

17

**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2010-2011)**

FIFTEENTH LOK SABHA

**MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF DRINKING WATER AND
SANITATION)**

**DEMANDS FOR GRANTS
(2010-2011)**

*[Action Taken by the Government on the recommendations contained
in the Eighth Report (Fifteenth Lok Sabha) on Demands for Grants
(2010-11) of the Ministry of Rural Development (Department of
Drinking Water and Sanitation)]*

SEVENTEENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2011/Phalguna, 1932 (Saka)

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RURAL DEVELOPMENT
(2010-2011)

(FIFTEENTH LOK SABHA)

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(DEPARTMENT OF DRINKING WATER AND
SANITATION)

*[Action Taken by the Government on the recommendations contained
in the Eighth Report (Fifteenth Lok Sabha) on Demands for Grants
(2010-11) of the Ministry of Rural Development (Department of
Drinking Water and Sanitation)]*

Presented to Lok Sabha on

Laid in Rajya Sabha on



LOK SABHA SECRETARIAT
NEW DELHI

March, 2011/Phalguna, 1932 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2010-2011)

Shrimati Sumitra Mahajan — *Chairperson*

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Lok Sabha

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3. Shri Kunvarjibhai Mohanbhai Bavalia
4. Shri Sanjay Dhotre
5. Shri Sandeep Dikshit
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8. Shri Raghuvir Singh Meena
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SECRETARIAT

1. Shri A. Louis Martin — *Joint Secretary*
2. Shri Shiv Singh — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Shri Ravi Kant Prasad Sinha — *Committee Assistant*

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2010-2011) having been authorised by the Committee to submit the Report on their behalf, present the Seventeenth Report on the action taken by the Government on the recommendations contained in the Eighth Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha) on Demands for Grants (2010-11) of the Department of Drinking Water & Sanitation (Ministry of Rural Development).

2. The Eighth Report (Fifteenth Lok Sabha) was presented to Lok Sabha on 16 April, 2010. The replies of the Government to all the recommendations contained in the Report were received on 2 August, 2010.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 6 January, 2011.

4. An analysis of the action taken by the Government on the recommendations contained in the Eighth Report of the Committee (Fifteenth Lok Sabha) is given in **Appendix-III**.

NEW DELHI;
25 February, 2011

6 Phalgun, 1932 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on Rural Development.

CHAPTER I

REPORT

This Report of the Committee on Rural Development (2010-11) deals with the action taken by the Government on the recommendations contained in their Eighth Report on Demands for Grants (2010-11) of the Department of Drinking Water and Sanitation (Ministry of Rural Development) which was presented to Lok Sabha on 16 April, 2010.

2. Action taken replies have been received from the Government in respect of all the 26 recommendations which have been categorised as follows:—

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

Para Nos.: 2.3, 3.10, 3.13, 3.17, 3.21, 4.8, 4.10, 4.17, 4.19, 4.20, 4.21, 4.31, 4.32, 4.35, 4.36, 5.9, 5.15, 5.16 and 5.35

(ii) Chapter III Recommendations which the Committee do not desire to pursue in view of Government's replies:

Para No.: 4.18

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

Para No.: 5.21

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

Para Nos. : 4.5, 4.27, 5.20, 5.22 and 5.31.

3. The Committee desire that final reply in respect of recommendations (paragraph nos. 4.5, 4.27, 5.20, 5.22 and 5.31) for which only

interim replies have been given by the Government should be furnished within three months after presentation of this Report.

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

A. Functioning of Steering Committee

Recommendation (Serial No. 5, Para No. 3.21)

5. The Committee had recommended as under:—

“The Committee would like to be apprised of the outcome of the proposed Steering Committee which is to prepare the strategic plan for the remaining two years of the current plan and also during the 12th and 13th Five Year Plans. The Committee also recommend that this Steering Committee should also analyse the performance of the Department so far during first three years of the current Five Year Plan. The Department, therefore, should obtain Utilization Certificates from all the States and Union territories and take suitable corrective measures and inform the Committee accordingly.”

(Recommendation Para No. 3.21)

6. The Department in the action-taken reply have stated as under:—

“The Steering Committee of the Department headed by the Secretary, DWS held it’s first meeting on 27/4/2010. Two Working Groups, one for rural drinking water under the chairmanship of Joint Secretary (DWS) and the other for sanitation under Joint Secretary (Sanitation) have also been constituted. The first meetings of the two Working Groups were held on 3rd and 4th June, 2010 respectively. The Department has also decided to hold four regional consultative workshops and a national workshop by involving all stakeholders, viz. representatives of State Governments, PRIs, civil society, experts, NGOs, VWSCs, etc. The first regional workshop was held on 18th June, 2010 at Chandigarh and the second on 9th July, 2010 at Bangalore. As recommended by the Standing Committee, the Steering Committee is analyzing the

performance of the Department while laying down its future strategies and implementation plan.

As regards the National Rural Drinking Water Programme, one of the important conditions is submission of Utilization Certificates of funds released in the previous year for the release of 2nd installment to States. Without the UC, the 2nd installment cannot be released to the States. However, some UCs are pending for releases made under natural calamity component of NRDWP, water quality monitoring & surveillance, Swajaldhara, etc. for which concerned States are being requested through meetings, video-conferences, letters etc. to furnish the UCs.”

(Reply to Recommendation Para No. 3.21)

7. The Committee had specifically desired to be apprised of the outcome of the Steering Committee proposed to be set up to prepare strategic plan for the remaining period of the current Plan and also for succeeding 12th Plan and 13th Plan periods. The Committee had further recommended that the proposed Steering Committee should also analyse the performance of the Department so far during the current Plan. The Committee find it rather strange that the Steering Committee has held only one meeting in April, 2010 and the Steering Committee is stated to be in the process of analysing the performance of the Department while laying down future strategies and implementation Plan. While stressing the need for expeditious action on the part of the Steering Committee in a time bound manner, the Committee would like to know the specific plans formulated by the Steering Committee so far and its assessment of the performance of the Department.

B. Coverage of Anganwadi toilets

Recommendation (Serial No. 7, Para No. 4.8)

8. The Committee had recommended as under:—

“The Committee learn that Anganwadi Kendras are sanctioned by the Government of India and out of 13.56 lakh Anganwadi Kendras in the Country, 1.23 lakh Anganwadi Kendras still do not have

facility of toilets. The Committee, therefore, urge the Department to take up construction of Anganwadi toilets with the States which are lagging behind and also provide funds for their construction in Anganwadi Kendras which are being run in the private buildings also as these Kendras are sanctioned by the Government.”

(Recommendation Para No. 4.8)

9. The Department in the action-taken reply have stated as under:—

“As per the progress reported by States through online monitoring system, 1.06 lakh Anganwadi Kendras in the country are yet to be provided with sanitation facilities vis-à-vis project objectives as on May 2010. One of the reasons for non-completion of project objectives was non-revision of assistance provided under the campaign for construction of child friendly toilet since 1999. The same has since been revised from Rs.5,000 to Rs.8,000 (Rs.10,000 for hilly and difficult areas) since 1.4.2010. The revision is expected to accelerate the pace of sanitation coverage in Anganwadi Kendras.

As regards funds for Anganwadi Kendras in private buildings, TSC guidelines as provisions as follows:

...Those Anganwadis, which are in private buildings, the owner must be asked to construct the toilet as per design, and, he/she may be allowed to charge enhanced rent for the building to recover the cost of construction. Alternatively, the toilet may be constructed from revolving fund component under the TSC and, suitable deductions made from the monthly rental paid to the owner to recover the cost over a period of time.

For new buildings, which are going to be hired for Anganwadis, buildings having baby friendly toilet facility only should be hired.”

(Reply to Recommendation Para No. 4.8)

10. Taking note of the fact that as many as 1.23 lakh Anganwadi Kendras lacked facility of toilets, the Committee had urged the Department to take up the issue of construction of Anganwadi toilets with those States which were lagging behind. The Department in their Action Taken Reply have stated that as per the progress reported by the States, 1.06 lakh Anganwadi Kendras in the country are yet to be provided sanitation facilities as on May, 2010. The Department have also stated that the revision in the quantum of assistance from Rs. 5000 to Rs. 8000 (Rs. 10,000 for hilly and difficult areas) from 1 April, 2010 onwards under the campaign for construction of child friendly toilets is expected to accelerate the pace of sanitation coverage in Anganwadi Kendras. While appreciating this step taken by the Department though belatedly, the Committee trust that effective steps would be taken simultaneously to ensure sanitation coverage in all Anganwadi Kendras in a time bound manner.

C. Survey to ascertain contamination of water

Recommendation (Serial No. 11, Para No. 4.21)

11. The Committee had recommended as under:—

“The Committee recommends that survey for contamination of water be carried throughout the country and remedial measures *i.e.* purification of contaminated water be taken up by the Department on a priority basis.

(Recommendation Para No. 4.21)

12. The Department in the action-taken reply have stated as under :—

“The Committee’s recommendations for survey of quality-affected habitations have been noted. States have been requested to take up testing of all drinking water sources for chemical and bacteriological contaminations in the Action Plan for 2010-11, update the online figures and put them in the public domain for transparency. The Department has also made provision for setting up of sub-divisional level laboratories for which 100 % financial assistance is available under NRDWP. In the Annual Action Plans for 2010-11, the States have been requested to target the maximum

number of quality-affected habitations for coverage. States have been given the flexibility to utilize upto 65% of NRDWP allocations to cover quality affected habitations.”

(Reply to Recommendation Para No. 4.21)

13. The Committee had recommended that a survey to ascertain the extent of contamination of water be carried out throughout the country and remedial measures taken on a priority basis. The Department reply is silent as to what action has been initiated to conduct the recommended survey. The Committee feel that the problem of contamination of water can pragmatically be addressed only if the Department have the actual data about the extent of contamination of water throughout the country which will help in fixing realistic targets and taking remedial measures. The Committee stress that action in this regard should be taken without loss of time.

D. Survey to ascertain actual sanitation

Recommendation (Serial No. 23, Para No. 5.21)

14. The Committee had recommended as under:—

“The Committee observe that the achievement under TSC is less than 50 per cent in Andaman and Nicobar, Bihar, Dadar and Nagar Haveli, Daman and Diu, Jharkhand, Orissa and Puducherry. The Committee would like to know the reasons for non-achievement of targets in these States. The Committee apprehend that the data of 63.15 per cent coverage of sanitation may not be correct in light of the recent WHO-UNICEF report on India about open defecation which says as many as 69 per cent of rural Indians defecate in the open. The Committee, therefore, desire that an independent survey be conducted to know about the actual sanitation coverage.”

(Recommendation Para No. 5.21)

15. The Department in the action-taken reply have stated as under:—

“TSC is a demand driven programme. Some of the UTs like Andaman and Nicobar Islands, Dadar and Nagar Haveli do not have any project under TSC despite repeated persuasion with the UT administration. Therefore, the progress, if any, in respect of rural

sanitation coverage achieved through any other programme/ community on their own also does not get reported to the Department. UTs of Daman and Diu and Puducherry have taken district projects under TSC. However, the progress is not regularly reported to the Department. In order to improve the situation, coordination meetings with the UTs and Ministry of Home Affairs were recently held on 1st June and 21st June 2010 to review the status and encourage UTs to take up projects under TSC and regularly report progress.

Some of the reasons for slow progress of rural sanitation coverage in the States of Bihar, Jharkhand and Orissa are:

- Lack of priority for sanitation
- Non-release of State share in time
- Lack of emphasis on innovative IEC suitable for local conditions for effective demand generation.
- Inadequate capacity building at grass root level
- Lack of staff at State and District level.
- Implementation of the programme in engineering mode through PHEs.

According to the information presented in the WHO/UNICEF report on 'Progress on sanitation and drinking water 2010 update' the use of sanitation facilities as a percentage of population was 31% in rural areas of the country. The information presented in the reports includes data from household surveys and censuses completed during the period 2007-2008 only.

As mentioned in the Report itself, the data in the report does not reflect the efforts of the International Year of Sanitation 2008 and beyond which mobilised renewed support to eliminate the practice of open defecation and promote the use of toilets. Moreover, JMP monitors usage while at present TSC figures speak of availability of physical facility of toilet.”

(Recommendation Para No. 5.21)

16. Additional information on Para 5.21 of Eighth Report of the Standing Committee:—

“The Millennium Development Goal (MDG) vide target 7(c) of goal 7 targets to halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.

The progress against MDG goals worldwide is being monitored by World Health Organization (WHO) and United Nations International Children Education Fund (UNICEF). For this purpose WHO/UNICEF have Joint Monitoring Programme (JMP) for water supply and sanitation. The JMP publishes report on progress made against MDG goals worldwide every two years. The first report of JMP was published during August 2008 with progress on water sanitation issues upto the year 2006. The 2nd report of JMP has been published during March 2010 titled as “Progress on Sanitation and Drinking Water – 2010 Update”. According to this report the country had a sanitation coverage of 31% in rural areas as of the year 2007-08.

Each JMP report assesses the situation and trends anew and so supersedes the previous reports. It has been mentioned in the latest report that *“The information presented in this report includes data from household surveys and censuses completed during the period 2007-08. It is important to note that the data in this report do not yet reflect the efforts of the International Year of Sanitation 2008, which mobilized renewed support around the world to stop the practice of open defecation and to promote the use of latrines and toilets”*.

Following is also submitted in this regard:

1. The sanitation coverage reflected in the report is based on achievements made upto the year 2007-08 only.
2. The report is based on the surveys conducted only.
3. The sanitation coverage reflected by the Department as 63.15% was based on progress report submitted by all the

States through the online-monitoring system maintained by the Department. The data is therefore real-time data as on the date of reporting.

As regards the special efforts made during the International Year of Sanitation 2008 by the Department, following is submitted:

1. The Department organized South Asian Conference on Sanitation (SACOSAN-III) where in all the 8 SAARC countries participated. The conference concluded with a Delhi Declaration signed by all the member countries renewing commitment towards eliminating open defecation practice in the region. This also helped in raising the profile of the subject for according due priority by all stake holders.
2. The financial allocation for TSC was raised from Rs.1060 crore in the year 2007-08 to Rs.1200 crore in the year 2008-09.
3. Nirmal Gram Puraskar (NGP) function was decentralized for the first time. The same was organized at three places namely – Hissar (Haryana), Guwahati (Assam) and Pune (Maharashtra) wherein HE President of India gave away awards to the qualifying Panchayati Raj Institutions (PRIs).
4. The Minister of Rural Development wrote to all the States about International Year of Sanitation stating the main thrust of the advocacy and promotional activities and the need of personal efforts in achieving Universal Access to Safe Sanitation facilities in rural areas.”

17. Keeping in view the slow progress of rural sanitation coverage and the wide gulf between the data reported by the Department and WHO-UNICEF Report in India about open defecation, the Committee had desired that an independent survey should be conducted by the Department to ascertain the extent of actual sanitation coverage in the country. The Committee are distressed to find that the Department in their Action Taken Reply have merely tried to explain away the issue by stating that the data in the WHO-UNICEF Report does not reflect the

efforts of the International Year of Sanitation, 2008 and beyond. The Committee would like the Department to take appropriate and expeditious measures to conduct the survey on the extent of present actual sanitation coverage in the country and also to find out any shortcoming in the programme of the Department and take suitable remedial measures.

The Department have further informed the Committee about the special efforts made by them during the International Year of Sanitation, 2008, *i.e.*, the Department organized South-Asian Conference on Sanitation where Delhi Declaration towards eliminating open defecation with the region was signed by the members countries; raised the budgetary allocation from Rs. 1060 crore to Rs. 1200 crore during 2008-2009; decentralized Nirmal Gram Puruskar (NGP) and organized it at three places namely, Hissar, Guwahati and Pune and the Minister of Rural Development has written to all the States for giving special attention to achieve universal access to safe sanitation facilities in rural areas. The Committee feel that the efforts made by the Department are not complete if the issue of awareness generation is left behind in this 'Demand Driven' programme. The Committee would be happy if awareness programme is launched by the Department on war footing in this regard. The Committee would like to be apprised of the follow up action taken by the Department in pursuance to Delhi Declaration.

E. Coverage of schools in the rural areas under drinking water and sanitation programmes

Recommendation (Serial No. 26, Para No. 5.35)

18. The Committee had recommended as under:—

“The Committee find from the data provided by the Department that while the financial achievement under TSC during 2008-09 was 100 per cent, it was 95.96% during 2009-10 (upto 15.03.2010). However, as against the target of 115 lakh household toilets and 3.44 lakh school toilet blocks the achievement is only 1,01,27,928 and 1,17,952 respectively during these two years. Thus the

achievement in the physical target has not been up to the mark. It is surprising that the Department itself fixes certain quantifiable targets at the beginning of the year and when the same are not achieved, the Department takes the excuse that it is a demand driven programme. Since open defecation leads to many diseases apart from environmental pollution, generation of demand through vigorous IEC campaigns may be resorted to by the Department if it has to achieve 100% sanitation coverage by 2012. The Committee, therefore, urge the Department to undertake broad intervention through targeted action for better and dignified living conditions for rural population and for promoting environment sustainability. 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 the rural areas in the Country under drinking water and sanitation programmes. Every year the Government are setting the targets for full coverage but the targets are being spilled over to the next year. The Committee reiterate to make all out initiatives to ensure that all the schools in the Country in the rural areas have the toilet facility.”

(Recommendation Para No. 5.35)

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

“The annual achievement against physical objectives for the year 2009-10 is as follows:

Component	Objective	Achievement
Household toilets	1,15,00,000	1,24,89,785
School toilets	3,44,000	1,44,538

Thus it can be seen that the Department has actually exceeded anticipated objectives in terms of IHHL by almost 8.7%. The 100% achievement in school toilet units could not achieved till now due to constraint of insufficient financial assistance and revision of project objectives by States to ensure adequate sanitation facilities

in rural schools. Since now the assistance has been revised upwards as mentioned earlier, it is expected that balance objectives shall be achieved by March 2012.”

(Reply to Recommendation Para No. 5.35)

20. Keeping in view the recurring steep shortfalls in achievement of targets with regard to providing toilets in all rural schools, the Committee had emphasized that all out efforts be made to achieve full coverage in this regard. The Department have in their Action Taken Reply explained that 100% achievement in school toilet units could not be achieved due to constraint of insufficient financial assistance. Since the financial assistance in this regard has been revised upwards, the Department expects that balance objectives shall be achieved by March, 2012. While taking due note of the action taken by the Department to enhance financial assistance in the matter, the Committee hope that earnest efforts would be made to ensure that 100% sanitation coverage is achieved by March 2012 without fail.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 2.3)

The Committee urge the Department to review the implementation of all recommendations made by the Committee during Fourteenth Lok Sabha. The Committee also desire that, in future, the Government should review the previous recommendations made by the Committee and intimate the Committee about the stage of their implementation before presentation of the Demands for Grants for the next financial year. Further, they desire that the Statement made under direction 73A should not be a mere reproduction of the action taken notes and should reflect the effective implementation made by the Committee.

Reply of the Government

The recommendations of the Committee will be complied with in future.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 2, Para No. 3.10)

The Committee have been informed that despite having a low budget as compared to the other Departments of the Government of India, the Department has surrendered Rs. 9.40 crore during 2008-09. Although the allocation of the Department as percentage to GDP has increased from 0.17 per cent in the year 2008-09 to 0.21 per cent in 2010-11, the Committee feel that this share is too little as nearly seventy per cent of the population resides in rural India. Further, Rs. 2581.27 crore was lying unspent with the implementing agencies at the beginning of 2009-10. In the opinion of the Committee the poor allocation of funds to the Department may be attributed to the fact that the Department has not been able to utilize fully even the

meager funds allocated to it. The Committee, therefore, urge the Department to utilize the full allocation provided by the Planning Commission so that the physical targets do not suffer.

Reply of the Government

The actual amount surrendered is Rs. 8.46 crore (1.27 +7.19) which is 0.10% of the total budget.

The minor savings in the form of Rs. 7.19 crore in TSC came to notice after the completion of the financial year on account of reconciliation of expenditure figures. However, the grant-in-aid component of total funds allocated was fully utilized so that the physical objectives do not suffer.

As regards the unspent balance of Rs.1,470.75 crore, as on 1.4.2009, under ARWSP remaining with the States, these were on account of a number of reasons *viz.* insistence by the Department on States to utilize at least 60% of the total available funds and provide the State's matching share before release of 2nd instalment; restoration of cuts imposed on the States and their consequent release; release of additional grants out of savings to better performing States at the fag end the financial year, non-transfer of funds to implementing agencies in time by the State Government. The Department will continue to make all efforts including holding of Conferences of State Secretaries, Video Conferences, review visits, letters etc. to expedite the utilization of available funds by the States.

As regards opening balance with the implementing agencies under TSC, with the remedial measures taken by the Department, the opening balance as on 1.4.2010 has considerably reduced to Rs. 812.72 crore from Rs.1113.00 crore. Intensive review will be conducted during the year regarding the position so that money available is utilized quickly.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 3, Para No. 3.13)

The Committee note that the non-Plan expenditure of the Department is increasing continuously since 2008-09 which is not a healthy sign. Another disturbing feature is that the RE in respect of Non-Plan has always been enhanced over the BE which shows that Department had not expected the higher expenditure at the time of submitting the proposals at BE stage. This

reflects lack of proper planning with regard to the non-Plan expenditure of the Department. The Committee, therefore, urge the Department to curtail non-Plan expenditure to the barest minimum to do proper planning before submitting the BE proposals so that the non-Plan expenditure does not increase substantially over the BE proposal.

Reply of the Government

The increase in Non-Plan expenditure is on account of unexpected developments like creation of MoS Office separately for D/DWS and creation of posts for personal staff of MoS, resulting in increase of expenditure on salaries and office expenses and introduction of MACPS in 2009 with retrospective effect from 1.9.2008 resulting in increase of expenditure on account of arrears, which it was not possible to plan at the time of B.E.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 4, Para No. 3.17)

The Committee are constrained to note that vital sector of rural drinking water supply and rural sanitation have not received adequate allocations as demanded by the nodal Department *i.e.* Department of Drinking Water Supply during the first four years of Eleventh Plan (2007-12) except for allocation for sanitation during 2008-09. The Committee also note that whatever increase in allocation has been done relates to only in 2010-11 that too representing an increase of 12.5 per cent in rural drinking water supply and 31.7 per cent increase for sanitation sector. The Committee are of the firm opinion that aforesaid increase is not commensurate with the task in hand before the Department during the period. The Committee, therefore, recommend that desired level of funds be made available to them and urge the Planning Commission to favourably consider their case for higher allocations.

Reply of the Government

Department has requested the Planning Commission for making additional allocation of Rs. 325 crore (Rs. 200 crore for handpumps+ Rs. 125 crore for sustainability measures) for taking up new handpumps, revival, rejuvenation and repair of old wells, injection wells to recharge hand pumps and tube wells, hydro-fracturing and creation of secondary aquifers in massive hard rock areas through controlled blasting under the Integrated Development Package for Bundelkhand region.

The Department seeks allocations from Planning Commission based on the projected requirement. However, Planning Commission allocates funds to the sector within the over all budgetary support available. The Department will continue to make earnest efforts to get more funds for the sector. The Committee's observations will also be brought to the notice of the Planning Commission during Plan discussions.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 5, Para No. 3.21)

The Committee would like to be apprised of the outcome of the proposed Steering Committee which is to prepare the strategic plan for the remaining two years of the current plan and also during the 12th and 13th Five Year Plans. The Committee also recommend that this Steering Committee should also analyse the performance of the Department so far during first three years of the current Five Year Plan. The Department, therefore, should obtain Utilization Certificates from all the States and Union territories and take suitable corrective measures and inform the Committee accordingly.

Reply of the Government

The Steering Committee of the Department headed by the Secretary, DWS held it's first meeting on 27/4/2010. Two Working Groups, one for rural drinking water under the chairmanship of Joint Secretary (DWS) and the other for sanitation under Joint Secretary (Sanitation) have also been constituted. The first meetings of the two Working Groups were held on 3rd and 4th June, 2010 respectively. The Department has also decided to hold four regional consultative workshops and a national workshop by involving all stakeholders, viz. representatives of State Governments, PRIs, civil society, experts, NGOs, VWSCs, etc. The first regional workshop was held on 18th June, 2010 at Chandigarh and the second on 9th July, 2010 at Bangalore. As recommended by the Standing Committee, the Steering Committee is analyzing the performance of the Department while laying down its future strategies and implementation plan.

As regards the National Rural Drinking Water Programme, one of the important conditions is submission of Utilization Certificates of funds released in the previous year for the release of 2nd instalment to States.

Without the UC, the 2nd instalment cannot be released to the States. However, some UCs are pending for releases made under natural calamity component of NRDWP, water quality monitoring and surveillance, Swajaldhara, etc. for which concerned States are being requested through meetings, video-conferences, letters etc. to furnish the UCs.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Comments of the Committee

(Please *see* Paragraph No. 7 of the Report)

Recommendation (Serial No. 7, Para No. 4.8)

The Committee learn that Anganwadi Kendras are sanctioned by the Government of India and out of 13.56 lakh Anganwadi Kendras in the country, 1.23 lakh Anganwadi Kendras still do not have facility of toilets. The Committee, therefore, urge the Department to take up construction of Anganwadi toilets with the States which are lagging behind and also provide funds for their construction in Anganwadi Kendras which are being run in the private buildings also as these Kendras are sanctioned by the Government.

Reply of the Government

As per the progress reported by States through online monitoring system, 1.06 lakh Anganwadi Kendras in the country are yet to be provided with sanitation facilities *vis-à-vis* project objectives as on May 2010. One of the reasons for non-completion of project objectives was non revision of assistance provided under the campaign for construction of child friendly toilet since 1999. The same has since been revised from Rs.5,000 to Rs.8,000 (Rs.10,000 for hilly and difficult areas) since 1.4.2010. The revision is expected to accelerate the pace of sanitation coverage in anganwadi kendras.

As regards funds for anganwadi kendras in private buildings, TSC guidelines and provisions are as follows:

“... Those Anganwadis, which are in private buildings, the owner must be asked to construct the toilet as per design, and, he/she may be allowed to charge enhanced rent for the building to recover the cost of construction. Alternatively, the toilet may be constructed from revolving fund component under the TSC and, suitable deductions made from the monthly rental paid to the owner to recover the cost over a period of

time. For new buildings, which are going to be hired for Anganwadis, buildings having baby friendly toilet facility only should be hired. ...”

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Comments of the Committee

(Please *see* Paragraph No. 10 of the Report)

Recommendation (Serial No. 8, Para No. 4.10)

The Committee have been informed by the Department that it is upto the States to provide the level of service to be delivered to habitations. The Department at present do not have any scheme for providing piped water supply. The Committee, therefore, recommend the Government to come out with a properly structured central scheme for providing piped water supply to all the habitations of the Country. Further, adequate funds should also be provided for this purpose as it would require proper infrastructural set up and trained people to maintain the infrastructure. The Department should also 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

While the minimum basic requirement of water per day per head for purposes of comparability and reporting remains at 40 litres, as per the new guidelines of National Rural Drinking Water Programme the State Governments decide on the level of service in each scheme, which could be based on availability of funds, ground/surface water sources and demand for services by the households and could be a multi village piped water supply scheme, a single village piped water supply scheme, a hand pump or open well etc. With regard to the recommendation to come out with a properly structured central scheme for providing piped water supply to all the habitations of the country, it is submitted that schemes for providing piped water supply to rural habitations are already being taken up by the States under ARWSP/NRDWP. Under the NRDWP Guidelines, the States can take up piped water supply schemes with higher service provisions *viz.* 55 lpcd or 70 lpcd and also design the scheme to provide individual household connections. The State Governments are increasingly taking up piped water supply schemes under NRDWP as seen from the information available on the online monitoring system given at table annexed at **Appendix-I**.

The States have reported that 63073 piped water supply schemes are expected to be completed in 2010-11 under NRDWP.

The endeavour of the Department is to enable the PRIs and their sub-committees *i.e.* Village Water and Sanitation Committees (VWSCs) to manage, operate and maintain water supply systems. To achieve this goal, 10% of NRDWP allocation is earmarked to those States in proportion to the rural population managing their own water supply, as an incentive fund. The Department has focused on capacity building, training and other software activities and has also enhanced funding for Support activities from 2% to 5% to build the capacities of local communities and PRIs to manage their own water supply.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 9, Para No. 4.17)

The Committee observe that physical progress in respect of quality affected habitations has been dismal. As against the target of 49,653 habitations during 2007-08, the achievement has only been 18,757. Similarly as against the target of 99402 during 2008-09, the achievement is only 21531. During 2009-10 also the achievement has been only 11,962 (upto 31.1.2010) against a target of 34,595. What is more surprising is the fact that almost the entire funds allocated for the purpose are stated to have been utilized during the respective years while in physical terms the achievement has been only a fraction of the targets. The Committee would like to have a clarification in this regard from the Department. The Committee are also unable to comprehend the figures of 94,1360 and 2,05,930 habitations shown to have been 'addressed' during 2007-08 and 2008-09 respectively. There is no corresponding figure for 2009-10.

Reply of the Government

Under Bharat Nirman, the Revised Sub-mission on Water Quality was launched in 2006-07. Since schemes to tackle water quality take 2-3 years for completion, during the initial years, the focus was on ensuring that States prepare water supply projects to address the water quality problems in the affected habitations and get them approved by the State level Scheme Sanctioning Committee. In this backdrop, the Department started monitoring and reporting the figures about number of habitations for which projects were sanctioned and it was termed as "addressed". Thus, in 2007-08 and

2008-09, the number of habitations for which projects were approved, were reported as 'addressed'. Once the States prepared and approved the water supply projects to provide safe drinking water in the quality-affected habitations, the focus shifted to monitoring the completion and commissioning of schemes and therefore from 2009-10 onwards, Department is monitoring the number of habitations wherein schemes have been completed, commissioned and people started getting safe drinking water. In 2009-10, as reported by the States, 32,129 quality-affected habitations were covered against the target to cover 34,595 quality-affected habitations.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial Nos. 11 & 12, Para Nos. 4.19 & 4.20)

It is needless to point out that contaminated harmful sources of water in the 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 efforts made with regard to improving the coverage of targets and bringing about sustainability of sources as the systems become meaningless in the absence of clean and safe drinking water.

The Committee note that arsenic and fluoride contaminated water leads to serious health hazards not only to the present generation but also to the future generations.

Reply of the Government

The Department notes the observations of the Committee. The States are being impressed upon to accord priority for tackling quality problems in the affected habitations and give highest priority to provision of safe drinking water in arsenic and fluoride contaminated habitations.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 13, Para No. 4.21)

The Committee recommends that survey for contamination of water be carried throughout the country and remedial measures *i.e.* purification of contaminated water be taken up by the Department on a priority basis.

Reply of the Government

The Committee's recommendations for survey of quality-affected habitations have been noted. States have been requested to take up testing of all drinking water sources for chemical and bacteriological contaminations in the Action Plan for 2010-11, update the online figures and put them in the public domain for transparency. The Department has also made provision for setting up of sub-divisional level laboratories for which 100% financial assistance is available under NRDWP. In the Annual Action Plans for 2010-11, the States have been requested to target the maximum number of quality-affected habitations for coverage. States have been given the flexibility to utilize upto 65% of NRDWP allocations to cover quality affected habitations.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Comments of the Committee

(Please *see* Paragraph No. 13 of the Report)

Recommendation (Serial No. 15, Para No. 4.31)

The Committee observe that an Evaluation Study was conducted by the Economic and Monitoring Wing of Ministry of Rural Development for Sub-Mission (Quality) Projects under ARWSP in States of Uttar Pradesh, Orissa, Rajasthan, Andhra Pradesh, Tamil Nadu and West Bengal on the level of community awareness on issues pertaining to drinking water initiatives taken by households in the matter and infrastructure development and outputs. The findings revealed that there was a near absence of community participation in all stages from planning to implementation, despite it being very strongly mentioned in the ARWSP Guidelines and the practice of safe water was not very common. Another study that aimed at providing quantitative and qualitative review of the status of implementation of the programme revealed that slippage of habitations was widespread and only 37.53% of households reported drawing water from ARWSP facility that were earlier drawing unsafe water in pre-ARWSP period. However, households in the States like Bihar, Chhattisgarh, Haryana, Jharkhand, Punjab, Himachal Pradesh, Uttar Pradesh and Uttarakhand reported no change in the quality of water. The Committee desire that urgent remedial measures be taken up to address the aforesaid issues in order to ensure that the various schemes/programmes of the Department actually benefit the rural population.

Reply of the Government

The findings of the Evaluation & Monitoring Study have been noted. More emphasis is now given towards sustainability of sources and systems to avoid slippages, on addressing water quality problems, community participation and capacity building of various stakeholders especially PRIs and the local community, to ensure not only their participation but to empower them to take over the management, operation and maintenance of the water supply systems. Emphasis has also been given for Support activities for which allocation has been raised from 2% to 5% of NRDWP allocation to States.

In the NRDWP guidelines, provisions have been made for coordinating all support activities through a State level Water and Sanitation Support Organization (WSSO) and setting up of State Water and Sanitation Mission (SWSM), District Water and Sanitation Missions (DWSMs), Village Water and Sanitation Committees (VWSCs), etc. States have been requested to prepare their action plan for the Support activities and implement the same with the Support fund made available to them under the NRDWP.

To ensure long term sustainability of water supply systems, 20% of NRDWP funds are allocated to States as 100% grant for taking up measures for sustainability of sources and systems that include various rainwater harvesting and recharge structures. Setting up of Block Resource Centres at the block level for awareness generation, training and handholding of Gram Panchayats/VWSCs to manage water supply, has also been approved. Training has been accorded highest priority. States are being supported to organize Training Needs Assessment workshops and based on the same, firm up their Capacity building plan and Training calendar. To assist the States in IEC activities, detailed IEC guidelines have been issued. Department has also taken up awareness campaign on various aspects of safe drinking water through radio and Doordarshan. Under the NRDWP, it is envisaged that Gram Panchayats or their sub-committees *i.e.* Village Water and Sanitation Committees or Pani Samitis, will be given the responsibilities and resources to manage in-village water supply.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 16, Para No. 4.32)

The Committee apprehend that the information provided by the Department regarding the coverage (86.77 per cent) does not appear to be

based on the reality. While recommending for an independent survey, the Committee desire that the terms of reference of the independent survey be immediately made and the result of the findings be linked with BPL Census and the General Census so as to have a real picture of the drinking water scenario in rural areas in the country and the data on the IMIS. The Committee would like to be apprised of the same.

Reply of the Government

The Department has already initiated action for taking up an independent monitoring and evaluation survey. While finalizing the ToR, the points made by the Committee have been taken into account. For carrying out survey, the survey schedule would be three types — household survey, habitation survey and Gram Panchayat survey (if GP has more than one habitation). The key variables while designing the survey schedules would include: household coverage, access and use from different sources; time taken for fetching water; location of water source; quality of drinking water; adequate availability of water; coverage of scheduled caste/ tribe/ landless population; involvement of community; operation and maintenance aspects; status of different sub-mission projects; water quality surveillance and training of youth; sustenance aspects of water supply systems; satisfaction level of beneficiaries; sanitation status and coverage of households; technology inputs in construction of toilets; availability of sanitary wares; awareness level of people about need for sanitation and involvement of community in TSC programme.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial Nos. 17 and 18, Para Nos. 4.35 and 4.36)

The Committee note that the period of Bharat Nirman-I (2005-09) has ended in 2009. As against the target of 55067 uncovered habitations in the four years time, the Department could cover only 54440 habitations of the 28 targeted States under the slipped back category in 13 States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu and Kashmir, Jharkhand, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu and Uttarakhand, the Department has not achieved the targets. Further no target was set for slipped back category in any of the Union territories.

The Committee are concerned to note that in the slipped back category nearly half of the States could not achieve the target. The Committee

apprehend that it may put a question mark on the sustainability of the sources. The Committee, therefore, urge the Department to immediately work on the achievement of targets set under Bharat Nirman I. In the States where the performance is found to be not satisfactory, specific reasons be found out and remedial measures be taken without any further delay. The Committee would like the Department to work out a strategy urgently to achieve the said targets within stipulated timeframe.

Reply of the Government

During Bharat Nirman Phase-I, as against the target to cover 55,067 uncovered habitations, the actual coverage was 54,440 habitations, which is 98.86%. The remaining habitations could not be covered on account of geographical conditions of the habitations such as difficulty in accessing the habitations, scattered nature of the habitations which entailed huge expenditure for the States to cover such habitations, etc. However these left out uncovered habitations are given priority for coverage in Bharat Nirman Phase-II. In the case of UTs, no target for slipped-back category of habitations was fixed for coverage, as these UTs have not reported any slippages as on 1.4.2005 or even now.

Moreover, slippage being a dynamic phenomenon, the situation will vary from season to season. It is quite possible that a habitation that has slipped-back in a particular year improves to covered category during the subsequent years due to good rainfall, improvement in water table, etc. During Bharat Nirman Phase-I, 13 States *viz.* Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu & Kashmir, Jharkhand, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu and Uttarakhand could not achieve the target of covering slipped-back habitations. However, it may be noted that against an overall target of coverage of 3,31,604 slipped-back habitations, the coverage achieved was 3,58,362 habitations which was more than 100%. However, endeavour would be to minimize the occurrences of slippage during Bharat Nirman Phase-II. During the Annual Action Plan (2010-11) discussions, States have been advised to accord priority to such habitations, where population coverage is less than 100%. States have also been asked to mark the habitations that are planned for coverage, in the online IMIS of the Department. The Department is holding regular meetings and reviews through video conferencing to review the progress of implementation.

As already submitted, 20% of the NRWDP funds are provided as 100% Central grant for measures to achieve sustainability of sources and systems to ensure that habitations once fully covered do not slip back.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 19, Para No. 5.9)

The Committee observe that the allocation of funds under National Rural Drinking Water Programme (NRDWP) has been made only for 28 States of the country and not for any of the Union Territory Administrations. The Committee would like to know the justification for not providing any funds to the UTs and how without any allocation of funds, drinking water schemes are being implemented in rural habitations in these Union territories.

Reply of the Government

Till 2006-07 allocations were made to UTs also in the State-wise allocation of funds under NRDWP. However, these UTs did not draw their allocated amount. At the end of the financial year, this necessitated reallocation of this amount to other States. In view of this, UTs were not allocated funds under NRDWP. However, during 2010-11, UTs have been allocated funds. It may however be noted that as per the allocation criteria, their share is very meagre. Nevertheless, the Department held two rounds of meetings with the UTs to encourage them to prepare their annual action plan and draw NRDWP funds. The Planning Commission is also allocating funds to UTs for their plan, which *inter alia* includes drinking water supply also.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial Nos. 20 and 21, Para Nos. 5.15 and 5.16)

The Committee find from the information provided by the Department that Rs.8000 crore were provided for NRDWP for the financial year 2009-10. Till mid March, 2010 Rs.7,005.87 crore have been released which is 87.57 per cent of the total allocation for 2009-10. As against the target of 1,58,589 habitations fixed for 2009-10, the achievement is only 88,443 which is 55.67 per cent of the target. Further, no target was set under uncovered category except for the States of Punjab, Rajasthan and Uttarakhand. Similarly no target was fixed for the slipped back category

except for Chhattisgarh, Goa, Orissa, Lakshadweep and Puducherry. The Committee would like to know as to why no target was set for uncovered and slipped back categories in other States and Union territories.

The Committee would like to emphasize that the financial performance should match the physical performance. 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

Against the allocation of Rs.8,000 crore provided for rural water supply, the total amount released during 2009-10 was Rs.7,989.72 crore which is 99.87%. Similarly, against the target of covering 1,58,589 habitations, the actual coverage was 1,52,429 habitations, which is 96.1%. The States other than Punjab, Rajasthan and Uttarakhand did not have uncovered habitations remaining to be covered under Bharat Nirman. Hence no targets were fixed for other States. Chhattisgarh, Goa, Orissa, Lakshadweep and Puducherry had no slipped-back habitations to be covered. Hence no targets were fixed for these States. However, Chhattisgarh and Orissa had reported coverage of slipped-back habitations that might be coverage of habitations not included in the Bharat Nirman programme. To ensure physical performance, States are requested to prepare their annual action plan, discuss with the Department and then finalize the same as per NRDWP priorities. They have been asked to mark the habitations to be covered during 2010-11 on the IMIS and take up sustainability structures in the slipped back habitations. The progress is regularly reviewed through video-conferences, review meetings, etc. In some of the poor performing States, State workshops are also being organized to sensitize and motivate the State and district level officials.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),

Dated 2nd August, 2010]

Recommendation (Serial No. 26, Para No. 5.35)

The Committee find from the data provided by the Department that while the financial achievement under TSC during 2008-09 was 100 per cent, it was 95.96% during 2009-10 (upto 15.03.2010). However, as against the target of 115 lakh household toilets and 3.44 lakh school toilet blocks the achievement is only 1,01,27,928 and 1,17,952 respectively during these two years. Thus the achievement in the physical target has not been up to the mark.

It is surprising that the Department itself fixes certain quantifiable targets at beginning of the year and when the same are not achieved, the Department takes the excuse that it is a demand driven programme. Since open defecation leads to many diseases apart from environmental pollution, generation of demand through vigorous IEC campaigns may be resorted to by the Department if it has to achieve 100% sanitation coverage by 2012. The Committee, therefore, urge the Department to undertake broad intervention through targeted action for better and dignified living conditions for rural population and for promoting environment sustainability. 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 the rural areas in the Country under drinking water and sanitation programmes. Every year the Government are setting the targets for full coverage but the targets are being spilled over to the next year. The Committee reiterate to make all out initiatives to ensure that all the schools in the country in the rural areas have the toilet facility.

Reply of the Government

The annual achievement against physical objectives for the year 2009-10 is as follows:

Component	Objective	Achievement
Household toilets	1,15,00,000	1,24,89,785
School toilets	3,44,000	1,44,538

Thus it can be seen that the Department has actually exceeded anticipated objectives in terms of IHHL by almost 8.7%. The 100% achievement in school toilet units could not achieved till now due to constraint of insufficient financial assistance and revision of project objectives by States to ensure adequate sanitation facilities in rural schools. Since now the assistance has been revised upwards as mentioned earlier, it is expected that balance objectives shall be achieved by March 2012.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Comments of the Committee

(Please *see* Paragraph No. 20 of the Report)

CHAPTER III

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

Recommendation (Serial No. 10, Para No. 4.18)

It is observed that no target during 2009-10 has been given for Andaman and Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Goa, Lakshadweep, Manipur, Daman and Diu, Mizoram, Sikkim, Tamil Nadu and Uttarakhand. This shows that no effort has been made by the Department of Drinking Water Supply to solve the problem of quality affected habitations in the aforesaid 12 States/UTs. The Committee, therefore, would like to be apprised of the rationale behind fixing NIL targets for these States/UTs during 2009-10 as also the targets fixed in this regard State and Union territory-wise for 2010-11. The Committee desire that the Department should take all measures to ensure that 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

With regard to Andaman & Nicobar Islands, during the Bharat Nirman period the UT had targeted to cover 26 water quality-affected habitations that were subsequently covered. Further the UT had not reported any more water quality-affected habitations. Hence no target was given to them under water quality-affected habitations during 2009-10. Chandigarh, Dadra & Nagar Haveli, Goa, Daman & Diu, Lakshadweep, Sikkim and Uttarakhand had no water quality-affected habitations remaining to be covered during Bharat Nirman period. They do not have any water quality-affected habitations remaining to be covered even now. Manipur, Mizoram and Tamil Nadu have not reported any remaining uncovered quality-affected habitations during 2009-10 and therefore no target was fixed for these States.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

CHAPTER IV

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

Recommendation (Serial No. 23, Para No. 5.21)

The Committee observe that the achievement under TSC is less than 50 per cent in Andaman and Nicobar, Bihar, Dadra and Nagar Haveli, Daman and Diu, Jharkhand, Orissa and Puducherry. The Committee would like to know the reasons for non-achievement of targets in these States. The Committee apprehend that the data of 63.15 per cent coverage of sanitation may not be correct in light of the recent WHO-UNICEF report on India about open defecation which says as many as 69 per cent of rural Indians defecate in the open. The Committee, therefore, desire that an independent survey be conducted to know about the actual sanitation coverage.

Reply of the Government

TSC is a demand driven programme. Some of the UTs like Andaman & Nicobar Island, Dadar and Nagar Haveli do not have any project under TSC despite repeated persuasion with the UT administration. Therefore, the progress, if any, in respect of rural sanitation coverage achieved through any other programme/community on their own also does not get reported to the Department. UTs of Daman and Diu and Puduchery have taken district projects under TSC. However, the progress is not regularly reported to the Department. In order to improve the situation, coordination meetings with the UTs and Ministry of Home Affairs were recently held on 1st June and 21st June 2010 to review the status and encourage UTs to take up projects under TSC and regularly report progress.

Some of the reasons for slow progress of rural sanitation coverage in the States of Bihar, Jharkhand and Orissa are:—

- Lack of priority for sanitation

- Non-release of State share in time.
- Lack of emphasis on innovative IEC suitable for local conditions for effective demand generation.
- Inadequate capacity building at grassroot level.
- Lack of staff at State and District levels.
- Implementation of the programme in engineering mode through PHEs.

According to the information presented in the WHO/UNICEF report on 'Progress on sanitation and drinking water 2010 update' the use of sanitation facilities as a percentage of population was 31% in rural areas of the country. The information presented in the reports includes data from household surveys and censuses completed during the period 2007-2008 only.

As mentioned in the Report itself, the data in the report does not reflect the efforts of the International Year of Sanitation-2008 and beyond which mobilised renewed support to eliminate the practice of open defecation and promote the use of toilets. Moreover JMP monitors usage while at present TSC figures speak of availability of physical facility of toilet.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Comments of the Committee

(Please *see* Paragraph No. 17 of the Report)

CHAPTER V

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

Recommendation (Serial No. 6, Para No. 4.5)

The Committee find that the coverage of Rural Water Supply is only 84 per cent and 16 per cent of the households do not have access to safe drinking water. Only 12 per cent are getting piped water supply. The sanitation coverage is only 63.15 per cent. The Committee note that the achievement in both the sectors is not satisfactory. Not only that the target of achieving cent per cent rural sanitation coverage by March, 2012 does not seem feasible and is expected to be achieved only by the year 2015. The Committee are unhappy over this slippage in achieving the targets for cent per cent rural sanitation. The Committee, therefore, recommend the Department to step up their efforts to achieve the full coverage in a time bound manner. The Committee also recommend the Government to carry out an independent and impartial survey on the coverage of water supply and sanitation in the Country, State and Union territory-wise. They also recommend that the Department should identify the number of toilets that are currently being used and apprise the Committee accordingly.

Reply of the Government

The rural sanitation coverage as per progress reported by all the States through online monitoring system maintained by the Department of Drinking Water and Sanitation is 66.5% as of May, 2010. Programme Evaluation Office (PEO) of Planning Commission is already carrying out an independent study of TSC. As recommended, the Department shall also make efforts to include reporting on toilet usage through appropriate system.

In the Bharat Nirman Phase-I and Phase-II, the Department has targeted the coverage of uncovered, slipped back and quality affected habitations so that all habitations and households get access to safe drinking water. The rural population covered with piped water supply schemes as in June, 2010 is

26.61 crore (more than 32% of the rural population) as per the online monitoring system of the Department. The Department is making all efforts to achieve full and universal coverage. The recommendation of the Committee for carrying out an independent and impartial survey on the coverage of water supply and sanitation in the country, State and UT-wise, has been noted and action has been initiated to conduct such a survey.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 14, Para No. 4.27)

The Committee note that the recommendation made by the Thirteenth Finance Commission for putting up a supplement to the budget document for local bodies, an audit system for all local bodies, system of independent ombudsman for looking after complaints of corruption and maladministration in local bodies, electronic transfer of funds, if strictly adhered to will help the Department in not only achieving the targets in time but will also help in smooth transfer of funds. Regarding rural sanitation, the recommendation for provision of funds for garbage/solid waste management services and sewage disposal will add a new dimension to the Total Sanitation Campaign (TSC) of the Department which has been missing uptill now. The Committee desire that these recommendations of the Thirteenth Finance Commission be implemented immediately. The Committee further feel that the Department need to undertake broad intervention through targeted action for better and dignified living conditions for rural populace and for promoting environment sustainability.

Reply of the Government

The Department has written to the Department of Expenditure and Ministry of Panchayati Raj for taking necessary action on the recommendations of the Committee.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 22, Para No. 5.20)

The Committee observes that 100 per cent achievement in Total Sanitation Campaign (TSC) has been made only in Haryana,

Himachal Pradesh, Kerala, Mizoram, Sikkim and Tripura. The Committee would like to know whether total sanitation in all its aspects has actually been fully realized on date in the said six States. The Committee apprehend that there may be existence of slipped back habitations as far as sanitation is concerned. They would like to know the status of slipped back habitation in these States.

Reply of the Government

As per the progress reported by the States through online monitoring system, the State of Sikkim has reported 100% achievement against project objectives. The State has since been awarded the status of 'Nirmal State' in December, 2008. All other States are yet to achieve 100% project objectives. The existence of slip back, if any, shall be known through the study being carried out by Programme Evaluation Office (PEO), Planning Commission.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 24, Para No. 5.22)

The Committee express concern on the inadequate access of large number of rural households in the country to basic sanitation. Further with a view to the spreading of 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 demands which is crucial to the success of the programme.

Reply of the Government

The matter regarding inclusion of water and sanitation issues in the curriculum in the schools was taken up with the Department of Elementary Education and Literacy (DEEL), Ministry of Human Resource Development. As recommended, the matter shall be pursued further.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

Recommendation (Serial No. 25, Para No. 5.31)

In pursuance of their earlier recommendation the Department has submitted the proposal for upward revision of the cost of assistance for construction of toilets in schools from Rs.20,000 to Rs.32,000 and for Anganwadi toilets from Rs.5,000 to Rs.8,000. But the Committee find that there is no proposal for upward revision for Individual Household Latrines (IHHL) which is Rs. 2200.00 being provided to BPL households under the scheme. As per the reply, although a proposal was submitted to the Ministry of Finance in this regard on 1.9.2009 no final decision has so far been taken in the matter. Since the present assistance of Rs.2200 for IHHL is insufficient, the Committee strongly recommend that the cost of assistance for IHHL should also be raised substantially, so that the toilets constructed become durable and are actually used for the purpose.

Reply of the Government

The assistance for creation of sanitation facilities for rural schools has since been revised from Rs.20,000/- to Rs.35,000/- (Rs.38,500/- in case of hilly and difficult areas). Similarly for anganwadis, the assistance for creation of sanitation facilities has been revised from Rs.5,000/- to Rs.8,000/- (Rs.10,000/- in case of hilly and difficult areas) with effect from 1.4.2010. As recommended, the matter regarding incentive for creation of sanitation facilities for households under BPL category shall also be taken up appropriately for upward revision.

[No. H-11011/04/2010-Drinking Water Supply (Coord.),
Dated 2nd August, 2010]

NEW DELHI;
25 February, 2011

6 Phalgun, 1932 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on Rural Development.

APPENDIX I

PWS Scheme (By date of completion)

Sl. No.	State Name	2007-2008		2008-2009		2009-2010		(Expected date of completion by) 2010-2011	
		No. of Schemes	No. of Habs	No. of Schemes	No. of Habs	No. of Schemes	No. of Habs	No. of Schemes	No. of Habs
1	2	3	4	5	6	7	8	9	10
1.	Andhra Pradesh	1027	1799	1135	1396	3209	5179	4763	8314
2.	Bihar	93	115	158	187	278	471	317	340
3.	Chhattisgarh	193	181	327	2135	867	1189	2345	2336
4.	Goa	7	16	5	7	0	0	2	47
5.	Gujarat	4086	3799	4246	3732	2142	2037	1367	2205
6.	Haryana	953	955	874	892	1053	1046	1413	1601
7.	Himachal Pradesh	3222	5093	1301	3341	1594	4467	1143	5928
8.	Jammu and Kashmir	179	218	241	331	377	899	635	1732

1	2	3	4	5	6	7	8	9	10
9.	Jharkhand	223	211	37	33	26	33	1277	1497
10.	Karnataka	7880	6643	8206	6659	11117	8635	15001	13944
11.	Kerala	664	924	681	5949	84	1034	138	919
12.	Madhya Pradesh	159	149	255	236	941	841	2096	2142
13.	Maharashtra	2136	3087	2354	3480	6060	8898	7331	11237
14.	Orissa	768	1437	1204	2136	1947	5505	3113	9217
15.	Punjab	444	832	1379	2176	1311	1580	1388	1781
16.	Rajasthan	654	714	973	1089	2541	4091	4315	6795
17.	Tamil Nadu	10830	10147	10492	10218	11646	11675	9180	10692
18.	Uttar Pradesh	180	344	291	519	93	181	350	1321
19.	Uttarakhand	984	2144	895	1826	829	1581	1110	2318
20.	West Bengal	47	203	69	1550	219	2038	793	4356
21.	Arunachal Pradesh	640	616	1491	1240	1300	1070	1113	948
22.	Assam	338	882	392	1017	1572	5549	1376	5269

1	2	3	4	5	6	7	8	9	10
23.	Manipur	78	111	121	120	432	374	468	435
24.	Meghalaya	564	652	561	717	937	1103	1357	1675
25.	Mizoram	88	87	34	32	115	113	130	121
26.	Nagaland	69	73	42	42	88	88	112	104
27.	Sikkim	0	0	280	269	275	163	234	172
28.	Tripura	34	76	50	102	448	747	194	355
29.	Andaman and Nicobar Islands	0	0	0	0	0	0	0	0
30.	Chandigarh	0	0	0	0	0	0	0	0
31.	Dadra and Nagar Haveli	0	0	0	0	0	0	0	0
32.	Daman and Diu	0	0	0	0	0	0	0	0
33.	Delhi	0	0	0	0	0	0	0	0
34.	Lakshadweep	0	0	0	0	0	0	0	0
35.	Puducherry	32	56	8	14	25	40	12	19
Total		36572	41564	38102	51445	51526	70627	63073	97820

APPENDIX II

COMMITTEE ON RURAL DEVELOPMENT (2010-2011)

EXTRACTS OF THE MINUTES OF THE THIRD SITTING OF THE
COMMITTEE HELD ON THURSDAY, 6 JANUARY, 2011

The Committee sat from 1500 hrs. to 1730 hrs. in Committee Room
No. 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Dr. Pulin Bihari Baske
3. Shri Kunvarjibhai Mohanbhai Bavaliya
4. Shri Sanjay Dhotre
5. Shri H.D. Kumaraswamy
6. Shri Govind Chandra Naskar
7. Shri Rakesh Pandey
8. Shri P.L. Punia
9. Shri A. Venkatarami Reddy
10. Shri Navjot Singh Sidhu
11. Shri Jagdanand Singh
12. Shri Makansingh Solanki
13. Shri Kodikkunnil Suresh

Rajya Sabha

14. Shri Ganga Charan
15. Sardar Sukhdev Singh Dhindsa
16. Dr. Ram Prakash
17. Shrimati Maya Singh
18. Shri Mohan Singh
19. Dr. (Smt.) Kapila Vatsyayan

SECRETARIAT

1. Shri A. Louis Martin — *Joint Secretary*
2. Shri Shiv Singh — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Shri Raju Srivastava — *Deputy Secretary*

2. The Chairperson welcomed the members to the sitting of the Committee and greeted them on the occasion of 'New Year'. There were four Memoranda regarding draft action taken Reports *** **.

3. The Committee first took up for consideration the following memoranda one by one:—

- (i) *** **.
- (ii) Memorandum No. 8 regarding consideration and adoption of draft action taken Report on the recommendations contained in the Eighth Report of the Committee on Demands for Grants (2010-11) relating to Department of Drinking Water & Sanitation (Ministry of Rural Development);
- (iii) *** **.
- (iv) *** **.
- (v) *** **.
4. *** **.

5. The Committee, thereafter, considered and adopted the draft action taken Reports at Sl. No. (ii) of para 3 above without any modification and *** **. The Committee then authorized the Chairperson to finalize these draft action taken Reports and present the same to both the Houses of Parliament.

6. *** **.
7. *** **.
8. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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

APPENDIX III

[Vide Para 4 of the Introduction]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE EIGHTH REPORT OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (15TH LOK SABHA)

I.	Total number of recommendations:	26
II.	Recommendations that have been accepted by the Government: Para Nos.: 2.3, 3.10, 3.13, 3.17, 3.21, 4.8, 4.10, 4.17, 4.19, 4.20, 4.21, 4.31, 4.32, 4.35, 4.36, 5.9, 5.15, 5.16 and 5.35 Percentage to total recommendations:	19 (73.1)
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies: Para No.: 4.18 Percentage to total recommendation	1 (3.85)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee: Para No.: 5.21 Percentage to total recommendations:	1 (3.85)
V.	Recommendations in respect of which final replies of the Government are still awaited : Para Nos. : 4.5, 4.27, 5.20, 5.22 and 5.31 Percentage to total recommendation :	5 (19.2)

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