in Twelfth Finance Commission to each and every Panchayat. In this regard, Rs. 40 crore has been distributed for operation and maintenance of water supply and sanitation projects to Panchayats. As regards the issue of equipping Panchayats with technical staff to enable these institutions to handle the huge responsibility with regard to maintenance of sources and systems, the Secretary has informed that the Department had requested the PHED staff to be deployed at least for a group of Panchayats. But there is resistance from the PHED staff and the Department are advising Panchayats to recruit their own staff. In the aforesaid scenario, the Committee conclude that much needs to be done to build the financial and functional capacity of Panchayats in this regard. There is an urgent need to take up this issue with various State Governments so that ultimately the responsibility of maintenance of systems and sources of drinking water is transferred to the Panchayats in the real sense. While appreciating the fact that the Finance Commission has allocated exclusive outlay for the maintenance

of water supply and sanitation projects, the Committee desire that the issue with regard to providing technical staff should be taken up with the State Governments. Besides, the Department should also take up the issue of equipping Panchayats in this regard with the sister Ministry *i.e.* Ministry of Panchayati Raj. The concrete action taken in this regard should be communicated to the Committee.

Reply of the Government

The issue of building financial and functional capacity of Panchayats for creating drinking water security and maintenance of the assets created properly are the core areas of the Sustainability programme. It is proposed to train State and PRI officials in all States by utilizing the services of CGWB. States have also been advised to designate Junior Engineer for a group of Panchayats so that necessary technical assistance can be rendered by him. The suggestion of the Committee for greater convergence/support with Ministry of Panchayati Raj is noted for compliance.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 22, Para No. 5.29)

The Committee had recommended as under:—

“The Committee note that the main activity to be undertaken under one of the flagship programmes of the Government *i.e.* NREGA is water conservation and water bodies. There are many watershed schemes of different Ministries/Departments under which the issues related to water conservation are being addressed. In addition, the State Governments may have their own schemes for water conservation. The Committee are of the opinion that there is an urgent need to pool together different initiatives taken by various quarters by proper coordination between the various Ministries of Union Government and the various Departments of State Governments and all other concerned so that the issue of water conservation is addressed in a mission mode. The Committee strongly recommend that Government should take all necessary measures in this regard and inform the Committee accordingly.”

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

“While National and State level Convergence of various schemes relating to water conservation and water security is being

pursued, the effective convergence at the district/block/village level is more challenging. The Department is taking up the issue with State secretaries during the State review meetings. These points are also highlighted by officers of the Department when they go to various States for reviewing the rural water supply programme in the States."

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 23, Para No. 6.11)

The Committee express concern on the inadequate access of large number of rural households in the country to basic sanitation. The Committee are perturbed to note that despite the pace of implementation of Total Sanitation Campaign picking up over the years, the percentage coverage of rural population reflects a dismal picture where only about 49.6 per cent population is covered with sanitation facilities. The Committee feel that mere approval of projects in large number of districts should not be the only criteria to determine the sanitation scenario in the country. They would recommend that in the 'International Year of Sanitation', the Department should take concerted action with a multipronged strategy to achieve the Millennium Development Goal.

Reply of the Government

The Department agrees with the concern of the Committee that mere approval of projects under TSC should not be the only criterion of progress. The Committee was informed of the number of projects approved only to give an indication that work has started in all rural districts of the country. With the pace of implementation, coverage is now estimated at around 55%. The Department accepts that about 45% of the rural population even then does not have access to toilets. With the accelerated efforts it is expected to cover the total rural population by year 2012. The approval of projects in all districts would ensure that the entire population is covered and monitored under the programme regularly for its effective implementation. The recommendations of the Committee for undertaking special programmes in the International Year of Sanitation are being taken into account. To improve on the pace of work, the following measures have been initiated:

1. Letters to all Chief Ministers from Minister for Rural Development, requesting them to take personal review of progress in their State.

2. Breaking down approved project component into monitorable annual action plan for each district and asking the States to do the same for each Block and Gram Panchayat.
3. Monthly review meeting with laggard States to sort out the problems of implementation.
4. Half yearly Review meeting with all States.
5. Support provided to laggard districts through NGOs identified by CAPART.
6. Training programmes through the 5 identified Key Resource Centers.
7. Exchange visits from laggard Districts to better performing Districts.
8. Special programmes for increased involvement of all stakeholders such as SACOSAN III conference in November 2008.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 24, Para No. 6.12)

Department have informed that TSC projects are approved for 584 rural districts of the country which implies that almost all the districts in the country are covered under TSC. However, the increase in the percentage of the people with access to basic sanitation has not been commensurate with the improvement of TSC implementation and approval of projects for large number of districts. The Committee feel that more awareness and IEC activities need to be undertaken so that more project proposals are forthcoming from the States and are implemented in letter and spirit in each district. The Committee hold that on the lines of the baseline data of habitations with drinking water facilities, the Department should evolve online system to include names of TSC projects in each district along with relevant details such as the percentage of people having access to sanitation, number of toilets, IHHL, mobile toilets constructed, status of IEC activities etc. This would help in bringing about more transparency and better monitoring to ensure that the approved projects function properly.

Reply of the Government

Coverage of all the districts of the country only implies that works in all the districts have started under TSC. Generally, TSC district projects, once sanctioned, are implemented over a period of 4-5 years. The implementation of programme is monitored for its effectiveness and progress in every district. Thus identification of poor performing districts will enable targeted intervention to increase the sanitation coverage at a higher pace in coming days. The recommendation regarding more awareness and IEC activities is accepted. IEC and awareness creation activities are essential and integral parts of the district campaigns. The States have been advised to take up IEC activities which have greater impact at field level. At the Central level also IEC programmes are being implemented through print, TV and video media. The recommendation regarding inclusion of base-line data of habitation with sanitation details is accepted and necessary action in this direction has been initiated. The progress of projects at the district level is being obtained on-line on the website of the Department. All States have also been instructed to give disaggregated data for the panchayat level and the same is being entered online.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 26, Para No. 6.14)

The Committee while examining the subject learnt that the main indicator for defining coverage is 'access to toilets to a household'. The Committee feel that there may be instances where toilets constructed may not have adequate water availability, may become dysfunctional over a period of time, the people do not have the mindset to use the toilets or they may be of a lower standard due to infrastructural constraints. The Committee urge upon the Department to broaden the scope of sanitation and ensure that all the aspects related to IEC and usage of toilets are taken into account before sanctioning amount for the projects.

Reply of the Government

The recommendation of the Committee to ensure that the aspect of usage of toilets be taken into account while monitoring projects is accepted. As regards IEC, the strategy of the programme is to make it 'community led' and 'people centered'. A "demand driven approach" is to be adopted with increased emphasis on awareness creation and

demand generation for sanitary facilities in houses, schools and for cleaner environment. To achieve this strategy, each project is provided funds for IEC activities to the extent of 15% of the project cost. A national communication strategy and plan has been developed by Government of India giving emphasis on inter personal communication at the grassroots level. The details of the communication strategy and the tools are hosted on the website *www.ddws.gov.in*. As part of this strategy motivators can be engaged at the village level for demand creation and taking up behaviour change communication. At district level, focus is provided for inter-personal communication, use of folk media and also outdoor media like wall painting, hoarding etc. The Communication and Capacity Development Units (CCDUs) has been set up at the State level to support the districts in developing a good IEC plan and also in implementing it.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 27, Para No. 6.15)

The Committee feel that with respect to sanitation, strict vigilance and monitoring play a key role. The Committee note that few States such as Manipur, Meghalaya, Punjab, Assam, J & K and Bihar are not reporting satisfactory expenditure of funds in this regard. For such States, NGOs have been identified by CAPART to help district authorities in this regard. The Committee strongly urge the Department to maintain a system of regular monitoring through review meetings as well as field visits. The services of DLMS and NLMs to ensure better utilizations of funds as well as verifying the same through physical parameters should also be used in this regard.

Reply of the Government

The recommendation of the Committee is accepted. Besides bi-annual reviews with all States, the poor performing States are being reviewed every month through video conferencing. Also, a monthly meeting is held with the North-Eastern States and special category States to sort out problems of implementation.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 29, Para No. 7.10)

The Committee have repeatedly been drawing the attention of the Department in their respective Reports to the need for coverage of all the schools in rural areas in the country under drinking water and sanitation programmes. As per the Seventh All India Education Survey, there are 8.5 lakh Government schools in rural areas in the country. As regards the status of drinking water, 84,000 rural schools are still to be provided with drinking water facility, as on 1 April, 2007. While reviewing the year-wise performance under school component of ARWSP, the Committee find that during the years 2003-04 and 2005-06, the achievement is 50 per cent. During the year 2004-05, the achievement is far below *i.e.* 30 per cent. Since 2006-07, the targets are not being fixed for coverage of schools in this regard. During the year 2007-08, out of 84,000 schools 18,000 schools could be covered. Thus 66,000 schools remained uncovered. As stated by the Department, the Government had projected to achieve full coverage by March, 2008. Even if the Government data is believed, it will take another four years to cover all the rural schools with the existing pace of coverage. The Committee further note that the ground situation in this regard may not be as projected by the Department. The Committee have repeatedly been stressing to achieve the target of full coverage of the schools within the shortest possible time. The Committee again reiterate that the country cannot wait any more in this regard. The Department have to ensure full coverage when it is a question of providing drinking water in schools. As such all the measures should be taken not only to complete the left-over targets as per the Government's data but also complete the task after reviewing the ground situation in this regard. In this regard the Committee suggest that coverage of schools should be made a component of ARWSP. The ARWSP guidelines may be suitably modified for the same.

Reply of the Government

It was agreed in the State Ministers' Conference held in January-February, 2006 that all schools in rural areas would be covered by March, 2007. Also, it was decided to cover new schools with drinking water facilities under SSA and the old schools under ARWSP/ State share. Accordingly, funds amounting to Rs. 228 crore were released to States. However, as some States had expressed their reservation regarding coverage of all rural schools by March, 2007, the timeline was extended to March, 2008. There were about 84 thousand rural schools without drinking water facilities as on 1.4.2007 out of which about 52 thousand rural schools are reported to have been covered

during 2007-08 leaving a balance of about 32 thousand schools yet to be covered. The Department has been impressing upon each State Government to cover all rural schools with drinking water and toilet facilities at the earliest. This was discussed in detail in the Conference of State Secretaries in-charge of Drinking Water Supply and Sanitation held on May 13-14, 2008 wherein Minister, Rural Development had reviewed the position and all the States have assured to cover the remaining rural schools with drinking water supply latest by December, 2008.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 31, Para No. 7.12)

The Committee note that there may be problem of slippages in the case of drinking water systems in schools also. Even when the Department have procured an elaborate online system to have current status of coverage of slippages of habitations, efforts have not been made to include the position of slippages in case of the schools. The Committee would like the Department to maintain up-to-date information about the status of coverage of schools in rural areas and also indicate it online, so as to bring transparency in this regard. Besides, the basic reason for slippages is drying of sources. In this regard, there is an urgent need to ensure rainwater harvesting structures in the schools. The Department should take up the issue with the State Governments so as to make rainwater harvesting structures in schools mandatory. Besides, there is an urgent need to pay greater attention to have roof top rainwater harvesting structures, particularly in hilly areas. The concrete actions on the suggested lines should be taken and the Committee be informed accordingly.

Reply of the Government

The State/ UT Governments have been asked to update the Status of habitations as on 1.4.2008 which *inter-alia* includes updation of status of rural schools also. The States have been impressed upon to construct rain water harvesting as well as roof top rain water harvesting structures in the schools so that once covered these schools may not slip back in future.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 32, Para No. 7.13)

With regard to the sanitation scenario in rural schools, the Committee note that a large number of States are lagging behind in this regard. As regards the roadmap for coverage of all the schools, the Committee have been informed that all the States would be able to achieve 100 per cent coverage by March, 2009 except Jammu and Kashmir, Bihar, Uttarakhand, Goa, Nagaland, Meghalaya, Assam, Manipur and Punjab. Thus, according to the Government's own projections, the total coverage would not be possible even by March 2009. Every year the Government are setting the targets for full coverage and the targets are being spilled over to the next year. The Committee have repeatedly been recommending to cover all the schools within the shortest possible time. Even if being repetitive, the Committee observe that it is a matter of shame for the country that after more than five decades of planned development, our children in the schools do not have the basic facility of toilet. The Committee again strongly recommend to take all out initiatives to ensure that all the schools in the country in rural areas have the toilet facility within the shortest possible time.

Reply of the Government

The Department is committed to cover all rural schools in all the States with toilet facilities by March, 2009. Most of the States have made significant improvement in the school sanitation coverage as the figures on annual rate of increase in the last financial year shows. Four States *viz.* Haryana, Sikkim, Mizoram, and Pondicherry have already achieved full coverage with consistent and sustained efforts in the direction. At a micro level, 124 districts of the country have achieved 100% coverage for school sanitation. The annual rate of increase in school sanitation over the last financial year for the other states including the poor performing States, indicate that they are likely to achieve the targets set for full coverage by the target date.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 33, Para No. 7.14)

The Department did not furnish any clarification on the issue of providing separate toilet blocks for girls in co-educational schools. The Committee strongly recommend that an element of gender sensitivity should also be included in all projects of TSC by providing separate

toilet blocks so as to provide privacy and dignity to girl students in rural areas. The Department should take concrete action in this regard and inform the Committee accordingly.

Reply of the Government

All Projects have been approved with targets for separate toilets for girls and boys as the minimum basic need.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 34, Para No. 7.15)

The Committee, further, note that the Government do not have any data with regard to drinking water and sanitation facilities in private schools. The Committee feel that the objective of total school coverage with regard to drinking water and sanitation cannot be achieved unless the private schools also provide these facilities. In this regard, the Committee recommend that the Department should work in coordination with the Department of Elementary Education and Ministry of HRD to oversee that drinking water and sanitation facilities are ensured in private schools also in rural areas. In this regard, an effective mechanism can be to provide recognition to private schools only when the building structure has adequate facility for drinking water and separate toilets for boys and girls. Not only that, there should be a regular monitoring mechanism with regard to reviewing the certification for such recognized schools so that the drinking water and sanitation facilities are ensured on a continuous basis.

Reply of the Government

The recommendation of the Committee to work in coordination with the Department of School Education and Literacy to ensure that drinking water and sanitation facilities are available in private schools in rural areas is accepted. The norms for mandatory provision of water and sanitation facilities for recognition and certification of private schools comes under the purview of the Ministry of Human Resource Development. In order to ensure availability provision of water and sanitation facilities in all schools including Private and Government, Government Aided, new schools constructed under SSA, States have been asked to build effective coordination mechanisms with the respective State Education Departments.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 35, Para No. 7.16)

The Committee further feel that there is an urgent need to include the various issues related to contamination of water, sanitation, water conservation and menstrual hygiene for girls in the schools ensured. Besides, various issues related to contamination of water along with the cost effective techniques to treat the water contamination, particularly due to iron and saline contaminants should not only be ensured in the books as part of the curriculum but can also form part of the practicals of Science & Technology syllabus of the students, particularly when the kits for treating water in this regard are not so expensive. In this regard, the Department should take up the matter with the Ministry of HRD. The Committee strongly feel that children are the best medium to give message to community as a whole. As such all the aforesaid experiments would go a long way in finding a long lasting solution to the problem of contamination of water and sanitation. The Department should work in consultation with Sarva Shiksha Abhiyan and Department of Elementary Education to disseminate information in this regard.

Reply of the Government

A comprehensive Health and Hygiene Education programme is being undertaken in schools in coordination with other Departments *viz.*—Department of Education (Sarva Shiksha Abhiyan), Ministry of Health and Family Welfare, and the UNICEF. These include the areas of health, hygiene (personal, environmental), use, cleaning and operation and maintenance of school toilets, water conservation, water testing, environment conservation activities in school and community. Health and Hygiene Education awareness level in schools is also an essential criteria for awarding of the Nirmal Gram Puruskar (NGP) to the GPs.

The Department has undertaken intersectoral convergence initiatives with programmes of other Ministries at Central and State level—*viz.* Kishori Shakti Yojana of Women and Child Development, Curriculum Development, teacher training, food and personal hygiene education with Sarva Shiksha Abhiyan (SSA) and Mid-day meal programme of Department of School Education & Literacy, School Health programme under National Rural Health Mission for effective implementation of SSHE programme.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September,
2008 of Department of Drinking Water Supply
(Ministry of Rural Development)]

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 COMMITTEE

Recommendation (Serial No. 4, Para No. 3.22)

The Committee note that not only the Department are getting lesser allocation than the outlay proposed to Planning Commission, whatever amount is allocated at BE stage is further reduced at RE stage. During the year 2006-07, the outlay of Rs. 5,200 crore provided at BE stage was reduced to Rs. 4,560 crore at RE stage. Then during the year 2007-08, the BE of Rs. 6,500 crore was reduced to Rs. 6,400 crore. The releases upto 29 February 2008 were to the tune of Rs. 5,386 crore. The Committee express serious concern over the reduction of outlay at RE stage particularly when the scheme is for providing drinking water to rural masses. The Committee strongly recommend to take up the matter with the Planning Commission so that whatever allocation is made at BE stage is not reduced at the RE stage. The Department on their part should make all efforts to ensure cent percent utilization of the resources.

Reply of the Government

The central fund flow in this sector has increased considerably since the launch of Bharat Nirman whereas the proportionate State resources in the form of State matching share was not forthcoming from some of the States due to their financial resource crunch. The States have also been experiencing difficulties in absorbing the enhanced allocation, which has affected timely release of central fund to the States. Accordingly, a cut of Rs. 640 crore was imposed by Ministry of Finance from the allocation of fund in the water sector keeping in view the trend of expenditure by the State during 2006-07. Besides, it is pertinent to mention here that the 2nd installment of funds under ARWSP is released to the States after utilizing 60% of total available funds with the States and providing matching State share. In addition, proportionate reduction is effected from the second installment on account of less State share provided as well as unspent balance beyond permissible limit in the previous year. The Department has emphasized all States/UTs to expedite the implementation, raise the pace of expenditure and provide adequate State share so that allocated fund could be released well in time.

During 2007-08, Rs. 6,500 crore was allocated for the rural drinking water sector, which was reduced to Rs. 6,400 crore at the RE stage by Ministry of Finance keeping in view the trend of expenditure by the State against which Rs. 6,442 crore has been utilized. In fact, the department has been able to utilize the full allocation provided at the RE stages in the previous years. During 2008-09, efforts will be made to enhance the allocation at the RE stage and the same will be utilized.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 8 of Chapter-I of the Report)

Recommendation (Serial No. 5, Para No. 3.23)

The Committee find from the data provided by the Department in the Outcome Budget that during the year 2006-07, Rs. 1,088.36 crore were lying as opening balances with various State Governments. As regards the State-wise position, the under spending was more in Jharkhand where the expenditure was only 44.48 per cent followed by Punjab where 47.30 per cent of funds were lying unspent. Worst is the position in A&N Islands, Dadar and Nagar Haveli, Daman and Diu, Lakshadweep, Puducherry, Delhi and Chandigarh, where the expenditure reported is nil against the indicated releases. Further the expenditure reported under Union Government share is 76.19 per cent whereas the expenditure reported under State share is 81.40 per cent during 2006-07. During the year 2007-08, Rs. 1,803 crore have been stated to be the unspent balances in various States. The maximum unspent balances are with West Bengal *i.e.* Rs. 2,49,85.42 lakh, Maharashtra Rs. 2,39,10.85 lakh, Bihar Rs. 1,80,54.77 lakh, Uttar Pradesh Rs. 1,66,82.99 lakh and Madhya Pradesh Rs. 1,19,30.73 lakh. The Committee have repeatedly been expressing concern over the huge opening balances lying with the State Governments. In spite of that, the trend of opening balances persists during each year. The Committee strongly recommend to analyze the reasons in the States where the under-spending is a recurrent feature. The Department should obtain Reports from all the States regarding non-utilisation of funds and inform the Committee accordingly. The Committee would like the Department to indicate the specific reasons for nil utilization of outlay in some of the States/UTs.

Reply of the Government

The most important reason for the States to have unspent balance is on account of slow pace of expenditure by the States. There are other reasons such as court intervention, delay in sanction of the project in time, delay in transfer of funds by the State Finance Department to the PHED/implementing agencies etc. which also add to the accumulation of unspent balance. The department has urged the States for proper planning/execution as well as timely release of funds to the implementing agency so as to keep the unspent balance within the permissible limit. As regards reporting, the monitoring mechanism has been strengthened and it has been decided to consider online reports for all purposes from 2008-09 onwards.

The UTs are not availing central funds for coverage of habitations and mostly utilizing their own resources. However, funds have released to them under National Rural Drinking Water Quality Monitoring & Surveillance programme for IEC, HRD activities and purchase of field test kits from 2006-07 onwards.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 8 of Chapter-I of the Report)

Recommendation (Serial No. 9, Para No. 4.9)

The Committee note that before 2003 survey the information was being maintained with regard to not covered habitations and partially covered habitations. Not covered habitations were such habitations, which were mainly in the difficult geographical areas. After compilation of the data based on 2003 survey, it seems that slipped back habitations have been included in the not covered and partially covered habitations. 1,45,518 not covered and 1,94,067 partially covered habitations have been indicated as per the latest survey. There is no slipped back category as per the habitation survey results. However, during the Bharat Nirman period, there is a category of slipped back habitations. This disparity in categorization creates utter confusion with regard to the status of coverage of partially covered and not covered habitations. The Committee would like the Department to clarify the position in this regard. Besides, the Committee strongly recommend that the data for the targets and achievements with regard to slipped back category

should be depicted separately and not clubbed with the data relating to not covered and partially covered habitations, so as to have a fair idea about the not covered and partially covered habitations. Besides, the Committee feel that in the latest updated data, it is difficult to find out as to how many not covered habitations are in difficult terrains where the State Governments find it difficult to cover those habitations. The Department should clarify the position in this regard. The Committee desire that the position should be made clear in the data in order to facilitate effective monitoring and implementation.

Reply of the Government

It is clarified that the un-covered habitations included in the Bharat Nirman are the NC/PC habitations of the earlier survey *i.e.* the habitation survey conducted in 1992-93 subsequently updated in 1999. The remaining NC/PC habitations mentioned in the Habitation Survey 2003 are the ones which were earlier fully covered and slipped-back to NC/PC status due to increase in population, depletion of ground water table, water sources becoming quality-affected, water supply systems working below rated capacity and water supply systems outliving their design period resulting in to lower per capita availability of water and therefore categorized as slipped-back habitations. Accordingly, target for slipped-back habitations has been set under Bharat Nirman and the achievement monitored separately.

A report indicating un-covered, slipped-back and quality-affected habitations separately has been devised and hosted in the department's website.

[O.M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please *see* Para No. 11 of Chapter-I of the Report)

Recommendation (Serial No. 10, Para No. 4.10)

Further, the Committee note with dismay that physical performance under ARWSP of uncovered habitations is not up to the mark. The underachievement of targets for 2006-07 has been about 30 per cent and for 2007-08, it is about 70 per cent. Though the Department are optimistic about achieving the targets, the ground reality in this regard suggests otherwise. The Committee would like the Department to shun

their complacent approach and undertake concrete and strict measures to ensure achievement of the targets by the States. The Committee may be apprised of the concrete action taken in this regard.

Reply of the Government

These habitations are mostly located in remote and difficult areas and the States are finding difficulty in covering these habitations. Out of 55,067 habitations, 36,933 habitations have already been covered by the States. In addition, about 946 habitations have reportedly become depopulated leaving a balance of about 17,188 habitations. The State Governments have been asked to cover these habitations on priority by March, 2009.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 14 of Chapter-I of the Report)

Recommendation (Serial No. 19, Para No. 5.26)

Further, another issue interlinked to the issue of depleting ground water table is rainwater harvesting and artificial recharge of ground water. The Committee in the previous Demands for Grant Reports had made a series of recommendations with respect to the said issue. The Committee feel that depletion of ground water table is reaching a critical level and unless urgent action is taken to promote conjunctive use of water through ground, surface and rainwater, a situation of extreme water stress and scarcity may emerge. The Committee feel that the Department should work in a proactive mode to promote rainwater harvesting on a massive scale. For this, mass awareness campaign may be launched where information about simple methods for rainwater harvesting may be disseminated widely. Besides, as suggested by the Committee in their previous Report, the Department should work with the Ministry of Water Resources and other Departments to ensure that rainwater harvesting structures are installed in all new rural constructions and encourage the State Governments to modify their building by-laws accordingly. The Committee would also like to reiterate that the issue of identifying an exclusive Private/ Government Agency to give technical inputs for promoting rainwater harvesting at the earliest should be taken up with each State. The names of agencies so identified should be hosted on the Department's

website. The Department may liberally involve NGOs/VOs active in the field in different regions and provide assistance to them through financial grants for the said purpose. The Committee would like the Government to seriously consider the suggestions of the Committee and take concrete actions on the suggested lines.

Reply of the Government

The entire focus of the Department in the XI plan period is to ensure sustainability in the drinking water schemes. Conjunctive use of ground water, surface water and roof-water has therefore been the focus area for bringing in Sustainability to rural drinking water supply schemes and the States are being repeatedly urged on every available forum/occasion to adopt such models. It is now one of the conditions for sanctioning of projects in the States. As mentioned earlier, a system of greater co-ordination between the Department of Drinking Water Supply and the Ministry of Water Resources through meetings between the Secretaries of two organizations was started in September 2007 for bringing in more effective mechanism for greater convergence in the field of water security. For assisting the States with more technical expertise, list of technical experts has been prepared based on their technical expertise and knowledge in the sector of water and sanitation. National Seminar of Technical Experts and the State Government officials was held on 25/7/2008 where efforts were made to concretize their role in this area.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 26 of Chapter-I of the Report)

CHAPTER V

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

Recommendation (Serial No. 3, Para No. 3.15)

Further, during the oral evidence, the Secretary pointed out that some of the States face difficulties in providing 50 percent matching share due to the fund constraints. The Committee would like the Department to undertake a detailed and comprehensive exercise to identify such States, which are facing resource crunch in consultation and collaboration with Ministry of Finance as well as the Planning Commission particularly, when the important question of providing drinking water to rural masses is involved. After having the detailed report, the Department should find out the mechanism to assist some of the specific concerns of special category of States, which do not have the capacity to pay 50 per cent matching share under the programme. The Union Government should take the desired action in this regard.

Reply of the Government

Some of the North Eastern States and Jammu & Kashmir find it difficult to provide the matching State share. Moreover, these States have requested to change the funding pattern from the existing 50:50 to 90:10 between Central and State Governments. Accordingly, a proposal for changing the funding pattern from the existing 50:50 to 90:10 between Central and State Governments for the above mentioned States has been initiated by the Department. Recently the Government has approved the proposal for changing of funding pattern for the North Eastern States & J & K from the existing 50:50 between the Centre & the States to 90:10 between the Centre & the States.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September,
2008 of Department of Drinking Water Supply
(Ministry of Rural Development)]

Recommendation (Serial No. 6, Para No. 3.24)

The Committee had earlier recommended (refer para 4.12 of 28th Report) revising the format of MPRs so as to include a component

wherein States furnish specific reasons for non-utilisation of resources. Such a mechanism will not only make the States responsible but would also help the Union as well as the State Governments to take timely remedial measures. The Committee while reiterating the earlier recommendation would like that the desired action on the suggested lines should be taken and the Committee apprised accordingly.

Reply of the Government

The recommendation is noted and the MPR is being suitably revised.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Comments of the Committee

(Please *see* Para No. 8 of Chapter I of the Report)

Recommendation (Serial No. 12, Para No. 5.9)

Besides creating awareness, the problem of contaminated water which has emerged as a serious threat to the livelihood systems of rural poor, itself needs to be tackled on a priority basis. While continuing the initiatives being taken with regard to the treatment of contaminated water, there is an urgent need to focus on preventive measures to check water contamination. In this regard, the Committee would like to emphasize the urgent need for legislative measures to check the tendency of industries to dump the effluents back into the ground without treating, which is contaminating the ground water and is a serious threat to the agriculture and environment. The Secretary, during the course of oral evidence, has informed that the Department is working on a draft Model Legislation, in order to address the aforesaid issue. The Committee strongly recommend that the Model Legislation should be drafted in consultation with the experts, policy makers, all the related Ministries, State Governments and all the stakeholders expeditiously. The proposed legislation should provide for punitive measures against the offence of polluting drinking water sources.

Reply of the Government

The Department agrees with the recommendation of the Committee that protection of drinking water sources from pollution is one of the

key issues for bringing in sustainability through maintenance of quality of drinking water. Experts, Policy makers, related Ministries, Organizations such as Central Pollution Control Board (CPCB), Bureau of Indian Standards (BIS), Ministry of Water Resources, Department of S&T, CSIR, Central Ground Water Board, Ministry of Urban Development, Ministry of Law, reputed NGOs and representatives of State Pollution control Board have participated in a National Workshop for Protection of drinking water sources held in New Delhi on 10th May, 2008 to discuss a Model Legislation on protection of drinking water process. Further follow up action on the recommendations of the National Workshop is underway.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 13, Para No. 5.10)

Further, the Committee are perturbed to note the dismal performance of quality-affected habitations under the Bharat Nirman programme, wherein all quality-affected habitations were to be covered by 2008-09. However, the performance of quality-affected habitations indicate only about 50 per cent achievement so far with only one year of the Bharat Nirman programme remaining. The Committee take strong exception on the under achievement of targets in such a critical area. The Committee desire that the Department should take all measures to ensure that all the remaining quality affected habitations are addressed on a priority basis by chalking out an immediate Action Plan in this regard.

Reply of the Government

All arsenic and most of the fluoride affected habitations have already been addressed. The issues of addressing salinity and nitrate by dilution and iron by environment friendly technologies like terracotta based filtration system have been suggested to the State Governments. The State Government officials have also been offered training as to how to apply the low cost and environment friendly technologies the performance of poor performing States under Bharat Nirman programme including those which have performed poorly in respect of addressing water quality affected habitations was reviewed in a national level review meeting in July 2008. Further follow up action on the basis of the deliberations of the meeting is in progress.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 17, Para No. 5.24)

The model legislation for control on over extraction of ground water, if and when implemented in letter and spirit by all the States can go a long way in bringing about sustainability of sources as depletion of ground water table due to excessive and uncontrolled extraction of the water is the main cause for the sources going dry. In this regard, the Committee would draw attention to their earlier recommendation (refer para 5.11 of the 28th Report) and urge upon the Department to ensure that the said legislation is put in place by the States at the earliest since the depleting ground water table has already started threatening the availability of drinking water in both rural and urban areas. The Department in the action taken replies on Report on Demand for Grants (2007-08) had expressed helplessness by stating that it has a limited role since the respective State legislatures have to decide about the legislation.

The Committee would again like the Department to interact assertively with the Ministry of Water Resources and along with them with the State Governments to emphasize upon them the need to put such a legislation in place at the earliest. The Department should also hold review meetings with the States in this regard. The Committee desire that the Department should make all efforts in coordination with the Ministry of Water Resources to motivate the State Governments to implement the said legislation in a time bound manner and keep the Committee informed about the concrete action taken in this regard.

Reply of the Government

A system of holding of co-ordination meetings between the Secretaries of the Department of Drinking Water Supply and the Ministry of Water Resources was started in September 2007 for bringing a mechanism for convergence of activities of both the Department of DWS and Ministry of Water Resources. In these co-ordination meetings, the issue of model legislation on ground water is discussed. In the States review meetings on drinking water, the issue of enactment of model legislation on ground water is also discussed.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September,
2008 of Department of Drinking Water Supply
(Ministry of Rural Development)]

Comments of the Committee

(Please see Para No. 23 of Chapter-I of the Report)

Recommendation (Serial No. 18, Para No. 5.25)

The Committee further note that over extraction of ground water in urban areas by big builders, industrial houses etc. adversely affect the availability of water in rural areas. The Committee desire that the issue should be addressed in the model legislation being worked out by the Ministry as stated by the Secretary and referred to in the earlier para of the report, so as to have relevant provisions in the building by-laws of the various State Governments in this regard.

Reply of the Government

The issue of Common property rights on water will be given consideration in the draft model legislation on protection of drinking water sources. Further action on this is under process.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 20, Para No. 5.27)

With regard to ensuring that States utilize 5 per cent amount under ARWSP earmarked for sustainability, the Committee have been recommending to the Department to ensure accountability from the States by evolving appropriate mechanisms in this regard. The Committee have learnt that there is a proposal to increase the said amount from 5 to 20 per cent. The Committee urge that the Department should carry out the necessary groundwork before such a proposal is implemented as presently even 5 per cent of the amount is not being utilised. The Committee desire that the Department should consider providing incentives/grants separately to the States to promote sustainability measures and conjunctive use of water.

Reply of the Government

The Government has decided to revise the ARWSP scheme by increasing the component under sustainability from the existing 5% of the State's allocation on 75:25 basis (Centre to State) to 20% of the allocation on 100:0 basis (Centre to State). The RWSP guidelines mentioning this important modification and other modifications are currently under preparation.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 25, Para No. 6.13)

Further with respect to spreading awareness about hygienic and sanitation practices to ensure that toilets constructed are actually used for the purpose, the Committee recommend that the curriculum in schools and colleges may be suitably modified to include good practices in water and sanitation habits. This would create more awareness about the programme and generate more demand, which is crucial to the success of the programme.

Reply of the Government

The suggestions are accepted. The recommendation to include good water and sanitation habits in an effective way in the curriculum noted will be taken up with the Department of School Education and Literacy and the State Governments. In co-ordination with Department of School Education and UNICEF, a programme has been worked out for advocacy of safe hygiene practices during mid-day meal in schools in October 2008. Also, UNICEF is preparing a booklet on safe water and sanitation practices for schools children for circulation.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 28, Para No. 6.16)

The Committee appreciate the initiative taken by the Department to encourage PRIs in sanitation promotion by awarding Nirmal Gram Puraskar to a PRI which completely eliminates the practice of open defecation, provide water supply and toilet facility to schools and anganwadis and maintains general cleanliness. The number of PRIs who have won the Nirmal Gram Puraskar has risen from 38 in 2005 to 5000 last year. The Committee are happy to note that over 32000 applications from villages all over the country have been received by the Department for the current year. Besides rewarding the villages in this regard, the State of Sikkim has surpassed all records by being the only State declared totally sanitized in spite of the difficult geographical conditions. The Committee hope and trust that the remaining States will emulate the best practices being adopted by the Nirmal Gram Puraskar winner PRIs. Besides, other States will follow Sikkim, which has shown the way to the country by being the best State in respect of sanitation. The Department have informed that monitoring of such villages by UNICEF is being done. The Committee would like that the Department should also have some sort of mechanism for regular monitoring of the awarded villages and the State of Sikkim.

Reply of the Government

The recommendation of the Committee is accepted. Mechanism is being devised to induce sustainability of sanitation status of NGP villages. All States have been asked to check the status of the NGP villages. They have been asked to designate all such villages as Training Centers, so that others can visit and learn from the good practices of NGP villages.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

Recommendation (Serial No. 30, Para No. 7.11)

The Committee note with satisfaction that during the year 2008-09, the Hon'ble Finance Minister has made an announcement of special scheme of Rs. 200 crore to improve the potability of water for school children at school level by providing for stand alone purification system. The Committee would like the Department to make sincere efforts for meaningful utilisation of the outlay.

Reply of the Government

A high level Technical Committee under the Chairmanship of Secretary Department of Science and Technology has been formed to suggest list of Technologies with price range which can be adopted by the State Government while providing these stand along water purification system in the Rural School. The Committee will be finalizing their recommendation shortly. Meanwhile the expenditure sanction for the Scheme is being considered in the EFC meeting chaired by the Secretary, Department of Expenditure in a meeting on 20th August, 2008. The expenditure sanction for the scheme has since been obtained. Further follow up action for operationalising the scheme is underway.

[O. M. No. H. 11011/4/2008-DWS-III, dated: 1 September, 2008 of Department of Drinking Water Supply (Ministry of Rural Development)]

NEW DELHI;
15 December, 2008

24 Agra Hayana, 1930 (Saka)

KALYAN SINGH,
Chairman,
Standing Committee on
Rural Development.

APPENDIX I

COMMITTEE ON RURAL DEVELOPMENT (2008-2009)

MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 15 DECEMBER, 2008

The Committee sat from 1500 hrs. to 1600 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri Mani Charenamei
3. Shri Sandeep Dikshit
4. Shri Hannan Mollah
5. Shri D. Narbula
6. Shrimati Jyotirmoyee Sikdar

Rajya Sabha

7. Shri Balihari Babu
8. Smt. T. Ratna Bai
9. Shri Prabhat Jha
10. Dr. Chandan Mitra
11. Shri P.R. Rajan
12. Ms. Sushila Tiriya

SECRETARIAT

1. Shri P.K. Grover — *Joint Secretary*
2. Shrimati Sudesh Luthra — *Director*
3. Shri A.K. Shah — *Deputy Secretary-II*
4. Shri Vinod Gupta — *Under Secretary*

2. At the outset, the Hon'ble Chairman welcomed the members to the sitting of the Committee convened for consideration and adoption of three draft action taken reports on Demands for Grants (2008-2009) of the Department of Land Resources, Drinking Water Supply and Rural Development of the Ministry of Rural Development.

3. The Committee, thereafter, took up for consideration the Memorandum Nos. 2, 3 and 4 regarding draft reports on action taken by the Government on recommendations/observations contained in Thirty-sixth, Thirty-seventh and Thirty-fifth Reports of the Committee on Demands for Grants (2008-2009) in respect of Departments of Land Resources, Drinking Water Supply and Rural Development under the Ministry of Rural Development. The Committee after deliberations adopted the aforesaid draft action taken Reports with a slight modification in the draft action taken Report of the Department of Rural Development.

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

The Committee, then, adjourned.

APPENDIX II
(vide Para 4 of the Introduction)

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

I.	Total number of recommendations	35
II.	Recommendations which have been accepted by the Government:—	20
	Para Nos. 3.13, 3.14, 4.7, 4.8, 5.8, 5.11, 5.12, 5.23, 5.28, 5.29, 6.11, 6.12, 6.14, 6.15, 7.10, 7.12, 7.13, 7.14, 7.15 and 7.16	
	Percentage to the total recommendations	(57.14%)
III.	Recommendations 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:—	5
	Para Nos. 3.22, 3.23, 4.9, 4.10 and 5.26	
	Percentage to the total recommendations	(14.28%)
V.	Recommendations in respect of which final replies of the Government are still awaited:—	10
	Para Nos. 3.15, 3.24, 5.9, 5.10, 5.24, 5.25, 5.27, 6.13, 6.16 and 7.11	
	Percentage to the total recommendations	(28.57%)