

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2010-2011)

19

FIFTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2011-2012)**

NINETEENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

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(2010-2011)

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(2011-2012)**

**Presented to Lok Sabha on 18.08.2011
Laid in Rajya Sabha on 18.08.2011**



**LOK SABHA SECRETARIAT
NEW DELHI**

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

Shrimati Sumitra Mahajan - *Chairperson*

**Members
Lok Sabha**

2. Shri Pulin Bihari Baske
3. Shri Kunvarjibhai Mohanbhai Bavalia
4. Shri Sanjay Dhotre
5. Shri Sandeep Dikshit
6. Shri Manikrao Hodlya Gavit
7. Shri H.D. Kumaraswamy
8. Shri Raghuvir Singh Meena
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Rajya Sabha

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23. Shri Mani Shankar Aiyar
24. Sardar Sukhdev Singh Dhindsa
25. Dr. Ram Prakash
26. Shri P.R. Rajan
27. Vacant*
28. Shrimati Maya Singh
29. Shri Mohan Singh
30. Miss Anusuiya Uikey
31. Dr. (Smt.) Kapila Vatsyayan

Secretariat

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri Brahm Dutt | - | Joint Secretary |
| 2. | Smt Veena Sharma | - | Director |
| 3. | Shri Raju Srivastava | - | Deputy Secretary |

* Vacancy caused consequent upon the demise of Shri Arjun Singh, MP, Rajya Sabha on 4 March, 2011.

(iv)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2010-2011) having been authorized by the Committee to submit the Report on their behalf, present the Nineteenth Report on Demands for Grants (2011-2012) of the Department of Drinking Water and Sanitation (Ministry of Rural Development).

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

3. The Committee took evidence of the representatives of the Department of Drinking Water and Sanitation of the Ministry of Rural Development on 21 April, 2011.

4. The Report was considered and adopted by the Committee at their sitting held on 20 July, 2011.

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

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

NEW DELHI;
12 August, 2011
21 Sravana, 1933(Saka)

(SUMITRA MAHAJAN)
Chairperson,
Standing Committee on Rural Development

ABBREVIATIONS

ACA	-	Additional Central Assistance
ARWSP	-	Accelerated Rural Water Supply Programme
BE	-	Budget Estimates
CRSP	-	Central Rural Sanitation Programme
DEA	-	Department of Economic Affairs
DLM	-	District Level Monitors
DWSC	-	District Water and Sanitation Committee
DWS	-	Drinking Water Supply
IEC	-	Information Education and Communication
IMIS	-	Integrated Management Information System
IHHL	-	Individual Household Latrines
MIS	-	Management Information System
MPR	-	Monthly Progress Report
NDWM	-	National Drinking Water Mission
NGO	-	Non-Governmental Organisation
NHRDP	-	National Human Resource Development Programme
NRDWP	-	National Rural Drinking Water Programme
O&M	-	Operation and Maintenance
PIA	-	Project Implementing Agency
PRIs	-	Panchayati Raj Institutions
PWS	-	Piped Water Supply
R&D	-	Research and Development
RE	-	Revised Estimates
RGNDWM	-	Rajiv Gandhi National Drinking Water Mission
TSC	-	Total Sanitation Campaign
UN	-	United Nations
UNICEF	-	United Nations International Children's Emergency Fund
UT	-	Union Territory

REPORT

PART I

NARRATION ANALYSIS

I. Introductory

The rural population of India comprises more than 740 million people spread over 625 Districts. It is a fact that providing drinking water and sanitation facilities to such a large population is an enormous challenge. Our country is also characterised by non-uniformity in level of awareness, socio-economic development, education, poverty, practices and rituals which add to the complexity of providing drinking water and sanitation facilities.

1.2 To accelerate the pace of coverage of problem villages, the Government of India introduced the Accelerated Rural Water Supply Programme (ARWSP) in 1972-73 to support States and UTs with financial and technical assistance to implement drinking water supply Schemes in such villages. During the period 1972-1986, the major thrust of the ARWSP was to ensure provision of adequate drinking water supply to the rural community through the Public Health Engineering System. The second generation programme started with the launching of Technology Mission in 1986-87. Stress on water quality, appropriate technology intervention, human resource development support and other related activities were introduced in the Rural Water Supply sector. The third generation programme started in 1999-2000 when Sector Reform Projects evolved to involve the community in planning, implementation and management of drinking water related Schemes, which was later scaled up as Swajaldhara in 2002. National Drinking Water Mission (NDWM) was renamed as Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991 and the Department of Drinking Water Supply (DDWS) was created in the year 1999. Following the recommendation of the Technical Expert Group (TEG), the Department was renamed as the Department of Drinking Water and Sanitation in 2010.

1.3 In order to address the above issues, the Rural Water Supply Guidelines have been revised w.e.f. 1 April, 2009, and named as National Rural Drinking Water Programme (NRDWP), which focuses on the following:-

- (i) Moving from habitation coverage towards household level drinking water coverage.
- (i) Provision of NRDWP funds for Support activities.
- (ii) Increasing allocation for Sustainability component.
- (iii) Ensuring household level drinking water security through water budgeting and preparation of Village Water Security Plans.

Rural Water Supply is a State subject and as such State Governments are primarily responsible for providing drinking water to the rural habitations in the country. The Department of Drinking Water and Sanitation supplements the efforts made by the States by providing financial and technical assistance under the Centrally Sponsored Schemes.

1.4 The Department of Drinking Water and Sanitation administers two major Centrally Sponsored Schemes viz., (a) National Rural Drinking Water Programme to assist the States in their endeavour to provide safe drinking water in the rural areas of the country and (b) the Total Sanitation Campaign aimed at achieving 100 per cent rural sanitation coverage.

1.5 The detailed Demands for Grants (2011-12) under Demand No. 84 of the Ministry were laid in Lok Sabha on 11 March, 2011 making a provision of ` 11,005.24 crore.

1.6 In the present Report, the Committee have examined the implementation of the Schemes of drinking water and sanitation and have dealt with related issues in the context of overall budgetary allocation made in the Demands for Grants for the year 2011-12.

II. Status of the Implementation of the recommendations made by the Committee in the Eighth Report under Direction 73 A of the 'Directions by the Speaker', Lok Sabha

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

1.8 The Eighth Report of the Standing Committee on Rural Development on Demands for Grants (2010-11) of the Department of Drinking Water and Sanitation was presented to Lok Sabha on 16 April, 2010. The Statement with regard to this Report had fallen due on 15 October, 2010. However, the Statement on the said Report is yet to be made by the Minister for Rural Development in Lok Sabha.

III. Analysis of Demands

1.9 From Demand No. 84 pertaining to the Department of Drinking Water and Sanitation, the Committee note that for the Fiscal 2011-12, a sum of ` 11,005.24 crore has been allocated to the Department as Voted expenditure. No allocation has been reflected under the Charged expenditure. The entire amount of ` 11,052 crore is under Revenue Head.

1.10 When asked to provide the figures of BE, RE and Actuals for the preceding three Fiscals as also the BE figures for the ongoing one, the following information was furnished to the Committee by the Department:-

(` in crore)

	2008-09			2009-10			2010-11			2011-12
	BE	RE	Actual	BE	RE	Actual	BE	RE	Actual	BE
Plan*	8,500.00	8,500.00	8,491.60	9,200.00	9,200.00	9,089.73	10,580.00	10,580	8,278.56	11,000
Non-Plan	1.90	2.79	2.67	2.84	4.15	4.15	3.78	4.94	5.24	5.24
Total	8,501.90	8,502.79	8,494.27	9,202.84	9,204.15	9,093.88	10,583.78	10,584.94	8,283.80	11,005.24

* Excluding the funds for Stand-alone Water Purification Systems in Rural Schools provided from Social and Infrastructure Development Fund.

1.11 Juxtaposition of increase in budget allocation at BE stage with the funds sanctioned by the Planning Commission during the previous three years, the following facts emerge:-

Year	% increase over previous year in budget allocation	% reduction in the funds sanctioned by the Planning Commission from funds proposed by the Department
2008-09	--	23.22
2009-10	8.25	12.38
2010-11	15.00	7.19
2011-12	3.96	21.57

1.12 It may be seen from the above that the Planning Commission has considerably reduced the funds to the tune of 21.57% proposed by the Department of Drinking Water and Sanitation for the year 2011-12 due to which there is a meagre increase of 3.96% over the budget allocation at BE stage during 2010-11. Had the Planning Commission not reduced the allocation for the year 2011-12, the total increase in the budget allocation during 2011-12 would have been 32.52%.

1.13 Asked further as to how the allocated amounts compared with the amounts proposed by the Department in each of these years, the Department furnished the following details:-

Year	Proposed	Allocated
2008-09	11,070.65	8,500
2009-10	10,500	9,200
2010-11	11,400	10,580
2011-12	14,026	11,000

(` in crore)

IV. Financial Analysis

A. Budgetary Planning

1.14 Budgetary Planning is the core of performance indices of any organization. Keeping this in view, the Committee desired to know about the procedure being followed by the Department while working out the financial requirements for their various activities, both for Five Year Plan and the Annual Plan.

1.15 In response, they were informed that the Department has only two Centrally Sponsored Schemes viz. the National Rural Drinking Water Programme (NRDWP) and the Total Sanitation Campaign (TSC). These are flagship programmes of the Government and are continued in every Plan to meet the basic needs of the rural population.

1.16 Elaborating further on these two individual Schemes, the Department Stated in their written submission to the Committee that under the NRDWP, the Department projects the fund requirements on the basis of the actual physical status of coverage of rural habitations, the remaining partially covered and quality affected habitations to be covered, to meet demands for improving service levels to provide piped water supply and the requirements of the States. For the current Five Year plan, at the time of planning, an average unit cost of ` 20.50 lakh per habitation for CAP 99 habitations, ` 5.65 lakh for slipped back habitations and ` 10.65 lakh for water quality habitations was considered with a cost sharing norm of 50:50 between Center and State for CAP 99 and slipped back and 75:25 for quality affected habitations. However average costs increase with time, as well as the number of target habitations keeping pace with rising population, depletion of existing sources, formation of new habitations, demands for piped water supply etc. For the Annual Plans, the Five Year Plan allocation for the sector, requirement to cover the target under Bharat Nirman of remaining partially covered and quality affected habitations, requirement to complete spillover Schemes, levels of utilisation by the States and demands by States for release of additional funds governs the calculation of the financial requirements. The Total Plan Outlay in the 11th Five Year Plan for Rural Water Supply was ` 39,490 crore against which ` 40,150 crore has been allocated during the Plan period.

1.17 Total Sanitation Campaign (TSC) is a 'demand driven' project based Scheme. TSC is implemented in project taking District as a unit and is being implemented in 607 rural Districts of the States/ UTs with support from the GOI and the respective State/UT Governments. The District draws up a TSC Project and submits it through the State/ UT Government to claim Government of India (GOI) assistance. The financial requirement for any financial year is thus worked out taking into consideration the following:

1. Anticipated project objectives to be completed during the financial year by all the States with financial assistance from GOI in terms of TSC Guidelines.
2. Total allocation agreed upon as per the Planning Commission document earmarked for TSC in the relevant Plan period.

The total Plan outlay for TSC in the 11th Plan was ` 7,816 crore out of which ` 6690 has been received as allocation over the period of 5 years.

As regards the financial requirement for Five Year Plan, the Department places its requirement along with relevant details like Plan targets, gaps in rural sanitation access and use and demands for sanitation facilities and new challenges emerging based on past experience before the working group formed by the Planning Commission for finalizing the allocation for the relevant Plan period. The same is finalized after the discussions in the working group and as per the recommendations made by it to the Planning Commission.

B. Zero Based Budgeting

1.18 As the Committee have been given to understand that the concept of Zero Based Budgeting is a preferred way for prudent budgetary planning, they desired to know from the Department as to what extent is the concept of Zero Based Budgeting resorted to/ relied upon by the Department while working out their Plan projections.

1.19 In response, the Department informed them that the extant system of budgeting being followed by them was broadly meeting the concept of ZBB.

1.20 Asked further how it is ensured that the proposed allocations are duly prioritized, rational and realistic and also in sync with national goals so as to not invite drastic cuts at various subsequent stages of consideration, the Department informed that the proposals for Plan allocations are based after extensive discussions with the Planning Commission, on gaps in rural drinking water and sanitation access and use, demands for improving service levels, Bharat Nirman and Plan targets.

1.21 Having observed in the context of Eleventh Plan, the Planning Commission had undertaken a Zero-Based Budgeting (ZBB) exercise sometimes in mid 2007 for all the Ministries/ Departments. Later on, they had suggested several measures to streamline the budgetary process, weed out redundant Schemes, merge similar Schemes into one umbrella Scheme, converge Schemes etc., so as to have a holistic view and for synergizing the planning and development process, the Committee asked the Department as to whether the said ZBB exercise was also carried out by the Planning Commission in their context and what were the results of the same.

1.22 In their written reply, the Department Stated that they administer the NRDWP through which support is given to the States for implementing rural drinking water Schemes. Sanction of individual projects is given by the States through their State level Scheme Sanctioning Committees. In the Eleventh Plan period, a thorough review of the approach and the Schemes being run by the DDWS was carried out with respect to their modification/continuance/weeding out. As a result, the NRDWP came into effect from 1 April, 2009 as an umbrella Scheme, replacing the earlier Accelerated Rural Water Supply Programme and other sub-Schemes. In the process it was decided to subsume the Swajaldhara Scheme into the Sustainability component of the NRDWP and the Sub-Mission projects under the Quality component of NRDWP. Similarly National Rural Water Quality Monitoring & Surveillance Programme, MIS and Computerization, IEC and Capacity and Communication Development Unit (CCDU) sub-Schemes were merged into the Support Activities component of the NRDWP.

1.23 Total Sanitation Campaign (TSC) is a 'demand driven' project based Scheme in line with principles of ZBB as there is no fixed allocation to the States/Districts linked to the increase in previous year's release/ allocation. The States are released funds based on their eligibility in terms of TSC guidelines. The Department administers TSC through which support is given to the States for increasing rural sanitation coverage for improved quality of life in rural areas of the country. Sanction of individual District projects is given by the National Scheme Sanctioning Committee (NSSC). In the Eleventh Plan period, a thorough review of the approach and the Schemes being run by the DDWS was carried out. The same has resulted in flexibility to the States while implementing the campaign for optimum results, smooth fund flow and better monitoring.

1.24 Queried further as to what specific action was initiated by the Department in pursuance of the broad directions/ guidelines, if any, issued by the Planning Commission in the aftermath of ZBB exercise of 2007, the Department Stated that they had modified the ARWSP and various sub-Schemes and consolidated them into the NRDWP to enable better implementation and monitoring. Further, to ensure effective utilisation of funds, every State has to prepare their Annual Action Plan (AAP), on the basis of national goals and priorities as well as the situation in the State. This prioritizes completion of incomplete Schemes, coverage of uncovered and quality affected habitations in each State.

1.25 Similarly under TSC, the Department had modified TSC guidelines in pursuance of the guidelines issued by the Planning Commission to enable better implementation and sustained sanitation for improved quality of life in rural areas of the country.

1.26 The Committee pointed out that 2011-12 was terminal year of the Eleventh Plan and wanted to know as to what extent have, in the view of the Department, these course corrections suggested by the Planning Commission yielded desired results, in a written submission the Department informed the Committee that they had modified the ARWSP and other sub-Schemes and launched the NRDWP. The following benefits have accrued as a result of this modification:

- a) Autonomy is now given to States to utilise the NRDWP funds interchangeably for the components of Coverage and Quality depending on the State needs. The Projects/Schemes tackling water quality now need not be sent to the Department for approval.
- b) NRDWP funds are now released to the accounts of State Water and Sanitation Mission. This reduces delays in further release of funds to implementing agencies at District level. Thus the flow of funds has become smoother than before.
- c) Monitoring of the implementation of the Programmes administered by the Department has become more effective.
- d) Sustainability of sources and Schemes is now incentivized by giving upto 20% of NRDWP allocation on 100% Central share basis. This will reduce slippage of Schemes due to drying up of sources and ensure better planning for source sustainability while designing new Schemes.
- e) Support activities component is now provided with 5% of NRDWP funds on a 100% Central share basis to incentivize States to take up various Support activities to improve the quality and sustainability of Schemes like regular Water Quality Monitoring and Surveillance activities; setting up/upgrading/strengthening water quality testing laboratories, set up institutional mechanism at State, District and Block levels for providing software support to PHEDs and Panchayats in planning, implementing and managing Water Supply Schemes; taking up regular awareness generation campaigns and training programmes for Panchayats and Village Water and Sanitation Committees etc.

1.27 Under TSC, the rural sanitation coverage was estimated to be 39.03% as on 01.04.2007 as per the progress reported by all the States through on line monitoring system maintained by the Department. The same is now estimated to be approximately 70%.

C. Budget and Cash Management Scheme

1.28 The Committee have been given to understand that with the intention to reduce expenditure asymmetry and to plan market borrowings, the Ministry of Finance have launched the modified Budget and Cash Management (B&CM) Scheme in 2006-07 that stipulates amongst other things the following:-

- (a) Disclosure of monthly expenditure of major Departments.
- (b) Quarterly exchequer control with a limit of maximum 33% funds in Quarter 4 (Q-4).
- (c) March spending control with a maximum ceiling of 15% of funds.

1.29 When asked as to what extent these measures were being implemented by the Department since modified Scheme was launched, the Department Stated that while an adhoc plan for monthly expenditure is prepared and submitted annually, under NRDWP and TSC, funds are released to the States in 2nd installments. The 1st installment is released without any specific documentation while the 2nd installment is released on the basis of submission of relevant documentation related to audit as well as certificate of utilization of funds subject to minimum of utilization of 60% of available funds. Thus it is not always possible to strictly adhere to the monthly expenditure plan. However the Department strictly adheres to the requirements of quarterly exchequer control with a limit of maximum 33% funds in Quarter 4 (Q-4) and a spending control with a maximum ceiling of 15% of funds for March.

1.30 As regards the quantum of funds spent by the Department in each of the quarters of 2006-07, 2007-08, 2008-09, 2009-10 and 2010-11 both in rupees and percentage terms, the information was furnished by the Department as indicated in the Table reproduced below:-

(Amount in ` crore)

	Alloc.	1st. Q	2nd. Q	3rd. Q	4th. Q	
2006-07	5,940.00	1,489.79	1,160.97	1,969.60	1,381.54	23.25%
2007-08	7,560.00	2,213.86	877.98	2,149.52	2,308.86	30.54%
2008-09	8,500.00	3,301.22	1,035.19	1,339.70	2,361.48	27.78%
2009-10	9,200.00	2,447.75	1,431.89	2,823.85	2,486.23	27.02%
2010-11	10,580.00	3,155.91	1,431.43	2,908.37	3,026.06	28.60%

1.31 Similar information with regard to March spending norms in the context of each of these years is given hereunder:-

(Amount in ` crore)

Fin. Year	B.E.	Funds released in March	
2006-07	5,940.00	654.79	11.02%
2007-08	7,560.00	1,089.38	14.41%
2008-09	8,500.00	1,089.89	12.82%
2009-10	9,200.00	1,077.98	11.72%
2010-11	10,580.00	1,392.51	13.16%

D. Plan Outlay and Outcomes

1.32 When the Committee sought break-up of funds allocated to the Department during the Tenth and Eleventh Plans, the following information was provided by the Department:-

(` in crore)

Year	Plan Outlay	NRDWP	TSC
Tenth Five Year Plan (2002-07)			
2002-03	2,275	2,110	165
2003-04	2,750	2,565	185
2004-05	3,300	2,900	400
2005-06	4,760	4,060	700
2006-07	5,300	4,560	740
Total	18,385	16,195	2,190
Eleventh Five Year Plan (2007-12)			
2007-08	7,560	6,500	1,060
2008-09	8,500	7,300	1,200
2009-10	9,200	8,000	1,200
2010-11	10,580	9,000	1,580
2011-12	11,000	9,350	1,650
Total	46,840	40,150	6,690

1.33 During the Tenth Five Year Plan, the total Outlay was fixed at ` 18,385 crore in which ` 16,195 crore has been allocated for NRDWP and ` 2,190 crore for TSC. During the Eleventh Five Year Plan, the total outlay had been pegged at ` 46,840 crore in which ` 40,150 crore has been allocated for NRDWP and ` 6,690 crore for TSC.

1.34 It may be seen from the above that the average yearly increase in Plan Outlay for Rural Water Supply (NRDWP) in the Tenth Five Year Plan was 22%, whereas, during the Eleventh Five Year Plan, it is 9.56%. Similarly, the average yearly increase in Plan Outlay for Rural Sanitation (TSC) is 52% and 12.3% in the Tenth and Eleventh Five Year Plans respectively.

1.35 Noting the decrease in average annual allocations during the ongoing Plan, the Committee wanted to know whether the Department had taken up the issue of allocation of higher funds with the Planning Commission so that the aims and objectives of providing safe drinking water and sanitation facilities to rural population of India do not suffer, in their reply the Department Stated that the increase in allocation in terms of percentages in the Tenth Five Year Plan appears to be high because of the low base in the initial year of the Plan period. In the Eleventh FYP though the percentage increase may not be of the same order as in the Tenth FYP, the absolute increase from the initial year i.e. 2007-08 to the terminal year i.e. 2011-12 is from ` 7,560 crore to ` 11,000 crore i.e. ` 3,440 crore. This is higher than the absolute increase of ` 3,025 crore during the Tenth Five Year Plan.

1.36 The total Plan outlay for the Department for the Eleventh Plan was ` 47,306 crore, out of which ` 39,490 crore was for rural water supply and ` 7,816 crore, for rural sanitation. Against this the actual release in the Plan period is ` 40,150 crore for rural water and ` 6,690 crore for rural sanitation, adding upto ` 46,840 crore. Thus 99% of the Plan Outlay has been allocated to the Department which indicates that priority has been given to these sectors.

1.37 When told that keeping in view the inflationary trends in the Indian Economy was'nt the average yearly increase in the Plan Outlay of the Department of Drinking Water & Sanitation regressive in real terms and would, therefore, affect the implementation of various programmes, the Department submitted the following data as comparative position of inflation vis-à-vis annual increase in allocation:-

Year	Inflation (WPI – 12 Month Avg. %)	% Increase in Allocation
2006-07	6.5	42.64
2007-08	4.8	12.43
2008-09	8.0	8.23
2009-10	3.6	15.00
2010-11	9.4*	3.96

*Provisional

1.38 They also further submitted that the above data suggests that the increase in allocation is not regressive in real terms.

1.39 Asked about the percentage of total Outlay of the Department vis-a-vis total Budget Outlay for the year 2011-12, the Committee were informed that the Department of Drinking Water & Sanitation has been allocated a budget of ` 11,000 crore for 2011-12, which is 3.28% of the Budgetary Support for the Central Plan of ` 3,35,521 crore.

1.40 On the specific question of the broad areas which will not be covered during the financial year 2011-12 due to substantial reduction in the amount sanctioned by the Planning Commission, the Department informed the Committee that under NRDWP, the coverage of quality affected and partially covered habitations, schools and anganwadis and completion of incomplete Schemes shall be affected due to allocation of less budget for 2011-12 against the demand.

1.41 Under TSC, the physical objectives likely to be achieved against the sanitation facilities for individual households, school toilets and anganwadi toilets shall be less than the objectives initially projected to the Planning Commission.

1.42 When probed further as to whether the major issues viz., sustainability in water availability and supply, water quality, sanitation facilities, decentralization to PRIs and financing of O&M cost while ensuring equity in regard to gender and socially and economically weaker sections of the society etc., which were to be focused during the Eleventh Plan will be adequately addressed in view of scarcity of resources/ funds, the response of the Department was that ensuring sustainability, water quality, sanitation, decentralization to PRIs and financing of O&M expenditure will be addressed to the extent of funds available, the State shares and the available opening balances with States.

1.43 Under TSC, the initial objective of the Department as mentioned in the Eleventh Plan Document was to achieve 100% project objectives as of 1 April, 2007 by the end of Eleventh Plan. However, due to receipt of less allocation, revision in incentive amount and increase in project objectives, it is estimated that the project objectives shall now be achieved by the year 2015.

E. Perspective Planning

1.44 The ongoing fiscal being the last year of the Eleventh Plan, the Committee wanted to know as to whether any exercise initiated for planning for the Twelfth Five Year Plan particularly with reference to objectives, activities, financial implications etc.

1.45 In response, the Department have informed them that the Planning Commission has set up a distinct Working Group on Rural Domestic Water and Sanitation under the Chairmanship of Secretary, Department of Drinking Water & Sanitation and Gram Vikas, Orissa Shri Joe Madiath to prepare an approach paper for these sectors for the Twelfth Five Year Plan. The Working Group consists of technical experts in the fields of drinking water and sanitation, representatives of NGOs working in the sector, and representatives of the concerned Ministries of Government of India and of concerned Departments of some State Governments. Their terms of reference include a review of present approach, strategies, priorities and allocation for Twelfth Plan. The Working Group is supposed to submit their Report by 30 June, 2011. The Working Group has held two meetings so far. Members are to prepare papers on various subjects which include

- i. Coverage of Rural Drinking Water and Sanitation
- ii. Appropriate technology
- iii. Governance Issues- sustainability of sources and Schemes
- iv. Capacity Building and IEC
- v. Right to Water & Equity Issues
- vi. Incentives and Subsidies in Drinking Water and sanitation
- vii. Water Quality
- viii. Nirmal Gram Puraskar
- ix. Approach to Sustainability in Sanitation

1.46 Keeping in view the fact that sustainability of water availability was one of the major issues in the Eleventh Plan and since the average availability of water is reducing steadily with the growing population in India and groundwater is the major source of water in our country, the Committee desired to know as to whether problem centric approach has been taken into consideration by the Working Group in their ongoing endeavour, the Department in a written reply informed that the Working Group has identified the major issues affecting the rural water and sanitation sectors and formed sub-groups to examine and study the issues. This problem- centric approach includes issues of Coverage of Rural Drinking Water and Sanitation; Appropriate technology; Governance Issues- sustainability of sources and Schemes; Capacity Building and IEC; Right to Water & Equity Issues; Incentives and Subsidies in Drinking Water and Sanitation; Water Quality; Nirmal Gram Puraskar and Approach to Sustainability in Sanitation. Papers prepared on these issues will be discussed and an appropriate Report submitted to the Planning Commission.

1.47 The Committee also wanted to know the Central Rural Sanitation Programme (CRSP) (now rechristened as TSC) which was launched in 1986 was converted from its supply driven approach to the present demand driven and since this transformation from 'supply driven' to 'demand driven' had not yielded the desired results, whether this important aspect was also being discussed in the Working Group.

1.48 The Department Stated that the sanitation coverage in the rural areas of the country was mere 1% in the year 1981 which increased up to 9% in the year 1991. The sanitation coverage in the rural areas of the country as per census 2001 was 21.8%, i.e. an increase of 20.8% over a period of 20 years meaning thereby an annual increase of approximately 1%. The successful restructuring of CRSP to TSC, adopting 'demand driven' approach as against the earlier State-wise allocation and supply driven approach has resulted in estimated rural sanitation coverage of approximately 70% as of March 2011 as per the progress reported by the States through online-monitoring system maintained by the Department. It is, therefore, evident that TSC has yielded desired results in terms of accelerated rural sanitation coverage in the country.

1.49 On the aspect of the major issues being discussed for further crystalizing the aspects of rural drinking water and sanitation in the Working Group meetings, the Committee were furnished the following information by the Department:-

1.50 The new aspects being discussed in the Working group meetings include:

- i. Whether concept of slipped back habitations should be continued or not?
- ii. How augmentation of service in partially covered habitations should be represented?
- iii. Making provision for replacement and modernization in Schemes.
- iv. The need to strengthen focus on water quality issues.
- v. Stressing on the shift to piped water supply.
- vi. Need for special Schemes to focus on lagging States.
- vii. Sustainability of sanitation facilities
- viii. Exploring possibility of incentivizing APLs for 100 percent sanitation coverage at community level.
- ix. Prioritizing Solid and Liquid Waste Management for overall cleanliness at the community level.
- x. Ways to promoting new technology options for different geographical regions.

F. Unspent Balances

1.51 On the perusal of the Outcome Budget (2011-12), the Committee noted that there were huge unspent balances to the tune of ` 5,363.16 crore under National Rural Drinking Water Supply Programme (NRDWP) and ` 1,275.15 crore under Total Sanitation Campaign (TSC) as on 31.12.2010 with different States/ UTs. The details of the unspent balances under NRDWP and TSC as on 31.03.2009, 31.12.2009 and 31.03.2010 are as given hereunder:-

(Amount in ` Crore)

State/UT	Unspent Balances under NRDWP			Unspent Balances under TSC		
	(As on 31.3.2009)	(As on 31.12.2009)	(As on 31.12.2010)	(As on 31.3.2009)	(As on 31.12.2009)	(As on 31.12.2010)
1	2(i)	2(ii)	2(iii)	3(i)	3(ii)	3(iii)
ANDHRA PRADESH	0	230.37	294.19	27.21	123.88	132.87
ARUNACHAL PRADESH	125.02	140.82	77.96	14.14	12.57	7.28
ASSAM	0	184.67	296.68	94.20	59.17	75.87
BIHAR	414.19	482.01	323.47	92.26	131.72	128.38
CHHATTISGARH	63.44	16.66	114.44	24.77	45.98	50.46
GOA	0	1.82	2.82	0.22	0.22	0.22
GUJARAT	230.80	68.71	255.56	34.61	31.06	18.54
HARYANA	0	16.65	99.88	18.90	11.59	13.07
HIMACHAL PRADESH	2.87	38.76	77.94	11.21	5.54	9.62
J & K	175.72	248.52	226.76	19.95	16.59	21.45
JHARKHAND	0	139.37	146.21	34.32	54.03	38.28
KARNATAKA	20.38	226.84	515.33	34.36	61.79	43.59
KERALA	10.61	87.45	72.77	9.53	10.35	14.52
MADHYA PRADESH	123.55	231.53	229.32	84.37	95.71	128.50
MAHARASHTRA	411.82	359.88	329.20	33.73	102.46	61.67
MANIPUR	25.75	56.49	62.94	4.50	12.30	7.05
MEGHALAYA	0.16	37.18	39.76	6.67	4.28	4.95
MIZORAM	16.75	28.43	31.70	4.77	1.36	2.57
NAGALAND	30.01	31.14	16.75	0.21	3.98	0.04
ORISSA	130.54	87.87	133.21	110.16	127.73	137.10
PUNJAB	36.49	27.39	40.27	10.04	9.97	7.81
RAJASTHAN	0	60.10	836.76	38.92	58.96	52.92
SIKKIM	30.67	20.13	6.57	2.46	0	1.12
TAMILNADU	142.35	223.40	180.11	19.63	34.32	39.22
TRIPURA	0	47.82	35.71	3.96	11.41	9.07
UTTAR PRADESH	227.05	586.80	484.07	266.30	218.37	171.87
UTTARAKHAND	43.27	50.93	211.29	9.41	11.53	3.57
WEST BENGAL	23.97	152.33	221.51	100.05	95.37	94.24
A&N ISLANDS	30.78	0	0	--	--	--
D&N HAVELI	0	0	0	0.01	0.01	--
DAMAN & DIU	0	0	0	--	--	0.01
DELHI	0	0	0	--	--	--
LAKSHADWEEP	0	0	0	--	--	--
PUDUCHERRY	0.94	0	0	0.23	0.18	0.15
CHANDIGARH	--	--	0	--	--	--
Total	2532.99	3884.24	5363.16	1111.24	1352.54	1275.15

1.52 It may be seen from the above table that there is a progressive accretion of unspent balances with different States/ UTs. It may also be observed that States like Bihar, Rajasthan, Jammu & Kashmir, Andhra Pradesh, Maharashtra, Karnataka, Orissa and Uttar Pradesh have large amount of unspent balances under the said two centrally sponsored Schemes proving that the impetus for liquidating the problem of unspent balances has not yielded the desired results.

1.53 Asked to spell out the reasons for progressive accretion of unspent balances in NRDWP and TSC funds, the Department informed the Committee that under NRDWP, funds are released to the States in two installments. The second installment is released when States submit Audited

Statement of Accounts (ASA) and Utilisation Certificates (UCs) for utilizing at least 60% of available funds. Most of the States submit these in November/December and therefore the second installment which is about 50% of the total allocation, is released in the month of December. This is the reason why on 31st of December every year the States do have large balances with them. The balances at end of December therefore include upto 40% of available funds (i.e. opening balance plus 1st instalment) and the second instalment. Due to increasing budgetary allocations for the NRDWP this has led to accretion of unspent balances as on 31st December in the previous years. However, this fund gets spent in the subsequent months leading to the year end on 31st March. Many of the Schemes now being implemented are large multi village pipe water Schemes which need more than one year for completion. Often funds allocated to these Schemes in one year spill over to the next financial year, leading to unspent balances at the end of the year. The unspent balance at the end of February 2011 had reduced to ` 4,523.28 crore.

1.54 As far as TSC is concerned, as can be seen the total unspent balance with all the States together was ` 1,352.54 crore as on 31.12.2009 as against ` 1,275.15 crore as on 31.12.2010. This is despite the fact that the allocation for the year 2010-11 was ` 1,580 crore as against ` 1,200 crore for the year 2009-10. The data thus suggests that the impetus for liquidating the unspent balances has resulted in observance of better financial discipline by the States.

1.55 Asked further if the Department had worked out specific modalities to address the burgeoning problem of unspent balances so as to ensure long term stabilization of various Schemes, it was Stated that for both the Programmes, to ensure that the unspent balance at the end of the year is kept to a minimum, States are asked to prepare their Annual Action Plan in February/March of the previous year for the next financial year, and fix their physical and financial objectives in consonance with their ability to implement the campaign during the year and prepare detailed plan for activities proposed and expenditure that is to be incurred on these activities. The Department also continuously pursues the matter of fund availability with the States through review meetings with State Secretaries, video conferencing and specific State review at the level of Secretary (DWS)/ Joint Secretary (DWS).

1.56 Further since TSC is implemented in a demand driven mode, the eligibility of the States holding higher unspent balance automatically reduces their eligibility for fund release in the subsequent year. Due to this specific modality and inbuilt provision in the TSC guidelines, States observe better financial discipline.

1.57 Keeping in view the fact that the unspent balances under Rural Water Supply and Rural Sanitation have increased from year-to-year, the Committee was keen to know as to what proactive role the Department had played in pursuing the erring State Governments to liquidate these unspent balances, they were informed through a written reply that under the NRDWP, a specific provision exists that excess closing balance of more than 10% of available funds, is deducted while releasing the 2nd installment of the subsequent year. This deducted amount can be restored when the State is able to spend at least 75% of the available funds in that year. Further the 2nd installment is released to the States only when they report utilisation of at least 60% of available funds. For example in 2010-11, releases to two States was cut by ` 75.12 crore due to the fact that these States had a closing balance as on 31 March, 2010 exceeding the permissible amount. The Department also regularly monitors the expenditure being reported by the States through review meetings, video-conferences, review visits to States and pursues the same with the States to ensure financial progress.

1.58 As the amount of unspent balances against some States/UTs has not been shown, the Committee desired to know if there were no unspent balances in these States/UTs. In this regard, they were informed that as far as TSC is concerned, the campaign at present is being implemented in 607 rural Districts of the country. Some of the States/Union Territories like Andaman and Nicobar Islands, Delhi, Lakshadweep and Chandigarh have not submitted any project under TSC either due to no rural Districts or having their own rural sanitation programme. No amount of unspent balance against these States/UTs has therefore been shown.

1.59 When asked to furnish the details of States/Union Territories that have no rural Districts and those which have been running their own rural sanitation programme, the Department informed that all States/UTs have rural Districts. However, as per Census 2001, the Districts of Hyderabad, Kamroop Metro, Delhi Central, New Delhi, Mumbai, Mahe, Yanam, Chennai and Kolkata have no rural population. The Department has no official information on independent rural sanitation programmes being run by various States/UTs.

1.60 Asked further to provide a brief description of rural sanitation programme independently run by States/ UTs and how these were distinct from Total Sanitation Campaign, the Department admitted that they had no official information on independent rural sanitation programmes being run by various States/UTs. Attempts were made in the past to get the information on independently run rural sanitation programmes from the States/UTs having Districts not covered under TSC, but no information could be received.

V. Scheme-wise Analysis

1.61 The Department operates the two Schemes under its auspices viz. (A) National Rural Drinking Water Programme; and (B) Total Sanitation Campaign. These are discussed in subsequent paragraphs.

A. National Rural Drinking Water Programme

1.62 The Committee have been informed that the Government has been progressively increasing the annual Central Outlay for the rural water supply sector over the years. Though water is a State subject, the Schemes of the Union Government are meant to supplement the efforts of the State Governments. The NRDWP (erstwhile ARWSP) is one of the six components of Bharat Nirman, which was conceived as a plan to be implemented in four years, from 2005–06 to 2008–09 for building rural infrastructure. During the Bharat Nirman Phase-I period, 55,067 uncovered habitations and about 3.31 lakh slipped-back habitations were to be covered and 2.17 lakh quality-affected habitations were to be addressed. Tackling arsenic and fluoride contamination was to give the first priority.

1.63 The Eleventh Plan (2007-12) identifies the major issues that need tackling during this period as the problem of sustainability, water availability and supply, poor water quality, centralized vs. decentralized approaches and financing of O&M cost while ensuring equity in regard to gender, socially and economically weaker sections of the society, school children and socially vulnerable groups such as pregnant and lactating mothers, specially disabled senior citizens etc. In order to address the above issues, the rural water supply programme and guidelines have been revised w.e.f. 1.4.2009 and the programme renamed as the National Rural Drinking Water Programme (NRDWP).

1.64 Keeping in view the increase in rural population, asked whether the Government was proportionately increasing the Annual Central Outlay for the rural water supply sector over the years, the Department in a written note Stated that there has been a significant increase in allocation to the rural drinking water sector over the years:

Year	NRDWP (` in crores)
Tenth Five Year Plan (2002-07)	
2002-03	2,110
2003-04	2,565
2004-05	2,900
2005-06	4,060
2006-07	4,560
Total	16,195
Eleventh Five Year Plan (2007-12)	
2007-08	6,500
2008-09	7,300
2009-10	8,000
2010-11	9,000
2011-12	9,350
Total	40,150

1.65 As can be seen there has been a 343% increase in allocation to the rural drinking water sector from 2002 to 2011, much more than the increase in rural population in this period.

1.66 The Committee pointed out that during the Bharat Nirman Phase – I period, 55,067 uncovered habitations and about 3.31 lakh slipped-back habitations were to be covered and 2.17 lakh quality-affected habitations were to be addressed and since Bharat Nirman Programme was unveiled to build rural infrastructure but with no financial targets. Asked about the justification for fixing physical targets under the Bharat Nirman, the Department informed the Committee that fixing physical targets under Bharat Nirman in the rural water supply sector was essential to ensure that the investment of funds under the Bharat Nirman was dovetailed with the goal of filling the gaps in rural infrastructure by providing potable drinking water to the targeted uncovered, slipped back and quality affected habitations. Coverage of these habitations would contribute to achieving the goal of provision of basic rural infrastructure to all.

(i) Financial performance

1.67 The Budget Estimates, Revised Estimates and Actual Releases for NRDWP for the years 2008-09 to 2011-12 are given below:-

(` in crore)

Name of Scheme	2008-09			2009-10			2010-11			2011-12
	BE	RE	Actual	BE	RE	Actual	BE	RE	Actual (as on 19.02.11)	BE
ARWSP/NRDWP	7,300	7,300	7,298.79	8,000	8,000	7,989.72	9,000	9,000	7,103.56	9,350.00

1.68 It can be seen from the data provided by the Department that during the 2008-09 and 2009-10, the financial performance was satisfactory. However, during the year 2010-11 (upto 19.02.2011), the Department has been able to utilise only ` 7,103.56 crore out of ` 9,000 crore allocated to them.

1.69 About the reasons for under-utilization of funds, the Department informed the Committee that utilisation at the national level is represented by releases to the State Governments. As on 31 March, 2011, utilisation of ` 8,986.74 crore has been achieved out of an allocation of ` 9,000 crore which is 99.85% of the allocation.

(ii) Physical performance

1.70 Targets and achievements under ARDWS/NRDWS (Coverage of habitations) are as follows:-

Component	2008-09		2009-10		2010-11	
	Target	Achievement	Target	Achievement	Target	Achievement [^]
Un-covered Habitations	16,753	17,412	586	377	376	168
Slipped-back Habitations	1,01,743	1,13,653	1,23,408	1,19,444	80,342	58,985
Quality-affected habitations	99,402	21,531* (2,05,930**)	34,595	32,734	41,094	13,277
Total	2,17,898	1,52,596	1,58,589	1,52,555	1,21,812	72,430

* Completed

** Addressed

[^] as on 31.01.2011

1.71 About the reasons for fixing lower targets in the three components of NRDWP over the years, the Committee were apprised that targets for uncovered habitations are based on the remaining number of such habitations as identified originally under Bharat Nirman in 2005. Since the remaining number of uncovered habitations has decreased so has the target in this category. Regarding slipped back habitations, the target had increased in 2009-10. The 2010-11 target was kept as per the prioritization of partially covered, SC and ST concentrated habitations in the proposals of the States in their AAPs. The States may have reduced their targets since such remaining partially covered habitations are generally more remote and difficult habitations and require more investment to provide water supply. Moreover the trend in all States is to cover more habitations with piped water supply due to demands of the rural population, which require larger investments. As far as quality affected habitations are concerned, realistic targets have been fixed keeping in view the actual achievements by the States in previous years. Also, more States are taking up large surface water based piped water Schemes requiring larger investments, to cover slipped back and quality affected habitations, because they are more sustainable and not prone to frequent slip backs or chemical contamination. The number of habitations targeted for coverage by the States appears to have declined due to these trends.

1.72 The Committee pointed out that in the year 2008-09, the physical achievements vis-à-vis targets set out in all the three components appeared to be satisfactory but in the year(s) 2009-10 and 2010-11, there were declining trends in achieving the physical targets. Enquired whether the momentum for ARDW/NRDW Programme had ceased to exist, the Department informed that the

percentage achievement for 2009-10 in quality affected category exceeded that of 2008-09 and whereas for slipped habitations the achievement was nearly 100%. Achievements for 2010-11 are yet to be fully reported.

1.73 Since 20% of NRDWP allocation had been earmarked for sustainability which included achieving drinking water security through sustainability of sources and systems, the targets and achievements for slipped-back habitations were not encouraging, the Committee enquired about the reasons for low progress on this count. In their written response, the Department explained that the year 2010-11 has been a good monsoon year in large parts of the country, thus lessening the urgent need of sustainability measures for sources. Further the large scale water conservation activities undertaken under MNREGA have also had an impact on the sustainability of water sources. Ensuring sustainability of drinking water Schemes has to be achieved through sustainability of sources and systems. In addition, both sustainability of sources and systems require high degrees of technical inputs in multiple disciplines including engineering, hydro geomorphological studies, watershed management techniques, social mobilization, public awareness and capacity building. The provision of allocating 20% of NRDWP funds for sustainability was implemented in the new NRDWP guidelines from 1 April, 2009. During the first two years, States have had difficulties in implementing this provision, as required expertise was not available at the field level. To strengthen these capabilities, States have been advised to create and suitably staff a Water and Sanitation Support Organisation at the State level, and District Water and Sanitation Missions at the District level. Both of these bodies can engage technical consultants with expertise in the specialised subjects mentioned above, who will be instrumental in ensuring proper usage of the resources available for sustainability. The Department has also commissioned the National Remote Sensing Centre (NRSC) Hyderabad for preparation of country-wide Hydro Geo-morphological maps, which is proving to be instrumental in locating ground water sources and siting sustainability structures. Further creation of Block Resource Centres with 1-4 coordinators at the block level has been recommended, which will be able to handhold the Gram Panchayats/ Village Water and Sanitation Committees in the process of their owning the water supply Schemes ultimately leading to the handing over of the management of the Schemes. All the three bodies shall be funded by the NRDWP.

1.74 NRDWP guidelines of 2009 stipulate moving from habitation level coverage to household level coverage. About the progress made on this count, the Committee were informed that the States decide upon the level of service that shall be delivered to the population both at the habitation as well as household levels. Coverage is decided upon not only by the quantity of water supplied but also the distance from the consumers' location to the water supply point and the time taken to obtain the water. To achieve greater household level coverage, the steps taken up by the Department to increase the availability of water which inter-alia will lead to coverage at household level, include:

- i. Categorising habitations on the basis of percentage of population covered in the online IMIS of the Department rather than on the average quantity of water supplied per capita.
- ii. Reporting achievements based on percentage of household coverage as reported by national sample survey organizations.
- iii. Inclusion of small habitations with less than 100 population for purposes of coverage under NRDWP.
- iv. Removing distance criteria of 1.6 km for considering households covered and giving flexibility to States to fix their own criteria depending on their resources, needs etc.
- v. Enhancement of budgetary support to ensure coverage of small habitations and unserved pockets of bigger habitations.
- vi. Earmarking of funds for SC, ST and minority concentrated habitations to ensure coverage of households belonging to these categories.
- vii. Promotion of coverage with piped water supply to reach water supply closer to households instead of handpumps, wells etc.

(iii) State-wise physical performance

1.75 State/UT-wise targets and achievements (coverage) under ARDWS/NRDWS during 2009-10 and 2010-11 as furnished by the Department are given below:-

State/UT	2009-10						2010-2011					
	Target			Coverage			Target			Coverage ^A		
	Uncovered	Slipped-back	Quality Affected	Uncovered	Slipped-back	Quality affected	Uncovered	Slipped-back	Quality Affected	Uncovered	Slipped-back	Quality affected
1	2(i)	2(ii)	2(iii)	3(i)	3(ii)	3(iii)	4(i)	4(ii)	4(iii)	5(i)	5(ii)	5(iii)
ANDHRA PRADESH		8374	126		5330	223		5863	810		609	19
ARUNACHAL PRADESH		2366	34		529	38		270	264		99	08
ASSAM		16132	6868		5944	6071		4642	3515		2166	1539
BIHAR		32760	7748		16882	10221		10840	7909		4139	1251
CHHATTISGARH		0	3551		10943	1269		6522	3426		2847	637
GOA		0	0					0	0			
GUJARAT		1006	390		1147	451		709	391		239	172
HARYANA		862	88		818	94		971	36		426	03
HIMACHAL PRADESH		4987	13		5244	12		4958	42		2892	
JAMMU & KASHMIR		4699	1		432	1		652	310		514	
JHARKHAND		1420	132		14693	225		667	432		3451	210
KARNATAKA		10362	2638		10030	2508		4748	4002		1988	586
KERALA		243	152		140	114		697	47		141	04
M.P.		3998	502		10771	643		12600	700		7560	163
MAHARASHTRA		6519	2086		6457	1008		5621	4124		4673	1316
MANIPUR		730	0		160			305	25		98	
MEGHALAYA		492	8		401	6		738	102		152	05
MIZORAM		300	0		124			124	0		42	
NAGALAND		180	20		65	19		0	105		43	03
ORISSA		0	3452		7463	2314		3773	1721		3090	802
PUNJAB	145	1040	466	129	1481	271	16	1615	392		709	973
RAJASTHAN	406	9313	1210	239	7377	3154	316	3471	3977	145	1758	
SIKKIM		300	0		110			175	0		67	
TAMILNADU		7000	0		8237	1		7000	1009		3301	130
TRIPURA		1786	1346		110	733		516	309		56	437
UTTAR PRADESH		442	1558		312	1565		0	2142		20	886
UTTARAKHAND	35	1164	0	9	1191		26	1539	0	02	586	
WEST BENGAL		6891	2202		3017	1789		1326	5304		2012	938
A & N ISLANDS		42	0				08					
DADRA NAGAR HAVELI		0	0									
DAMAN & DIU		0	0									
DELHI		0	0									
LAKSHADWEEP		0	0				10					
PUDUCHERRY		0	4		36	4						
CHANDIGARH		0										
TOTAL	586	123408	34595	377	119444	32734	376	80342	41094	147	43678	10114

^A upto 31 December, 2010

(iv) Financial performance in North Eastern States

1.76 The financial performance of the NE States during 2009-10 and 2010-11 (upto 31.12.2010) is reflected in the table below.

(` in crore)

States	2009-10				2010-11 (upto 31.12.2010)			
	Central Share		State Share		Central Share		State Share	
	Total availability	Expenditure reported	Total availability	Expenditure reported	Total availability	Expenditure reported	Total availability	Expenditure reported
Assam	323.50	275.07	151.30	150.83	485.91	189.23	166.73	59.37
Arunachal Pradesh	205.67	195.55	25.00	20.00	125.03	47.08	0.00	0.00
Manipur	65.26	41.17	28.61	14.85	62.94	0.00	35.00	1.30
Meghalaya	79.58	69.57	73.37	48.42	71.89	32.14	49.50	34.86
Mizoram	72.69	52.21	24.02	20.11	65.07	33.38	6.69	1.69
Nagaland	76.67	72.08	16.46	2.80	42.36	25.61	10.26	6.59
Sikkim	30.93	24.00	16.65	13.03	19.41	12.83	10.00	4.72
Tripura	95.25	78.07	14.05	12.00	72.84	37.13	7.00	4.14

1.77 Regarding the reasons for under utilisation of Central and State share funds in the NE States during the financial year 2010-11 (upto 31.12.2010), the Committee have been informed that expenditure by the NE States for the year 2010-11 (as on 31.12.2010) was reported to be at an average of about 40% both at the national as well as State level. At the end of January/February 2011 the reported status on the IMIS is:

SNo.	State Name	Opening Balance(Central)	Allocation			Release			Expenditure upto February 2011			
			Total	Central	State	Total	Central	State	Total	Central	%age against the central fund (I/(G+D))*100	State
A	B	D	(E + F)	E	F	(G + H)	G	H	(I + J)	I		J
1	ARUNACHAL PRADESH	10.12	132.246	123.346	8.900	196.915	196.915	0.000	96.306	96.306	46.52	0.000
2	ASSAM	48.43	650.045	449.639	200.406	626.618	487.477	139.141	289.204	195.498	36.48	93.707
3	MANIPUR	24.10	102.180	54.610	47.570	64.471	51.408	13.064	66.345	55.844	73.95	10.502
4	MEGHALAYA	10.01	137.510	63.485	74.025	150.339	84.881	65.458	104.394	39.753	41.89	64.641
5	MIZORAM	20.48	55.688	45.998	9.690	70.271	60.591	9.680	48.092	43.414	53.55	4.678
6	NAGALAND	4.59	91.406	79.507	11.899	82.126	75.531	6.595	32.199	25.605	31.81	6.595
7	SIKKIM	6.94	36.242	26.242	10.000	25.913	22.541	3.372	20.947	16.229	55.05	4.718
8	TRIPURA	17.18	64.986	57.173	7.813	82.475	74.662	7.813	67.574	62.955	68.54	4.618

1.78 The State-wise position as furnished by the Department is indicated in the succeeding paragraphs.

i. Arunachal Pradesh

The State had an OB of Rs. 10.12 cr. and an allocation ` 123.34 crore for 2010-11. On having spent more than 60% of their available central funds in 2011-12, the State was released an additional allocation of ` 50 crore in March 2011. The report of expenditure upto February end, 2011 on all funds released is 46.52%.

ii. Assam

The State had a OB of ` 48.43 crore. The State had an allocation ` 449.64 crore for 2010-11. On having spent more than 60% of their available central funds in 2011-12, the State was released an additional allocation of ` 50 crore in March 2011. The report of expenditure upto January end, 2011, on all funds released is 36.48%.

iii. Manipur

The State had a OB of ` 24.10 crore. The State had an allocation ` 54.61 crore for 2010-11. The State has reported spending 73.95% of available funds upto January end 2011.

iv. Meghalaya

The State had a OB of ` 10.01 crore. The State had an allocation ` 63.48 crore for 2010-11. On having spent more than 60% of their available central funds, the State was released an additional allocation of ` 23 crore in March 2011. The current report of expenditure on all funds released is 41.89% upto January end, 2011.

v. Mizoram

The State had a OB of ` 20.48 crore. The State had an allocation ` 46.00 crore for 2010-11. On having spent more than 60% of their available central funds, the State was released an additional allocation of ` 16 crore in March 2011. The current report of expenditure on all funds released is 53.55 % upto February end 2011.

vi. Nagaland

The State had a OB of ` 4.59 crore. The State had an allocation ` 79.51 crore for 2010-11. The current report of expenditure on all funds released is 31.81 % upto December end 2010.

vii.. Sikkim

The State had a OB of ` 6.94 crore. The State had an allocation ` 26.24 crore for 2010-11. The current report of expenditure on all funds released 55.05 % upto February end, 2011.

vii. Tripura

The State had a OB of ` 17.18 crore. The State had an allocation ` 57.17 crore for 2010-11. On having spent more than 60% of their available central funds, the State was released an additional allocation of ` 19 crore in March 2011. The current report of expenditure on all funds released 68.54 % upto February end, 2011.

1.79 It has been further clarified that one of the reasons for comparatively lower level of expenditure upto December, is due to the unique characteristic of heavier rainfall for an extended monsoon period in these States this year that delayed actual physical implementation of Schemes which can be carried out only after the monsoon is over. This has resulted in delays in financial progress.

1.80 On observing for the Financial Year 2010-11 that the States share (provision of funds and expenditure reported) in respect of Arunachal Pradesh and Manipur has been shown as '0', the Committee asked the Department about the reasons for the same and its effect on the rural water supply programme in these two States. In response, the Department informed that it was due to the fact that Arunachal Pradesh had not released their State share at the time of reporting in December 2010. However, the State has subsequently released State share of ` 8.90 crore. In so far as Manipur was concerned, the Committee were informed that Manipur had not reported expenditure on the online IMIS at the time of reporting in December 2010. Subsequently as on 28.2.2011, Manipur has reported an expenditure of ` 55.84 crore.

1.81 The physical progress for the NE States during 2009-10 and 2010-11 as furnished to the Committee is indicated in the Table below:-

	Target			Coverage			Target			Coverage [^]		
	Uncovered	Slipped-back	Quality Affected	Uncovered	Slipped-back	Quality affected	Uncovered	Slipped-back	Quality Affected	Uncovered	Slipped-back	Quality affected
1	2(i)		2(iii)	3(i)	3(ii)	3(iii)	4(i)	4(ii)	4(iii)	5(i)	5(ii)	5(iii)
ARUNACHAL PRADESH		2366	34		529	38		270	264		145	135
ASSAM		16132	6868		5944	6071		4642	3515		2862	2120
MANIPUR		730	0		160	0		305	25		226	1
MEGHALAYA		492	8		401	6		738	102		363	17
MIZORAM		300	0		124	0		124	0		121	0
NAGALAND		180	20		65	19		0	105		43	03
SIKKIM		300	0		110	0		175	0		100	0
TRIPURA		1786	1346		110	733		516	309		105	871
TOTAL	0	22286	8276	0	7443	6867	0	6770	4320	0	3965	3147

[^] upto 28 Feb, 2011

1.82 As per the extant Government policy, 10% of all funds are to be mandatorily earmarked for the NE States to priorities developmental work in the NE Region. Keeping in view the fact that the above performance of the Department was not at all reflective of the priority accorded to the NE States, the Committee wanted to be apprised of the reasons behind the dismal performance of the Department. In their written reply, the Department informed the Committee that for 2009-10, the achievement for slipped back habitations is 37.26%, while that of quality affected habitations is 83.08%. For 2010-11, as on 28.2.2011, the corresponding figures for slipped back habitations is better at 58.57% and that for quality affected habitations is 72.85%. It is expected that further progress will be reported by the end of March 2011. The reasons for the difficulty in achievement of targets in the NE States include the difficult hilly terrain in the region, existence of scattered habitations and low accessibility of the habitations and water sources. These factors increase the cost of Schemes significantly and make achievements of coverage difficult. Restoration of services in slipped back habitations is also comparatively harder than in the plains. The heavy and long rainy season also affects the implementation of the Schemes often causing time and cost overruns. The foremost strategy that has been put in place to support the NE States is to decrease the amount of State share required from them under NRDWP to 90:10 (Centre: State) from 50:50 earlier. In addition strengthening of capacity of technical personnel from these States is also given priority.

Technical advisors from the Department make regular visits to the States to provide technical guidance and support.

(v) Monitoring of NRDWP

1.83 During the course of their examination, the Committee desired to be apprised about the mechanism in place for monitoring of NRDWP. They were informed that under the Bharat Nirman Programme there has been a fundamental change in the monitoring process wherein the targets and coverage are marked and reported in terms of the names of villages/ habitations. Hence an Integrated Management Information System (IMIS) has been set up by the Department. These systems are accessible in the online monitoring page of the department website (<http://www.ddws.gov.in>).

1.84 The Integrated Management Information System (IMIS) is a comprehensive web based information system, which enables the States and the Centre, to monitor the progress of coverage of habitations and rural schools and anganwadis, through a common monitoring format. In addition to this, progress of Sustainability projects and Sub-Mission projects (for tackling quality affected habitations) can also be monitored. The IMIS would enable one to view the names of quality-affected habitations and the list of slipped back habitations along with reasons for slippage and their coverage. Data on coverage of habitations with potable water specific habitations has been linked with the census village code for bringing in increased accuracy in the monitoring of the programme on on-line.

1.85 The State Governments have been urged to enter the physical and financial progress online on a monthly basis and update the habitation wise data on an annual basis. The State officials responsible for online data entry have been imparted training to undertake this job. Besides, periodic review meetings, video-conferences, State-wise reviews and monitoring visits are conducted to review the physical and financial progress in the implementation of Schemes in the States.

1.86 As regards the extent to which the Department has been able to monitor the progress of States in the implementation of the NRDWP through the said system, the Committee were informed that the Department is regularly monitoring the progress of States in the implementation of the NRDWP based on IMIS reports. Annual status of habitations is entered by States. On a monthly basis, both physical and financial progress on implementation of the NRDWP, are entered by States as Monthly Progress reports on the IMIS. 13 new formats have been developed to cover all aspects of implementation and are used to monitor the progress. National level progress is compiled, monitored, reported and reviewed on the basis of this information. No paper reports are now being received.

1.87 About the authenticity of the data provided by the States online, the Committee were apprised that the data on the web based IMIS is being entered by the States from 1 April, 2009. All reporting is now through the IMIS. The data, which is entered habitation-wise, is in the public domain and open to checking, verification and comment by all. Feedback can be given by the public, interested parties, public representatives etc in case of incorrect entries. The same is also verified by officers on visits to the States and in official meetings and deliberations of senior officers of the Department with representatives of the State Governments. The Department has also, recently commissioned a pilot study on the verification of the data entered by the State on the IMIS by WAPCOS, a public sector undertaking of the Ministry of Water Resources.

1.88 On the specific point of any mechanism available with the Department for looking into the complaints for erroneous entry of data by the States, the Committee were informed that the Department receives public grievances including those regarding erroneous data entered on the IMIS, through the CPGRAMS (Central Public Grievances Reporting Website) site as well as the Departments own site. Written grievances are also received on which remedial action is taken. Data is also scrutinized for inconsistencies etc. in-house within the Department and by the National Informatics Center. Errors detected are immediately taken up with the States for required correction.

1.89 Queried further as to whether all the States/UTs are entering the data on a regular basis and the steps taken by the Department to ensure that all the States/UTs comply with this requirement to make the system actually real time, the Department Stated that States are required to enter the Physical and Financial Monthly Progress Report of the activities being undertaken by them under the NRDWP, in prescribed formats, for every month by the 15th of the next month. In case of non-entry by the prescribed date, automated SMS messages are sent to concerned officers of the State Governments as well as of the Department. States are generally entering data in time. In case of delay, the matter is taken up personally with State Secretaries in charge of rural water supply. Non compliance of data entry of financial progress may lead to non release of funds to the States.

Involvement of Panchayati Raj Institutions

1.90 To a query about the extent to which the Panchayati Raj Institutions had been involved by the Department in NRDWP, the representative of the Department Stated during evidence:

“The hon. Member had raised a very important point about decentralization process and the role of Panchayats. So far, the entire programme which is mostly engineering department driven, it is PHED driven. Mostly, whether it is hand pumps or it is piped water supply programmes, it has been primarily driven by the State and Central Government Departments. The role of the Panchayats has been marginal. In some States it has been very good. In States like Maharashtra and Gujarat, they have delegated lot of funds and functions to Panchayats. But in other places it is not very good. For instance, if you go to a State like Maharashtra, any scheme up to ` 5 crore can be constructed by Gram Panchayats and within ` 5 crore, I suppose 95 per cent of the Schemes can be done. So Maharashtra is even taking up construction of drinking water Schemes by Panchayats. The same thing is done in Gujarat. They have also transferred construction of Schemes to almost about 11,000 Panchayats, whereas, when it comes to a State like Uttar Pradesh or other States, they had transferred only maintenance of hand pumps. In other States they do not even have done that. So, the only way in which you can encourage the States is by giving some kind of an incentive. What we have designed is, we have 10 per cent of earmarked funds that we are supposed to put in incentive fund. What we are designing it, we are devising a management devolution index which will ensure what percentage of money has been given to Panchayats. Powers and functions have been given to Panchayats and we want to reallocate this 10 per cent of incentive money which, in our case, will come to almost about ` 1,000 crore to reward those States which have delegated the works to Panchayats. So far, the so-called incentive money actually had become Plan money. So, this was also allocated on the basis of allocation. This will go to States. I have already had

two rounds of meetings with State Governments. I have already sensitized them that this 10 per cent will not be available this year and when we are releasing the money we will not release this 10 per cent and we have already circulated management devolution index that we want to enforce in the country so that Panchayats get more powers both in construction and also in maintenance of the facilities. Some States obviously will be better placed than other States. States like Maharashtra and Gujarat will be better placed and some States will have to work very hard to come up to that particular level. I can assure you, my Minister has already cleared this file. For management devolution index, we are in the process of preparing the Cabinet Note. As a first step, we are not releasing this 10 per cent to the States this year. We are keeping this 10 per cent money only to encourage Panchayat participation. Last year, we have also come out with several publications. How do you prepare a village water security plan, how do you prepare a village sanitation plan and the training programme that we have undertaken this year is not only for engineers but it is also for Panchayat elected members. So, decentralization is one thing which we are going to push in a big way and not only by issuing circulars, but by giving guidelines but also reserve at least ` 900 crore to ` 1,000 crore for the activity. That is the primary thing that we have kept to ourselves.”

1.91 He further added:

“Personally I think that is the best that we are trying to do. I am not saying it is sufficient. But, under the Drinking Water Supply Programme, the allocation to the States is based on a criteria and this has been going on from 1972. For so many years, the money has been given to the States and the States have been spending this money. That is the system now. How the money is spent beyond the State level, so far we have not really questioned.”

(vi) Training & Capacity Building

1.92 About a query of the Committee regarding training and capacity building mechanism for NRDWP to facilitate and empower the user groups, they informed that in order to develop understanding and appreciation of safe and clean drinking water amongst rural communities and to enable them to carry out tests to determine the quality of drinking water, the National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP) was launched in February 2006. The programme aimed at empowering rural communities by:

- (i) Training 5 grass root workers in each Gram Panchayat, which may be ASHA worker, Anganwadi worker, science teacher, high school girl child, panchayat member, retired army officials, etc.

- (ii) In addition to 5 Gram Panchayat workers, 2 persons at the State level, 4 persons at the District and 5 persons at the Block level are also to be trained.

1.93 Adding further, the representative of the Department Stated during the oral evidence:

“We are providing the second fund under the item ‘Training’. We have signed certain agreements with the National Key Resource Centre, Regional Resource Centres, Research Bodies as well as Institutes. We don’t have our own Institute such as the National Institute of Rural Development or any other Institute like that. We depend on such types of Institutes or Bodies or Centres. We are requesting 25-30 identified Institutes such as IITs, IIMs and various other Bodies to conduct training programme on our behalf.”

1.94 Noting that so far, 9,97,467 people have been trained with an expenditure of ` 147.75 crore, while the amount released is ` 248.97 crore, the Committee wanted to know the reasons for non-utilizing the entire funds released. They were informed under the National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP), Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Tamilnadu, West Bengal and all NE States have substantially utilized the funds released including for training of 5 grass root workers in each Gram Panchayat. States like Andhra Pradesh, Bihar and Punjab have reported more than 50% expenditure while other States have reported low expenditure. In other States, the expenditure reported online is poor. Under this programme, some States have released funds to the #istricts for procurement of field test kits and training of people. States do not report the expenditure online unless UCs are received from the Districts to the State level. This could be a major reason for reporting low utilization of funds under the programme. The status of implementation of NRDWQM&SP as on 14 April, 2011 is at **Annexure-I**. During the period 2005-06 to 2008-09, as reported into IMIS, an amount of ` 248.97 crore was released of which, actual expenditure reported is ` 1.49 crore. From 2009-10 onwards, the Water Quality Monitoring and Surveillance Programme has been subsumed under the 5% Support funds and there is no separate funding to States.

1.95 The Planning Commission, as the Committee have been informed, has taken a serious view of this under-utilization of funds and had categorized in their evaluation of training aspects as ‘poor’.

The study says the overall situation (all 5 States combined) presents a poor picture with a sustainability index of only 30 per cent implying that the provision of training to community members, especially the women has not been given adequate and much needed attention.

1.96 Asked about the observations of the Planning Commission and also to spell out the corrective steps taken by the Department thereon, the Department Stated that the report of the Planning Commission is based on the performance during the period 2003 to 2009. Till the year 2008-09, IEC and HRD funds were provided separately to the Communication and Capacity Development Units (CCDU) attached to the State. Similarly, separate funding under various programmes like Water Quality Monitoring & Surveillance, MIS were done. This made overall monitoring of performance difficult and the performance of training imparted to State, District, Block and Panchayat persons was low in the 5 States mentioned in the report. Learning from this experience, all programmes like IEC, HRD, MIS, WQM&S have been subsumed under a single umbrella programme called National Rural Drinking Water Programme (NRDWP) and the above-mentioned activities can now be taken up from 5% NRDWP-Support funds provided to States. Further, since CCDU was an independent sub- programme under ARWSP launched since 2003 and was funded to States on need basis, based on proposals received from States and was primarily carried out by separate Institutions, the training programme was not very successful mainly due to lack of co-ordination between the PHEDs and Training Institutions. Since 2009-10 the training programme has been merged with WSSO set up in each State under SWSM and headed by senior officers for taking up all software activities.

1.97 However, out of the 5 sample States selected by the Planning Commission for evaluation of training programmes, viz., Karnataka, Rajasthan, Himachal Pradesh, West Bengal and Assam, the present progress of training of workers at grass root level under the water quality monitoring and surveillance programme is satisfactory. As per the latest information made available by the States on IMIS, in the case of Karnataka and West Bengal, the percentage of training of workers at grass root level has been more than 100% of the total number of people required to be trained in the States, viz., 5 trainees per Gram Panchayat. In the case of Rajasthan and Assam, this percentage is also high. Only in respect of Himachal Pradesh, the percentage of grass root level workers

trained has been only about 55% of the total number of people required to be trained in the State. The physical and financial performance under the Water quality monitoring and surveillance programme is at Annexure- I.

1.98 As regards imparting training to women, ASHA workers, Anganwadi workers and girl students above Class-VIII can be considered for training under Water Quality Monitoring and Surveillance Programme amongst the 5 grass root level workers required to be trained in each Gram Panchayat. Thus, women are adequately represented in training of grass root level workers under the Water Quality Monitoring and Surveillance Programme.

(vii) Research and Development

1.99 The Committee note that in order to promote research and development in the area of water supply and water quality, this Department funds R&D projects to premier R&D institutions, universities and autonomous organizations, including NGOs/ voluntary agencies. So far, 143 R&D projects have been sanctioned, out of which 127 have been completed. The Department has brought out two compendia on the completed projects and they have been widely disseminated to States/PHEDs for their use. To consider R&D proposals and provide guidance, the Department has constituted a Research & Development Advisory Committee (R&DAC). In 2010-11, the R&DAC approved five R&D projects in June, 2010. Presently, 16 R&D projects are ongoing.

1.100 The financial performance with regard to R & D activities is summarized in the Table below:-

(` in Lakh)

Year	Allocation	Utilized
2008-09	50	30
2009-10	50	50
2010-11	100	30

1.101 It may be seen that barring the year 2009-10, the Department has performed very poorly in utilizing even these minimal funds on R&D activities.

(viii) Performance under Bharat Nirman Phase-I

1.102 During the course of their examination, the Committee noted that while funds are allocated under NRDWP, their achievements are counted against the overall achievements of Bharat Nirman as NRDWP is one of the six components of the former.

1.103 To have a better insight into this arrangement, the Committee wanted to know as to whether separate physical targets distinct from NRDWP targets are fixed for rural water supply under Bharat Nirman as also how these targets are achieved especially when no financial targets are in existence for this component under Bharat Nirman.

1.104 In response, they were told that no physical targets were fixed for Bharat Nirman. Targets under NRDWP are also the targets under Bharat Nirman. There are no separate physical targets under Bharat Nirman.

1.105 About the shortfalls in targets and the likely time line by when the Bharat Nirman targets will be achieved, the Committee were informed that at the beginning of Bharat Nirman Phase II, i.e. on 1.4.2009, there were 627 uncovered habitations and 1,79,999 quality affected habitations, which were included in Bharat Nirman targets. As on 1.4.2010, there were 376 uncovered habitations and 1,44,064 quality affected habitations remaining. As on 28.2.2011, 44 uncovered habitations and 1,36,482 quality affected habitations still remain to be covered. Coverage of Bharat Nirman targets for uncovered habitations is likely to be achieved during this year. However covering quality affected habitations will take time as this involves use of technology for purification of water or providing piped water supply to affected habitations from distant surface water sources which require higher investment and longer implementation time. It is expected that these habitations will be covered in the next 3-4 years.

(ix) Water Quality in Rural Areas

1.106 In view of the growing complaints about the deteriorating water quality in the rural areas of the country, the Committee were desirous to know the views of the Department on the issue to providing safe drinking water to the entire rural population of India based on the overall performance of States/ UTs.

1.107 The Department in their response Stated that the country has made significant progress in providing adequate potable drinking water to the rural population. India has achieved its MDG goals in the field of rural drinking water supply. It is estimated that 90% of the rural population now has access to improved sources of drinking water. The Department has prepared a Strategic Plan for 2011-2022, which aims at providing access to adequate quantity of safe drinking water to all rural households, schools and anganwadis by 2017. The goal is to cover 55% of rural households with piped water supply, with 35% having piped water supply with household connections by 2017. By 2022, it is aimed to provide 90% of rural households with piped water supply with 80% having piped water supply with household connections. With increasing allocation of resources both from the Centre and the States, rising demands from the rural public for higher levels of service delivery, as well as involvement of local bodies in planning, implementing and operating rural drinking water Schemes, the country is moving towards higher service standards in rural drinking water supply.

1.108 Dwelling upon further on the aspect of water quality and the constraints being faced in ensuring it, Secretary, Department of Drinking Water and Sanitation Stated during the evidence:

“Coming to the issue of quality, it is a very important issue. The standard that we fix for safe water is not a standard which is legally enforceable, it is recommendatory. We have something called a desirable limit and something called permissible limit. BIS, 2004 standard is 10,500 and it gives a general definition about safe water and a permissible pH should be between 6.5 to 8.5 per cent, arsenic should be less than 0.05 per cent, fluoride should be 1 per cent and for TDS, desirable limit is 500. It is a desirable limit, but the permissible limit can go up to 2,000. This is what we call as safe water. This is more in the document. This is generally not known to the people.

What we, for the first time, are trying to do is to get the people test them. These 2,76,000 kits is to try and train the people to actually test them and the test will give the report. We have

admitted that 10 per cent of the test reports show contamination. First we realised that there is a problem. So far we did not talk about quality problem. We are talking about supply programme. We have said that we have given a hand pump and given a tube well. But now at least if these reports come up, then the general public will demand that the quality has to be met and once again let me assure that unfortunately in India we have not been able to declare a legally enforceable quality standard for drinking water, not even in urban water, what to speak of rural water. Nowhere it has been the water quality assessment authority which has the mandate to declare the quality of water and it lies with the Forest and Environment Department. They operate under the Environment Protection Act. The Water Resources Department also do not have the power to declare the quality of water. Department of Drinking Water and Sanitation, of course, is a very minor player and our consumption is only 5 per cent of the total water body. We have put up this note before the Group of Ministers to please recognise this issue of quality of drinking water and that it is getting affected not because we have committed any blunder, but because the agriculture department has set up millions and millions of tube wells, the industry department is giving so many licences and all kinds of things are happening. That is why, we want to raise before the Group of Ministers that there has to be an integrated approach to the quality of water.”

1.109 He further added:

“One issue was raised regarding Punjab that in two Districts there was uranium contamination. There were reports of uranium contamination in some areas. The Bhabha Atomic Research Centre was requested to conduct the test and they did come up with some reports that there might be uranium contamination. For the first time, we have sanctioned almost Rs. 3 ½ crore to Bhabha Atomic Research Centre to conduct hundred per cent survey of suspected sources in the entire State of Punjab. This is also for the first time we have decided that if there is report of serious contamination from any source in any particular area, the Government of India will proactively take lead and sanction money. The hon. Member from Punjab is not here. He would have been very happy to know that the Government of India has released money to the Bhabha Atomic Research Centre to identify if there is any uranium contamination. The same policy we will follow in other places if there is a report.”

(x) Water Quality Testing Laboratories

1.110 The Committee find that the Department also supports the setting up and upgradation of District level and sub-District level laboratories in the States. So far, 676 District laboratories have been established by the States/ UTs using funds from the Centre, from their own resources and from other sources. However, according to the reports available, 84 rural Districts do not have/ report District level labs as yet. 705 sub-District laboratories have also been set up in various

States. In 2010-11, States have planned to set up 81 District and 725 sub-District level labs and upgrade 352 labs.

1.111 Observing from the data furnished to them that Goa, Manipur, Sikkim, Andaman & Nicobar Islands, Chandigarh, Dadar & Nagar Haveli, Daman & Diu, Delhi, Lakshadweep and Puducherry do not have any water testing labs, the Committee wanted to know as to how the Department ensured the availability of safe drinking water to the people in the aforesaid States/UTs in the absence of water quality testing labs. They were informed that as per the data available in the online IMIS as on 14 April, 2011, all 9 Districts of Manipur State have set up District water quality testing laboratories. In Puducherry, out of 4 Districts, Yanam and Mahe are mostly urban and therefore the UT has reported 2 District quality testing laboratories, one each in Puducherry and Karaikal. Lakshadweep has reported setting up of 9 water quality testing laboratories in 9 islands. In Goa, water quality testing laboratory is existing at the Goa water treatment plant itself, but is not reported online. During the Annual Action Plan discussion held on 13.4.2011, Sikkim has informed about setting up of 2 District water quality testing laboratories which will cater to all the 4 Districts, as the total population in 2 other Districts is very meager. However, these are yet to be entered into online IMIS. Andaman & Nicobar Islands, Dadra & Nagar Haveli, Daman & Diu either did not set up laboratories or have not entered into the online IMIS. Chandigarh and Delhi have predominantly urban Districts and are not reporting on the IMIS. There are 67 Districts which are yet to be reported having a water testing laboratory. Of these, 16 Districts are falling in UTs (other than Lakshadweep and Puducherry). In Jammu & Kashmir and Nagaland, out of 33 Districts, only 9 labs have been reported to be established. Other Districts without laboratories are mostly newly formed ones and the States have been advised to set up District water testing laboratory in the current financial year.

1.112 When probed further as to what was the rationale of the water quality testing laboratory when apart from Andhra Pradesh, none of the States were having adequate technicians or staff, the Department Stated that the online IMIS report on status of water quality testing in District/ sub-District laboratories during 2010-11 as on 14 April, 2011 is at Annexure- II. As per this report except for Himachal Pradesh, Jharkhand, Orissa, West Bengal, Meghalaya and Sikkim all other States have reported adequate staff for testing water samples in laboratories. In States like West Bengal,

the running of sub-District laboratories has been outsourced to NGOs/ other agencies. However, in some States, existing Engineering Department staff are trained and used for water quality testing purposes. Such people are shown under the category "Others". Since hiring of manpower for water quality testing in laboratories is allowed under 5% NRDWP-Support funds, the above-mentioned States might not have entered data into the online IMIS. Also, the States can incentivize the trained manpower working in the laboratories based on the number of water samples tested every month. This incentive money can also be planned from the 5% NRDWP-Support funds. Only UTs, as mentioned earlier, either did not set up laboratories or such facilities already exist but are not reported online.

1.113 Elaborating further on this issue, the representative of the Department Stated during the evidence on 21 April, 2011:

"We don't give too much significance to the performance of our own already existing 607 District Laboratories as well as nearly 700 sub-District Laboratories that have come up during the current year. Now, these newly established Laboratories are operational and there are reports about the physical progress being made by these Laboratories. We have done one thing this year. We are providing funding on behalf of the Government of India for the purpose of appointment of Laboratory Assistants and Chemists in those Laboratories. What we have done is not so much, but we would pay nearly three thousand five hundred rupees, besides, we have tried to encourage the idea that the concerned District or State should either supplement it with its own funds or make some provision for granting them certain amount as commission on each and every testing being carried out by these Laboratories. Some States have implemented the idea. We have discussed various State Plans this time. In this connection, we have discussed with 20-22 States and I have discouraged all these States and have told them not to establish new Laboratories and asked them to establish the same at those district places only where there are no such Laboratories. There are about 19 Districts where we don't have any Laboratories of our own. Also, there is a need to strengthen the already established District Laboratories. We fully agree with the fact that we do not have any National level or State level Laboratory to go for testing of new parameters of all sorts. It will be our endeavour to come up with a National level Laboratory under the supervision of our Department at Delhi or elsewhere."

1.114 He further added:

"Presently, we are going to sign an agreement with NEERI. We are requesting NEERI to become our National Reference Institute for quality purposes. NEERI has agreed to it. Some discussions are likely to be held with them. If NEERI agrees, then we may establish a

National level Laboratory there itself since we don't have any Institute like this at Delhi nor we have any site where we can establish it. If NEERI doesn't agree to it, then we have another option i.e., the Institute of Health & Family Welfare. We are requesting them to provide us a small area on their premises or can do it at their own level, we would possibly establish a National level Laboratory."

1.115 On the aspect of steps being undertaken by the Department to adequately man the laboratories so that they become not only productive but also meaningful in attaining the objective of providing safe drinking water to the rural population, the Committee were informed that the Department has taken the following steps to ensure proper testing of drinking water samples in District and sub-District water quality testing laboratories:

"Provisions have been made under NRDWP guidelines for setting up/ upgrading District and sub-District quality testing laboratories and 100% financial assistance is made available. Hiring of trained manpower is allowed under NRDWP guidelines so that States can hire trained people and ensure regular water quality testing.

Department has informed States that about 3,000 water samples have to be tested in each laboratory in a year. Chemical parameters are to be tested once a year while bacteriological parameters have to be tested twice a year.

In order to reduce the load of testing water samples in laboratories from all sources, initial screening of contamination at the grass root level in GPs was also introduced in the year 2006 under the National Rural Drinking Water Quality Monitoring and Surveillance Programme, wherein field test kits are used and only positively tested samples are referred to the laboratories for confirmation."

(xi) Jalmani – Installation of standalone water purification systems in rural schools

1.116 The Committee observed that with the objective of providing safe and clean drinking water to the children studying in water deficient rural schools, Finance Minister in his Budget speech (2008-09) announced that ` 200 crore would be made available during 2008-09 to the Department of Drinking Water Supply to launch the Jalmani Scheme in 2008 for installation of standalone water purification systems in water deficient rural schools. In pursuance of the same, during 2008-09, ` 100 crore was provided for the purpose and the programme was launched on 'Children's Day', 14th November, 2008. Under the programme, 100% financial assistance is provided to States. In 2009-10, a further outlay of ` 100 crore was provided to the Department, which was allocated to

the States to cover another 50,000 schools. In 2010-11, so far the States have covered 15,406 schools under Jalmani. The cumulative number of schools covered so far under the Scheme is 51,090. A Statement of physical and financial progress in respect of the Programme is placed at Annexure II.

1.117 When asked about the reasons for gross under achievement of targets under the Scheme, the Department informed the Committee that as on 14 April, 2011, as per online IMIS, 58,159 schools were reported to be covered under Jalmani programme. The reasons for under achievement include the following:-

“Selection of schools to be targeted under Jalmani programme was taken up by States with the help of Education departments, which is taking some time.

Procurement of Jalmani units involves evaluation and selection of technologies and products along with prices. In many States the procurement process is taking time.

In some States, though more schools are actually covered, the data is not entered into the online IMIS.

Many States have chosen “Terafil technology” under Jalmani. Training and production of and/or certification of filters by the CSIR laboratory IMMT Bhubaneswar is taking time.

Procurement prices of Jalmani units are higher than the prescribed average unit cost in some States. This requires additional funding to be provided by them, which takes time.”

1.118 To a specific query about the technology being used for water purification under Jalmani Scheme, the witness of the Department Stated during the oral evidence:

“One issue was raised about schools and Jalmani Programme. Absolutely there is no denying the fact that pure drinking water should be given everywhere. We have started with schools to start with. At least in the schools, suppose we provide a standalone purification system, whether it is RO system, whether it is ultraviolet system or whatever, at least that shall be the beginning. Ultimately the whole area should get this water. But it is very expensive to treat every single drop of water. It is less expensive to see that the source does not get contaminated. Rather than treating water at the consumption level, if you protect the source, it becomes cheaper, more effective and durable. That is why, we are concentrating on source security rather than at the point of consumption. At the point of consumption, testing will be done to ensure whether the quality of water supplied is good or not. But we cannot protect every single village. We do not recommend RO system in a large scale because RO wastes a lot of money, a lot of water. As you know, almost 40 per

cent of the water is wasted under the RO system and the residual management also becomes a huge problem. Unless there is an extreme case, we do not recommend RO at all."

1.119 About the steps being taken by the Department to ensure that the targets are achieved within a fixed time frame, the Committee were told that the Department has taken following steps to ensure that the targets under Jalmani programme are achieved within a fixed time-frame:

"Regular Video-conferencing with States, review of State Secretaries, regular correspondence for speeding up implementation, detailed review during Plan discussions and regular telephonic conversations have been done by the Department to improve performance under Jalmani programme.

States that were lagging behind were shown the presentations from better performing States so that they could learn from their experiences.

States have been informed that additional funds, when available, would be given only to such States which achieve the targets, submit UCs and ASAs and enter data online into the IMIS. "

1.120 As regards the time line for achievement of targets under the Scheme, the Committee were informed that the Department expects that the target of covering about 1 lakh schools will be achieved by March 2012.

B. Total Sanitation Campaign (TSC)

1.121 Providing the broad details of Total Sanitation Campaign Scheme, the Department informed the Committee that a direct relationship exists between water, sanitation, health, nutrition, and human well being. Consumption of contaminated drinking water, improper disposal of human excreta, lack of personal and food hygiene and improper disposal of solid and liquid waste have been the major causes of many diseases in developing Countries like India. Though a lot of work has been done in the field of rural sanitation in the past decade under TSC in the country, sanitation coverage, which ought to be a way of life to safeguard health, is still inadequate. The practice of open defecation in India is due to a combination of factors – the most prominent of them being the traditional behavioural pattern and lack of awareness of people about the associated health hazards. As per the latest data, as of December, 2010, in rural areas, 69.48% families have access

to sanitation facilities. India's first nationwide programme for rural sanitation, the Central Rural Sanitation Programme (CRSP), was launched in 1986 in the Ministry of Rural Development with the objective of improving the quality of life of rural people and to provide privacy and dignity to women. The programme provided large subsidy for construction of sanitary latrines for BPL households. The programme was supply driven, highly subsidized, and gave emphasis on a single construction model. Based on the recommendations of the National Seminar on Rural Sanitation in September 1992, the programme was again revised. The revised programme aimed at an integrated approach to rural sanitation. The Total Sanitation Campaign (TSC) under the restructured CRSP was launched with effect from 1 April, 1999 following a 'community led' and 'people centered' approach. TSC moved away from the principle of State-wise allocation to a 'demand-driven' approach. The programme lays emphasis on Information, Education and Communication (IEC) for generation of effective demand for sanitation facilities. It also lays emphasis on school sanitation and hygiene education for bringing about attitudinal and behavioral changes for adoption of hygienic practices from an early age.

1.122 Noting that as of December, 2010, nearly 70% families have access to sanitation facilities and also observing that the Department envisaged covering all the rural households with sanitary facilities by the end of 2015, the Committee wanted to be apprised as to how they intended to achieve its targets in the remaining five years. They were informed by the Department that the sanitation coverage in the rural areas of the country was 21.8% as per census 2001 which has since increased to approximately 70% as per the progress reported by all the States through online monitoring system maintained by the Department. Further, the percentage annual increase in rural sanitation coverage received a boost with the introduction of 'Nirmal Gram Puraskar' the first of which were given in the year 2005. As a result, the rural sanitation coverage in the past three years has increased at the annual rate of 7 to 8 percent with physical progress of reported approximately 1.2 crore rural households annually gaining access to sanitation facilities. Keeping with the same trend, it is expected that all the rural households will have access to sanitation facilities by end of the year 2015.

1.123 About the bottlenecks being faced by the Department in implementation of this Scheme, the Committee were told that there is demand from various States for increase in incentive amount for individual household latrines (IHHLs) for sustained sanitation. Further, the issue of upgradation of old toilets non-functional due to lack of proper maintenance and destroyed due to natural calamities like floods need to be tackled. It is however, expected that the effective demand for sanitation facilities generated through IEC coupled with sufficient funds availability, shall help the Department in attaining the objective of full household sanitation coverage in the entire rural areas of the country by the year 2015.

(i) Financial performance

1.124 The following information was furnished to the Committee in regard to Budget Estimates, Revised Estimates and Actual Releases for Total Sanitation Campaign (TSC):-

(` in crore)

Name of Scheme	2008-09			2009-10			2010-11		
	BE	RE	Actual	BE	RE	Actual	BE	RE	Actual (as on 19.02.11)
Total Sanitation Campaign	1,200	1,200	1,192.81	1,200	1,200	1,200	1,580	1,580	1,175

1.125 About the reasons for under-utilization of funds, the Committee were informed that the Department had gainfully utilized total allocation i.e. ` 1,580 crore allocated for the year 2010-11 as of 31 March 2011. However, in a subsequent reply, the Department explained that the various proposals of States for release of funds in process, materialized during the month of February and March 2011 resulting in gainful utilization of total allocation i.e. ` 1,580 crore allocated for the year 2010-11 as of 31 March 2011 and maintaining the financial norms of expenditure less than 15% in the month of March 2011.

1.126 Since TSC is a demand driven Scheme and hence no annual targets are fixed. In view of this policy guideline, the Committee wanted to know the parameters/ points of reckoning on the basis of which the Department demand funds from the Planning Commission. They were informed that Total Sanitation Campaign (TSC) is a demand driven project based Scheme. TSC is implemented in project mode taking District as a unit and is being implemented in 607 rural Districts

of the States/ UTs with support from the GOI and the respective State/UT Governments. The District draws up a TSC Project and submits it through the State/ UT Government to claim GOI assistance. The financial requirement for any financial year is worked out taking into consideration the following:

“Anticipated project objectives to be completed by all the States during the financial year with financial assistance from GOI in terms of TSC Guidelines.

Total allocation agreed upon as per the Planning Commission document earmarked for TSC in the relevant Plan period.”

(ii) Physical performance

1.127 The Committee noted that TSC is being implemented in 607 Districts covering 30 States/ UTs with an approved outlay of ` 20,024.30 crore of which the Central, State and Beneficiary/ Panchayats/ PTA share is ` 13,026.46, ` 4,795.49 and ` 2,202.35 crore respectively. An amount of ` 6,279.24 crore towards Central share has so far been released. Provision of Individual household latrines (IHHLs) : Incentive of ` 1,500/- (` 2,000/- in case of Hilly and difficult areas) and ` 700/- for each toilet is given by Central and State Government respectively to BPL households after they constructed and use toilets. APL households are motivated to construct toilets with their own funds or by taking loans from SHGs, banks, cooperative institutions etc. The main physical components sanctioned in 607 projects as project objectives to be achieved and the achievements reported as on 31.12.2010 are as under : -

Component	Sanctioned	Achievement*
Construction of Individual House Hold Latrines	12,57,26,714	7,29,64,507
Construction of Community Sanitary Complex	33,684	20,134
Construction of School toilet units	13,14,636	10,45,942
Construction of toilet units for Balwadis/Anganwadis	5,06,968	3,52,050
Setting of Rural Sanitary Marts/Production Centers	4,634	8,399

*as on 31.12.2010

1.128 Delving further on TSC, the Department informed the Committee that the sanitation coverage in the rural areas of the country was 21.8% as per census 2001 which has since increased to approximately 70% as per the progress reported by all the States through online

monitoring system maintained by the Department. The Committee were further given to understand that TSC does not have any targets and only achievements are reflected based on inputs received from States/ UTs. The physical achievements under TSC during the last three financial years are as under:

Component	2008-09 (Achievement)	2009-10 (Achievement)	2010-11 (Achievement)
Individual Household latrines (IHHL)	1,12,65,882	1,24,07,778	1,22,43,731
School toilets	2,53,004	1,44,480	1,02,509
Anganwadi toilets	68,995	66,227	49,209

1.129 To pointed query about the inadequacy of funds provided under TSC, the representative of the Department admitted during the oral evidence on 21 April, 2011:

“The fourth point you have raised is about the funding pattern for toilets. As you have just seen that funds have been enhanced to some extent for the provision of toilets in schools as well as in Anganwadi Kendras, though it has been done so only last year. A separate file have been moved, seeking enhancement in assistance being provided for the purpose of individual household toilets.”

1.130 He further admitted:

“Certain specific as well as certain policy issues have been raised. I would attempt to give replies to these issues. At first, the Hon’ble Member of Parliament told about the sanitation coverage in Bihar and other States. Undoubtedly, I too told about the survey in connection with sanitation. That survey was carried out independently by the Department. It was not carried out based on the report of the NSSO. The point that come out as a result of the survey and about which I too have explained, is that nearly 20 percent toilets all over have become dysfunctional, though there might be certain doubts about this figure. In this, the worst situation prevails in the States of Uttar Pradesh and Bihar where a very large number of toilets have become dysfunctional. We do agree with you on the point that the number of these dysfunctional toilets is very large.

The funds that is made available for the purpose of individual toilets is too meagre. When we make a field visit, people there also say that funds are very meagre. I have already felt it when we would get it cleared by the Cabinet and publish it, the people would possibly say that it is too meagre. I agree with the point that a toilet cannot be properly constructed with an amount of less than rupees four to five thousand. I am not speaking about the flush-toilet. I hope that we would move again after the Cabinet note is sent.”

1.131 As regards the Committee's query about the timelines for TSC, the Department informed them that the campaign is consistently heading towards its objective to achieve cent percent rural sanitation coverage by the year 2015.

(iii) State-wise physical performance

1.132 The following data were furnished to the Committee about State-wise details of physical performance in respect of Individual household latrines (IHHLs) for BPL and APL households:-

Sl.No.	State	2009-10		2010-11 (upto Dec 2010)	
		IHHL (BPL)	IHHL (APL)	IHHL (BPL)	IHHL (APL)
1	ANDHRA PRADESH	238305	367972	252350	95966
2	ARUNACHAL PRADESH	13412	3270	13105	5453
3	ASSAM	350830	138504	265131	55968
4	BIHAR	472722	167637	365388	116005
5	CHHATTISGARH	257149	203171	92499	50843
6	D & N HAVELI	0	0	0	0
7	GOA	0	0	0	0
8	GUJARAT	283359	323719	117818	224551
9	HARYANA	31909	159333	39131	43465
10	HIMACHAL PRADESH	57302	182274	50797	102483
11	JAMMU & KASHMIR	48672	6718	8971	51018
12	JHARKHAND	270839	64753	224137	21649
13	KARNATAKA	485425	602249	252262	119347
14	KERALA	56723	11579	5888	194
15	MADHYA PRADESH	584526	770106	410198	361543
16	MAHARASHTRA	351898	582981	117829	116456
17	MANIPUR	7565	8376	18616	11120
18	MEGHALAYA	36620	10636	15040	8334
19	MIZORAM	3574	4065	1494	117
20	NAGALAND	25993	0	10921	4208
21	ORISSA	285318	253759	310054	390907
22	PUDUCHERRY	208	0	77	0
23	PUNJAB	37397	120663	45157	565
24	RAJASTHAN	153642	512018	152000	429896
25	SIKKIM	0	0	0	0
26	TAMIL NADU	281848	251260	214926	136846
27	TRIPURA	16390	10956	6249	13327
28	UTTAR PRADESH	1159837	1509710	562814	832428
29	UTTARAKHAND	55874	59197	36793	53713
30	WEST BENGAL	302271	213264	227078	108332
	Total :-	5869608	6538170	3816723	3354734

1.133 Noting that even after giving incentive for construction of IHHL to BPL households, the physical performance during 2010-11 had declined by 35% as compared to the preceding fiscal, the Committee desired to know the reasons for the same. They were informed that the cumulative physical progress report as of 31.03.2011 of IHHL to BPL households received till 13.04.2011 indicates an achievement of 61,55,993 toilets which incidentally is higher than the previous year's achievement of 58,69,608.

(iv) Involvement of Panchayati Raj Institutions

1.134 As has been previously Stated in this Report, to encourage Panchayati Raj institutions in sanitation promotion, incentive scheme called Nirmal Gram Puraskar (NGP) has been launched. In the year 2010, 2808 Gram Panchayats and 1 Block Panchayat qualified to received NGP. TSC being a demand driven Scheme for rural areas, the Committee desired to know as to whether the Department had made any efforts to synergise the Scheme with Indira Awas Yojana and MGNREGA. There have been innumerable instances of dwelling units under IAY not having toilets and vice-versa and MGNREGA has all the potential to supplement the efforts of Government under TSC. In response, the representative of the Department informed them during the oral evidence:

“There came a point pertaining to the convergence of the ‘Indira Awas Yojana’ and the ‘MGNREGA’. In this regard, there is a specific order that whenever the houses under the Indira Awas Yojana are to be built, it should be converged by way of funds related of the Total Sanitation Campaign. In a number of cases, it is being done. I admit that in certain cases, it is not being done. We would take up the matter with the Secretary, Department of Rural Development. So far as the convergence of MGNREGA is concerned, we had assessed that the un-manual wage component involved therein i.e., toilet construction is very much limited. If a man is engaged on work, he prepares one or two pits a day. In the new guideline, you can take up PHD works under NREGA, but they have not given any specific order. So, some States have used those guidelines and started giving money under NREGA also. Madhya Pradesh is one State which does that. But it is not a general guideline. In NREGA we are still in the process where we can increase the contribution, Not so much encouraging response have been received from the MGNREGA. A very complicated way has to be followed for integrating ` 400 or ` 500. MGNREGA Committee has issued certain guidelines which State this. So, the manual contribution is very limited. Whether we enhance the existing manual wage contribution or ` 200 or ` 300. For the first time we have set up a National Committee under the Chairmanship of the Minister which will have representatives of all these Ministries. Hopefully they will take up all these issues which are interlinked. Hopefully some solution may come up.”

(v) Financial performance in North Eastern States

1.135 The financial performance of the scheme in NE States is reflected in the Table below:-

(` in crore)

States	2009-10		2010-11 (upto 31.12.2010)	
	Total availability	Expenditure	Total availability	Expenditure
Assam	161.61	94.36	115.29	39.42
Arunachal Pradesh	18.39	6.60	11.87	4.58
Manipur	16.27	4.09	12.98	5.92
Meghalaya	20.46	9.85	14.41	9.46
Mizoram	9.05	4.19	4.86	2.29
Nagaland	11.03	9.71	2.44	2.40
Sikkim	2.58	2.58	1.12	0.00
Tripura	12.89	5.35	10.93	1.85

1.136 The Department also furnished to the Committee the updated position of funds released for the year 2010-11 to the NE States and utilization up to 31.03.2011 through the following Table:-

(` in crore)

Sl.	State Name	Opening Balance as on 01.04.2010	Release During Year	Exp. During Year	Closing Balance as on 31.03.2011
1	ARUNACHAL PRADESH	11.78	1.19	5.37	7.60
2	ASSAM	67.24	94.37	67.12	94.49
3	MANIPUR	12.18	0.80	8.61	4.37
4	MEGHALAYA	10.60	31.05	14.37	27.28
5	MIZORAM	4.86	6.53	2.81	8.58
6	NAGALAND	1.32	12.29	2.64	10.96
7	SIKKIM	0	1.12	0	1.12
8	TRIPURA	7.53	9.25	3.80	12.98
Total		115.54	156.63	104.76	167.41

1.137 To a query about the under utilization of funds in these States as visible from the Statement shown above, the Department explained that the utilization reported till date in respect of NE States is ` 104.76 crore as against the total utilization reported during the year 2009-10 of ` 136.73 crore. Since the report from certain Districts of NE States is yet to be received, it is expected that the utilization of funds shall be of the same order as of the year 2009-10.

(vi) Physical performance in North Eastern States

1.138 The physical performance of the scheme in NE States is reflected in the Table below:-

Sl.No.	State	2009-10		2010-11 (upto Dec 2010)	
		IHHL (BPL)	IHHL (APL)	IHHL (BPL)	IHHL (APL)
1.	ARUNACHAL PRADESH	13412	3270	13105	5453
2.	ASSAM	350830	138504	265131	55968
3.	MANIPUR	7565	8376	18616	11120
4.	MEGHALAYA	36620	10636	15040	8334
5.	MIZORAM	3574	4065	1494	117
6.	NAGALAND	25993	0	10921	4208
7.	SIKKIM	0	0	0	0
8.	TRIPURA	16390	10956	6249	13327
	Total :-	454384	175807	330556	98527

(vii) Nirmal Gram Puraskar

1.139 Explaining the Nirmal Gram Puraskar scheme, the Department informed the Committee that the emphasis is on attaining 100% sanitation coverage in villages so that the practice of open defecation is completely eliminated and health status of rural people improves. To encourage Panchayati Raj institutions in promoting sanitation, Nirmal Gram Puraskar (NGP) has been launched and has proved to be a resounding success. The cumulative number of awardees under Nirmal Gram Puraskar has reached 25,427.

1.140 During 2011-12, ` 50 crore have been allocated for Nirmal Gram Puraskar and the Department expects that 3,000 Gram Panchayats will be eligible for this.

1.141 About the adequacy or otherwise of the funds allocated, the Committee were told that the expected expenditure on account of award money for 3,000 Gram Panchayats works out to approximately ` 50 crore as per present NGP guidelines.

1.142 As regards utilization of the Award money by the PRIs, they were further told that in terms of NGP guidelines, Award money given under NGP may be utilised by the awarded PRIs for the following activities:

- Ensuring maintenance of community sanitary facilities and sustaining ODF status
- Creation of additional sanitation facilities in the PRI such as at market places, schools, Anganwadis, Primary Health Centres, Dispensaries, etc.
- Solid and liquid waste management requirements over and above the funds provided under TSC.
- Purchase of land for solid and liquid waste management purposes subject to approval by DWSSM/ZP.
- Promotion of vermi-compost and eco-san.
- Promotion of toilets for differently-abled/aged.
- Production of sanitary napkins and construction of incinerators or any other means of disposal.
- Any other innovative means of sanitation promotion, such as biogas units etc.
- Providing individual toilet facility for SC/ST families Below Poverty Line.

1.143 The Committee in their Third Report on Demands for Grants 2009-10 (para 5.31) had desired that a survey be undertaken in different States to ascertain whether recipients of NGP have actually maintained such standard subsequently also. Further, the Committee in their Twelfth Report (Para 16) presented to the Parliament on 29 July, 2010 had asked that the process of identifying a survey agency to conduct the survey on the aforesaid issue will be completed soon.

1.144 When asked to furnish an update on the said recommendation, the Department informed the Committee that M/s Centre for Media Studies, New Delhi has since completed "Assessment Study of Impact and Sustainability of Nirmal Gram Puraskar". The agency carried out survey in 664 NGP awarded Gram Panchayats of 56 Districts in 12 States and has submitted a draft report to the Department. The same is under analysis for all its findings. As per the top-end findings of the report, 81.9% of the rural households had access to sanitation facilities in the sample Gram Panchayats.

(viii) Monitoring and Co-ordination

1.145 The Committee noted that for the purpose of co-ordination and feedback, the Department has a system of coordination with the States, by which it continuously pursues the progress under the Programmes being implemented by the States, through review meetings with State Secretaries, video conferencing and specific State reviews at the level of Secretary (DWS) / Joint Secretary (DWS). The Department of Drinking Water & Sanitation also has a system of appointing technical Area officers for States who undertake field visits in their allotted States to look at implementation of programme and also offer technical advice. The Department also coordinates with States by providing HRD programmes for capacity development of engineers, managers and PRIs engaged in rural water supply, through 27 national level Key Resource Centres. The Department also organizes national level seminars and workshops of topics of relevance like exposure to modern technology and practices in which States participate. International and national study tours are organized by the Department for State officials. The Department also acts as an interface between the States and multilateral agencies working in the water and sanitation sector like UNICEF and WSP.

1.146 To further enhance the monitoring role of the Department, there is a system of Area Officers in which technical officers of the Department are appointed as Area Officers of States. These officers are the nodal officers of the Department dealing with the States allocated to them. The Area officers attend the meetings of the State level Scheme Sanctioning Committees as representatives of the department. They also undertake 'on the spot' visits to see the implementation of Schemes in the States. As and when required, the Department also obtains the services of the National Level Monitors (NLM) appointed by the Ministry of Rural Development to visit the States and undertake assessment of Schemes.

PART II
OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

The Committee take note that the Rule 331 G of the Rules of Procedure and Conduct of Business in Lok Sabha relating to examination of Demands for Grants by the Departmentally Related Standing Committee (DRSCs) was suspended by the Hon'ble Speaker, Lok Sabha due to rescheduling of the Financial Business in Lok Sabha to pass the Demands for Grants for the year 2011-12 during the Seventh Session of Fifteenth Lok Sabha without being referred to the concerned DRSCs. However, the Committee have examined the Demands for Grants and made report thereon. Since the Budget for the year 2011-12 has already been passed by the Parliament, the Committee endorse the same. Nevertheless, the Committee feel that the suggestions and recommendations of the Committee would help the Department of Drinking Water & Sanitation, Ministry of Rural Development in analyzing their performance and implementation of various Schemes/Projects during the current year, which happens to be the terminal year of the 11th Plan period. The Observations/Recommendations of the Committee are given in the succeeding paragraphs.

(Recommendation Sl.No. 1, Para No. 2.1)

Direction 73A of the 'Directions by the Speaker, Lok Sabha'

2.2 The Committee note that the Department of Drinking Water and Sanitation are yet to comply with Direction 73A of the Speaker. The Statement of the Minister on the status of the implementation of the recommendations contained in the Eighth Report of the Committee on 'Demands for Grants for the year 2010-11', which was to be made by 15 October, 2010, is yet to be made. The Committee would like the Department to take necessary action in this regard so that the Statement by the Minister be made in the Monsoon Session, 2011 itself. The Committee further desire that henceforth the Department should ensure compliance with Direction 73A of Directions by the Speaker. The Statement by the Minister should be made within the stipulated six months period.

(Recommendation Sl.No. 2, Para No. 2.2)

Analysis of Demands

2.3 The Committee find that for Fiscal 2011-12, the Department of Drinking Water and Sanitation have been allocated a sum of ` 11,005.24 crore. The entire amount is Voted under the Revenue Head. Out of this ` 11,005.24 crore, a sum of ` 11,000 crore is on the Plan side while the Non-Plan side consists of ` 5.24 crore. On a year to year basis, the Committee find that there has been an increasing trend in the allocation on the Plan side in the budgeted amount in each of the last three Fiscals. However, in percentage terms, the rise in funding is not consistent. The Department allocation under Plan side witnessed an 8.25% increase in 2009-10 over the allocation of 2008-09.

In 2010-11, the increase over last year's allocation rose sharply by 15%. Unfortunately, however, the rate of increase in allocation this year has nose-dived three times to 3.96%, which is a matter of concern. The Committee feel that apart from an obvious funds availability aspect, a major reason for the small hike in Plan side expenditure of the Department is their inability to spend the entire amount allocated to them in the penultimate year of the Eleventh Plan, when, out of ` 10,580 crore, they could spend only ` 8,284 crore. As will be borne out from the preceding Chapters of the Report, the performance of the Department has been deficient on several counts due to which funds allocated could not be utilised to the fullest. The Committee hope that by implementing the recommendations contained in this Report, the Department will certainly improve upon its performance in the ongoing Fiscal so that the Twelfth Plan does not witness any reductions in their allocation. The Committee wish to emphasize that the responsibility entrusted to the Department for rural drinking water supply and total sanitation is of the highest importance as it is designed to serve the rural population at large, particularly the poorer and poorest segments of that population.

(Recommendation Sl.No. 3, Para No. 2.3)

Budgetary Planning

2.4 The Department of Drinking Water and Sanitation are entrusted with the responsibility of implementing two major Centrally Sponsored Schemes viz., the National Rural Drinking Water Programme (NRDWP) and the Total Sanitation Campaign (TSC). These two Schemes, considered as flagship programmes of the Government, are intended to meet the basic needs of the rural populace. Therefore, the budgetary planning of the Department revolves around these two Schemes. The Committee find that for the Eleventh Plan, a sum of ` 40,150 crore was allocated for NRDWP while for TSC, the allocation was ` 6,690 crore. The corresponding allocations in the Tenth Plan for these two Schemes were ` 16,195 crore and ` 2,190 crore respectively.

The Committee find that in the case of NRDWP, the Eleventh Plan outlay was ` 39,490 crore while the actual allocation has been ` 40,150 crore. On the other hand, for TSC, the outlay was pegged at ` 7,816 crore, which has been substantially reduced (by ` 1,126 crore) during allocations to ` 6,690 crore. The Department has ascribed this amongst other factors to the fact that TSC being a demand driven scheme. The Committee are of the considered view that the Schemes of the Department are very crucial for serving millions living in the rural areas of the Country. From the point of view of the Millennium Development Goals, it is incumbent upon the Department to walk that extra mile for the amelioration of the abysmally poor living conditions of the majority of our rural poor, who are mostly landless, poor and small/ marginal farmers. Taking note of the fact that 6% of the GDP is spent by the citizens on treatment of water borne diseases, the Committee expect the Government to be more proactive, even in the context of demand driven Schemes, so that these basic amenities are universalized in the rural areas of the country expeditiously. Once this is done, the Committee are sure, that the Department will be able to utilise the precious funds to their fullest and with optimum benefits to the targeted beneficiaries.

The Committee also recommend convergence between Indira Awas Yojana (IAY) and Total Sanitation Campaign (TSC) so that, henceforth, all IAY houses are provided with toilets.

The Committee further recommend that instead of continuing to treat TSC as a demand-driven Scheme, the Department pro-actively incentivize village Panchayats and Gram Sabhas to propagate the Schemes, recognizing that the additional investment required will be more than compensated by the decline in health costs and human suffering caused by unsanitary conditions and open-air defecation.

The Committee particularly emphasize that Mahatma Gandhi's priority for the regeneration of our village was sanitation. The priority conferred by the Government to TSC must match up to the dreams of the Father of the Nation.

(Recommendation Sl.No. 4, Para No. 2.4)

Zero Based Budgeting

2.5 During the course of their examination of Demands for Grants (2011-12) of the Department, the Committee have noted that the Department does not exactly follow the Zero Based Budgeting concept. However, their extant system of budgeting broadly meets the concept. The Committee also note that with a view to duly prioritizing allocations as also to ensure that they are in sync with national goals and priorities, the Department base their proposals on extensive discussions with the Planning Commission.

The Committee, however, note that the Planning Commission had conducted a Zero Based Budgeting exercise, sometime in mid-2007, with several Ministries/ Departments. The Department had also conducted a thorough review of the rural water supply scenario leading to merging the Rural Water Supply Programme with NRDWP from 1 April, 2009. Similarly, the Committee find that TCS, which is a Scheme based on ZBB as it is a demand driven scheme with no fixed targets, has also been modified from time to time during the ongoing Five Year Plan. With a view to ensuring better implementation and sustained sanitation for improved

quality of life in the rural areas, the Department have also modified TSC Guidelines in pursuance of the Guidelines issued by the Planning Commission.

Notwithstanding the submissions of the Department regarding the system of budgetary planning being followed by them as also their supposedly vigorous interactions with the Planning Commission for the purpose, the Committee are of the firm opinion that ZBB is a *sine qua non* for prudent and realistic financial planning. Moreover, it also expedites the planning process, thereby, leaving ample time for the implementation process. The Committee also recall with deep concern, the delay in finalization of the Eleventh Plan, so much so that the approved Eleventh Plan Document was released on 25 June, 2008 i.e., almost fourteen months into the Eleventh Plan, which commenced from 1 April, 2007. The result was that almost the entire first two years of most Ministries/ Departments were spent on planning and approvals stages, leaving hardly any time for implementation proper. The Committee, therefore, desire that the Department should without any further loss of time explore the possibility of putting across their projections regarding the Twelfth Plan to the planners and the Government, after conducting a ZBB exercise at their end. This would not only save precious time but also avoid of what happened during the Eleventh Plan. The Committee further desire that the planners, policy makers and the Government should work with utmost purposefulness and promptitude now so as to ensure that all planning and approvals etc., of the Twelfth Plan are in place at least six months ahead of its commencement so that all Ministries/ Departments know their mandate and funds allocation well in advance and the implementation of Schemes begins in right earnest from day one of the Twelfth Plan. The Committee would like to be apprised of the action taken by the Government in the matter at the earliest.

(Recommendation Sl.No. 5, Para No. 2.5)

Budget and Cash Management Scheme

2.6 The Ministry of Finance had in 2006-07 launched a modified Budget and Cash Management Scheme with a view to reducing expenditure asymmetry and to plan market borrowings. This modified Scheme stipulates amongst other things a quarterly exchequer

control with a limit of maximum 33% funds in Quarter-4 (i.e., January to March); and March spending control with a maximum ceiling of 15% of funds during that month. The Committee analysed the performance of the Department on both the parameters viz., Q-4 and March spendings.

Since the inception of the Scheme in 2006-07, the Q-4 spending of the Department has been 23.25%, 30.54%, 27.78%, 27.02% and 28.60% in succeeding financial years. Likewise, their March spending in each of financial year since 2006-07 has been 11.02%, 14.41%, 12.82%, 11.72% and 13.16% respectively. Thus, in none of the Q-4 quarters, the 33% ceiling has been breached and in no year since the modified Scheme came into being in 2006-07, the 15% ceiling of expenditure during the month of March.

While appreciating the Department for adhering to these financial parameters during all these years, the Committee expect them to continue the good work with same level of professionalism in the forthcoming years.

The Committee would also like to be ensured that on account of spending limitations in fourth quarter of the year and also in March, the completion of projects is not suffered particularly in difficult areas like J&K wherein work cannot be progressed in several months on account of heavy rains or snowing. Therefore, the expenditure pattern is to be viewed in the context of climatic working conditions which vary from State to State.

(Recommendation Sl.No. 6, Para No. 2.6)

Plan Outlay and Outcomes

2.7 From the break-up of funds allocated to the Department during the various years of the Tenth and Eleventh Plans, the Committee find that the Department were provided ` 18,385 crore in the Tenth Plan and this has risen to ` 46,840 in the Eleventh Plan. Scheme-wise outlay during the two Plans was ` 16,195 crore for NRDWP in Tenth Plan and ` 40,150 crore in the Eleventh Plan. For TSC, the allocation during Tenth Plan was of the order of ` 2,190 crore. This increased to ` 6,690 crore in the Eleventh Plan. The annual increase in

outlay for NRDWP during the Tenth Plan was 22%, whereas, in the Eleventh Plan, it has gone down to 9.56%. The fall in the case of TSC has been still steeper with the average annual growth in Eleventh Plan being just 12.3% as compared to 52% in the Tenth Plan. The Department have justified this on account of low base in the initial year of the Tenth Plan period. They have further justified this on account of the absolute increase from the initial year of Tenth Plan to its terminal one being ` 3,025 crore against an increase of ` 3,440 crore during the corresponding period of the Eleventh Plan. The Department have also put forth before the Committee their point about the lower annual increase year-wise not being regressive in real terms.

The Committee are not in agreement with Government's submission in this regard. The Committee would wish to emphasize their concern with ensuring that drinking water and sanitation facilities in rural areas are provided expeditiously as possible, with funds never acting as an impediment. These two basic facilities have been grossly neglected during six decades plus of Independence. Their universalisation at this juncture is not any kind of favour to the majority of our people living in rural areas. The Department themselves have admitted that owing to the paucity of funds caused by lower budget allocations for NRDWP in 2011-12, the coverage of quality affected and partially covered habitations, schools and anganwadis, and the completion of incomplete Schemes have been adversely affected. Similarly, in the case of TSC, the Department have admitted that because of paucity of funds, physical objectives likely to be achieved for households, school toilets and anganwadi toilets will fall far short of the objectives initially projected to the Planning Commission. Moreover, although the initial target of the Department was to achieve 100% TSC coverage by the end of the Eleventh Plan, owing to lower allocations, revision in the incentive amount and increase in project objectives, the achievement of the 100% target has now been pushed back to the year 2015. The Committee desire that these two Schemes should not be impeded by any financial constraints whatsoever as the rural population has remained deprived of these minimum basic requirements for decades together, resulting in a steep increase in health costs owing to water-borne diseases. The Committee, therefore, urge upon the Government that allocations to the Department be made in ample measure to meet physical

targets and social objectives, and be provided on priority basis. The Committee would consider it a beginning well-made when the Government substantially revise the allocations to the Department at the RE stage in the current fiscal itself.

(Recommendation Sl.No. 7, Para No. 2.7)

Perspective Planning

2.8 Keeping in view that this is the last year of the Eleventh Five Year Plan and the country will be in the Twelfth Five Year Plan from April, 2012 onwards, the Committee find that as a preparatory to the Plan, a Working Group consisting of technical experts in the fields of drinking water and sanitation, representatives of NGOs working in the sector, representatives of concerned Ministries of the Union Government and Departments of some State Governments has been set up. The said Working Group was required to submit its Report by 30 June, 2011. On a query, the Department have also informed the Committee that the Working Group has identified major issues affecting the rural water and sanitation sectors and formed sub-Groups to examine and study the issues. The issues identified by the Working Group include coverage of rural drinking water and sanitation; appropriate technology; sustainability of sources and Schemes; capacity building and IEC; right to water and equity; incentives and subsidies in drinking water and sanitation; water quality; Nirmal Gram Puraskar etc. The Committee feel that Working Group also take note of the reasons for non-completion of projects in time and resultant cost over-runs due to inflation, etc. for suitable remedial measures.

The Committee also urge that the Working Group consider in particular the indispensability of making the Panchayats and Gram Sabhas the focal point for planning and implementing the Schemes at the ground level. They now expect the Working Group to give their Report without any delay to the Planning Commission so that the Commission are in a position to take further necessary action expeditiously.

(Recommendation Sl.No. 8, Para No. 2.8)

Unspent Balances

2.9 In examining the Demands for Grants of the Department for the ongoing fiscal, the Committee have discovered huge amounts of unspent balances lying with States. As per the Outcome Budget (2011-12) of the Department, as on 31 December, 2010, a sum of ` 5,363.16 crore was lying as unspent balance in NRDWP and a sum of ` 1,275.15 crore was lying unspent in TSC. The Department have attributed this phenomenon to the procedural aspects of the two Schemes. For instance, funds under NRDWP are released to the State Governments in two instalments, the second one being released when the States submit Audited Statements of Accounts (ASA) and Utilisation Certificates for at least 60% of available funds. As most of the States submit ASAs and UCs in November/ December, the second instalment consisting of 50% of the allocation is released to them in December leading to accretion of larger balances on 31 December. Some of the unspent balances have also been attributed to many of the Schemes, now under implementation, being large multi-village pipe water Schemes which need more than one year for completion. Most of the times, funds allocated to such Schemes in one year spill over to the next fiscal leading to unspent balances at the end of the year. The Committee find that the unspent balance under NRDWP was ` 4,523 crore at the end of February, 2011. As regards the Department's endeavour to control this problem, the Committee find that a specific provision exists in NRDWP that excess closing balance of more than 10% of available funds is deducted while releasing the second instalment of subsequent year. They further note that during 2010-11, an amount of ` 75 crore was withheld from release to two States as their closing balance was exceeding the permissible amount. The Department also monitors the expenditure being reported by the States through review meetings, video-conferences, review visits to States and pursues the same with the States to ensure financial progress. In so far as TSC is concerned, the Committee note that as the Scheme is implemented in a demand-driven mode, the eligibility of the States holding higher unspent balance automatically reduces their eligibility for fund releases in the subsequent year. According to the Department, due to this specific modality and inbuilt provision in the TSC guidelines, States observe better

financial discipline. Indeed, the Committee are of the view that TSC should not be treated as a demand-driven Scheme but pro-actively pursued by all concerned with particular emphasis for the primacy of Panchayats and Gram Sabhas in planning and implementation.

Notwithstanding the justifications provided by the Department for the unspent balances, the safeguards built within NRDWP and TSC, and the measures taken by the Department to control them, the Committee are of the opinion that the problem of unspent balances still remains a formidable one. While the Department have justified additional accretions to the unspent balances in December-end as a procedural matter, the Committee feel that an unspent amount of ` 2,533 crore in NRDWP at the end of March, 2009 can neither be explained by the logic extended by the Department nor wished away.

(Recommendation Sl.No. 9, Para No. 2.9)

2.10 In case of TSC, this becomes all the more glaring. A Scheme which has an allocation of ` 1,200 crore in 2009-10 has an unspent balance of ` 1,353 crore or so on 31 December, 2009. In 2010-11, against an allocation of ` 1,580 crore, the unspent balance at the end of December, 2010 was as high as ` 1,275 crore. Clearly, the extant measures are not effective in tackling the problem. The Committee, therefore, feel that the extant system needs to be thoroughly revamped to make TSC an essential target of local governance instead of being kept in “demand-driven” mode. TSC needs to be converged with IAY, as recommended above, only then available finances will be gainfully utilised and the vexed problem of unspent balances become a thing of past. The Department may also introduce finer and modified Budget and Cash Management Scheme for ensuring better management of financial resources downstream. The Committee would like to be apprised of the action taken by the Government within three months of the presentation of this Report to the Parliament.

(Recommendation Sl.No. 10, Para No. 2.10)

2.11 The Committee would also like to highlight an important aspect which seems to have escaped their due attention, hitherto. The Department, as per their own admission, do not have information on independent rural sanitation programmes being run by various States/ UTs. The Department's plea that attempts were made in the past to get the information on such programmes from States/ UTs having Districts not covered under TSC no information could be received is not tenable. The Committee, therefore, desire that the said information be collected by the Department forthwith and further necessary action taken accordingly.

(Recommendation Sl.No. 11, Para No. 2.11)

National Rural Drinking Water Programme (NRDWP)

2.12 The NRDWP is one of the six components of Bharat Nirman launched in 2005. Known previously as ARWSP, this is the main Scheme of the Department of Drinking Water and Sanitation and a massive sum of ` 40,150 crore out of the total Eleventh Plan allocation of ` 46,840 crore to the Department stands allocated to NRDWP. The Committee find that the Government identified the problem of sustainability, water availability and supply, poor water quality, centralized versus decentralized approaches, financing of O&M costs while ensuring equity in regard to the underprivileged sections of rural populace, as the major issues that needed to be tackled during the Eleventh Plan. With this mandate, the erstwhile rural water supply programme and related guidelines were revised with effect from April, 2009 and the NRDWP came into being.

During Bharat Nirman Phase-I, 55,067 uncovered habitations and about 3.31 lakh slipped back habitations were to be covered and 2.17 lakh quality-affected habitations were to be addressed. Apart from these physical targets, tackling arsenic and fluoride contamination had been accorded first priority. A typical feature of Bharat Nirman, which is meant to build rural infrastructure, is that Schemes under it have physical targets only. There are no financial targets. According to the Department, the fixing of physical targets without any corresponding financial targets is essential to ensure that the investment of funds under Bharat Nirman is dovetailed into the goal of filling the gaps in rural

infrastructure. During the preceding three years, the BE and RE for the Scheme have remained static at ` 7,300 crore, ` 8,000 crore and ` 9,000 crore respectively and the Department have utilized almost the entire amounts in each of these years. For the ongoing one, they have been allocated a sum of ` 9350 crore for the Scheme. It is noted that while the preceding years saw an average increase of 10% to 12% in the annual allocations, this year, the increase has been of the order of 4% or so because of lower physical targets for some of the components.

In so far as the physical targets are concerned, the Committee find that there have been slippages in achievements. For instance, during 2009-10, out of 586 uncovered habitations proposed for coverage only 377 were actually covered. During 2010-11 also against the target of 376 only 168 had been covered upto 31 January, 2011. In case of slipped back habitations, where the Committee were told that lesser commitments would be required as compared to the uncovered ones, against a target of 80,342 habitations, only 58,985 had been covered upto 31 January, 2011. Of the 41,094 Quality-affected habitations to be covered during 2010-11, not even one-third (13,277 only) had been covered till January, 2011 end. On persistent queries of the Committee, the Department have extended several reasons for lower targets as also lower achievements over the years. These include lesser number of uncovered habitations having remained for coverage as per Bharat Nirman Targets fixed in 2005, partially covered remote and difficult habitations require more investment, preference for piped water supply which again require more investment, and so on and so forth. While agreeing with some of the reasons furnished by the Department, the Committee feel that NRDWP seems to be suffering from a serious drawback, in so far as the physical targets fixed for the purpose six years back in 2005 are almost redundant now. There are now many more new habitations which may be have to be assisted under NRDWP for the provision of drinking water. Unless that is done, the very aim of NRDWP/ Bharat Nirman about universalizing drinking water supply in rural areas will remain a pipe dream. The Committee, therefore, desire that the Department should carry out an exercise in tandem with State Governments and others concerned with the matter and reorient its strategy

accordingly, rather than carrying on with data based on assessment made in 2005 outdated physical targets of 2005.

The principal deficiency in the planning and implementation of NRDWP is that Panchayats and Gram Sabhas are being marginalized in many parts of the country. Not until these initiatives of local-self government are made central to the NRDWP as envisaged in the Eleventh Schedule to the Constitution, will Bharat Nirman targets be met is the moot point as the present system of bureaucratic delivery has badly failed.

(Recommendation Sl.No. 12, Para No. 2.12)

2.13 The Committee would also like to express their concern over the performance of NRDWP in NE States. In most of these States, the Department have not acquitted themselves well in physical as well as financial achievements. To cite a few, the reported expenditure in Arunachal Pradesh was 46 odd percent of all released funds till February, 2011 end. On the physical achievement side against targets of 270 and 264 respectively for the slipped back and Quality-affected habitations, the achievements during the corresponding period had been 145 and 135 respectively. In the case of Assam, the reported expenditure upto the end of January, 2011 was about 36%. Their achievement against the respective targets of 4,642 for slipped back and 3515 for Quality-affected habitations were 2,862 and 2,120 respectively upto February, 2011 end. Manipur has reported almost 74% of funds utilization upto January, 2011, but has lagged behind in physical achievements. Against targets of 305 and 25 for slipped back and Quality-affected habitations, the State has achieved coverage of 226 and 01 only. Meghalaya has reported almost 42% utilization of funds till 31 January, 2011. However, against the target of 738 and 102 for slipped back and Quality-affected habitations, their achievement have been 363 and 17 respectively. Mizoram has utilized about 55% of the total funds released upto February, 2011 and they have achieved a target of 121 habitations out of 124 in slipped back category. In case of Nagaland, the fund utilization has been to the extent of 32% upto December, 2010. The physical achievement being 43 slipped back habitations against a target of 'zero' and only 03 Quality-affected habitations out of a target of 105.

Sikkim has reported utilisation of about 55% of funds released upto February, 2011. Against this expenditure, they have an achievement of 100 slipped back habitations out of the targeted 175. Tripura has been able to spend upto February, 2011 almost 69% funds released to them. On the physical achievement side, against the target of 516 and 309 respectively for slipped back and Quality-affected habitations, the State has been able to cover 105 and 871 habitations respectively.

North Eastern States have remained continuously neglected and deprived of the fruits of development in the past. Precisely for these very reasons the Union Government had made a 10% allocation of all Scheme funds to the NE States mandatory. The above narrated performance of the NE States is not at all reflective of seriousness and purposefulness that the Region demands and deserves. The Department's plea that difficult hilly terrains, scattered habitations, low accessibility of the habitations and water sources and even rains, all add up to the cost of delivery and, therefore, low achievements cannot be accepted. These conditions are well known about NE States for all these years. Therefore, these are invariably factored into cost and time schedules for all projects to be carried out by any Ministry/ Department.

The Committee, therefore, recommend that rather than seeking alibis in remediable situations the Department should improve its monitoring and coordination mechanism in NE Region so that funds utilization and physical achievements are regularly tracked. Once this is done, the Department will be able to ensure that the State Governments are rendered timely advices for adhering to cost and time schedules with due promptitude and in more professional manner.

To this end, the Committee urge the statutory role of the North-Eastern Council in planning programmes for the North-East and monitoring implementation. The Committee urge the Department to more closely and effectively coordinate action in this regard with NEC and the Ministry of DONER.

(Recommendation Sl.No. 13, Para No. 2.13)

Monitoring of NRDWP

2.14 The Committee note that under Bharat Nirman there has been fundamental change in the monitoring process, wherein, targets and coverage are marked and reported in terms of names of villages/ habitations. Accordingly, an Integrated Management Information System (IMIS) has been set up by the Department, which is accessible online. The IMIS allows a bird's eye view to both the Union and State Governments for monitoring progress of Scheme through a Common Monitoring Format. The Department has asked the State Governments to enter physical and financial progress online on a monthly basis. Monitoring is also ensured through periodic review meetings, video-conferences, State-wise reviews and monitoring visits etc. Under the IMIS, the Committee have been informed, 13 new formats have been developed to cover all aspects of implementation and are used to monitor progress. The Committee are happy to note that with a view to ensuring the authenticity of data provided by the States online it has been kept on public domain and is open to checking, verification and comments by all. Feedback can, therefore, be given by the public and other stakeholders to point out incorrect entries. Corrections can also be made with the help of information received through the Central Public Grievances Reporting Website. The Committee also note that with a view to ensuring timely feedback, States are required to furnish their monthly reports by 15th of the next month. Non-compliance can even lead to non-release of funds to the State concerned.

The Committee appreciate the comprehensive and professional monitoring and feedback system put in place by the Department for NRDWP and they complement the Department for the same. However, they still feel that some information gaps and glitch areas still do exist due to which data on several aspects furnished to the Committee was not updated. And there is still some to go to make the data online, real time. The Committee are, however, confident that the good work done by the Department in developing the extant mechanism will keep them in good position and they would overcome the technical and

procedural constraints at the earliest so as to ensure that the data base is as near as real time at the earliest.

(Recommendation Sl.No. 14, Para No. 2.14)

Training & Capacity Building

2.15 As far as training and capacity building under NRDWP is concerned it is envisaged that 5 grass root workers in each Gram Panchayat, including ASHA worker, Anganwadi worker, science teacher, high school girl child, panchayat member, ex-servicemen etc will be trained. Apart from them, 5 Gram Panchayat workers, 2 persons at State level, 4 persons at District level and 5 persons at Block level are to be trained. The Committee note that so far 997467 persons have been trained. For this purpose, a sum of ` 147.75 crore has been spent out of the total released amount of ` 248.97 crore. The Committee also note that the Planning Commission has taken a serious view of this under utilisation of funds for training. They have also categorized as 'poor' the training aspect in their evaluation. In fact, in their study based on experiences in 5 States that the overall situation presents a poor picture with a sustainability index of only 30 percent. More disconcertingly the provision of training of community members, especially the women has not been given adequate attention.

From their own experience at the field levels, the Committee cannot but agree in toto with the evaluation of Planning Commission. The training and capacity building aspect is one of the weak areas of NRDWP. They, therefore, desire that the Department should take steps on a war footing to ameliorate the situation. Unless training and capacity building of requisite kind is ensured, the Scheme cannot be sustained at the local community level. The Department must also keep in mind that local training and capacity building measures will go a long way in tackling the slip-back habitations cases to a significant extent. They, therefore, recommend that the Department should review their training and capacity building programme at once so as to ensure that well trained personnel at ground level are available without any delay in requisite numbers so that the gains of NRDWP are not fettered away due to lack of training and capacity building. The Department may also coordinate their

efforts in this regard with the Ministry of Panchayati Raj._The Committee would like to apprise of a definite roadmap for the purpose within three months of presentation of this Report to the Parliament.

(Recommendation Sl.No. 15, Para No. 2.15)

Research & Development

2.16 With a view to promoting R&D in the area of water supply and water quality, the Department funds such projects in premier institutions, universities, autonomous organisations including NGOs/ voluntary agencies. They have sanctioned 143 R&D projects out of which 127 have been completed. As far as financial progress is concerned, during the last three Fiscals, out of the allocation of ` 50 lakh, ` 50 lakh and ` 100 lakh respectively, the Department have utilized sums of ` 30 lakh, ` 50 lakh and ` 30 lakh respectively. Thus, it is apparent that the Department has failed to utilize even these minimal funds on R&D activities. In the opinion of the Committee, R&D holds the key in NRDWP Scheme. If newer cost effective techniques, technologies and processes are worked out and implemented, particularly in slip back and Quality-affected habitations, things will improve dramatically. Not only will the execution and operating costs go down but the maintenance problems will also be kept down to the minimum. The Committee, therefore, desire that the Department should change its mindset about R&D activities and allocate funds for R & D in a big way. Needless to emphasize that every rupee invested in R&D activities today will ensure considerable savings both in terms of cost and time in future. They would also like the Department to consult CWC and CISR laboratories for the guidance about the R&D activities that would be related to their Schemes. The Committee would like to be apprised on the outcome of the efforts of the Department in this regard.

(Recommendation Sl.No. 16, Para No. 2.16)

Water Quality in Rural Areas

2.17 On account of growing industrialization, unhealthy agricultural practices, pollution, over exploitation of ground water, etc., the quality of water as well as availability of water has suffered significantly. The Committee have been informed that the country has achieved

its MDG goal in the field of rural drinking water supply and 90% of rural populace has access to improved source of drinking water. The Committee are not convinced of this data as during their various on the spot visits in rural areas, they noticed that the adequacy of water, particularly, its quality, requires lot of upgradation and coverage.

The Committee would like to express their highest concern in the matter of quality of drinking water. We have fixed standards for water which are not legally enforceable but recommendatory. The quality specifying authority is also not the Water Resources Department but the Environment and Forest Department. Therefore, the views of the Department of Drinking Water and Sanitation, which is a major player in the entire water scenario, are not getting the requisite importance. The continued exploitation and pollution of ground water by industry and agri-sectors is wreaking havoc on the quality of ground water. The Committee are, therefore, one with the Department about having an integrated approach to the quality of water. They, therefore, desire that the Department should raise the matter forcefully before the Group of Ministers, who in turn should finalise their views on this crucial aspect with utmost urgency to ensure a quick solution to the problem of quality of water. The Committee also strongly recommend that as a first step to ensure quality water, the Government should first quantify the minimum standards for quality of drinking water.

(Recommendation Sl.No. 17, Para No. 2.17)

2.18 The Committee would also like to express their grave concern over the reported detection of uranium contamination in two Districts of Punjab. In their initial assessment, the Bhabha Atomic Research Centre have opined that there might be uranium contamination, the Department have, thereafter, sanctioned Rs. 3.5 crore to BARC to conduct a hundred percent survey of the entire State of Punjab. The Department intend to follow a similar policy for other places having similar problems. The Committee feel that this is a very serious situation warranting action on top priority basis. Uranium, being a radio-active substance, can cause incalculable damage to the health of human beings, livestock, environment and

bio-safety. The Committee, therefore, desire that the Government should give a clear cut mandate to BARC to give their Report in a highly time bound manner. The Government should, thereafter, get down to taking remedial measures without any loss of time.

(Recommendation Sl.No. 18, Para No. 2.18)

2.19 The Committee undertook a study visit to Kuttanad on 2 July, 2011, the second largest rice growing tract of Kerala which extends through three Districts viz., Alappuzha, Kottayam and Pathanamthitta. The Committee found that the area was waterlogged and soil condition was the worst due to continuous saline intrusion. The unscientific construction of roads and culverts, inadequacy of sewage treatment plants to check dumping of waste into canals, rivers and other water sources in the region, degradation of fresh water resources etc., also added to the woes of the Kuttanad region and its community. The Committee were apprised that based on the request of the Government of Kerala to address the perennial problems faced in Kuttanad, the Union Government entrusted the Dr. M.S. Swaminathan Research Foundation, Chennai (MSSRF) to conduct a scientific study of the region and suggest suitable measures to mitigate agrarian distress in Kuttanad. The MSSRF submitted its final report in August, 2007 and had recommended a variety of interventions to be implemented as a Package which was accepted by the Government of India for funding under ongoing Central Sector Schemes. The Committee were informed by the representatives of the State Government during their visit that the Drinking Water Project submitted by them to the Central Government for approval has been repeatedly referred back to them for revision as well as for seeking more clarifications. The proposal with revised cost of Rs. 316.70 crore is now with the Central Government with all clarifications, updates, etc. The Committee were also apprised that replacement of old, outdated water supply pipelines should also form part of the project. Taking note of the fact that the approval of the Project by the Government of India has been considerably delayed due to which the problems faced by the Kuttanad Region has compounded considerably, the Committee desire that the Government should expedite the clearance of Project without further loss of time. The Committee would also like to emphasise that the mechanism involving approvals and monitoring of all such Projects need to be properly calibrated so

that the element of delay is reduced to the minimum and there are specific time schedules for project submission, clarification to be sought and final approval.

(Recommendation Sl.No. 19, Para No. 2.19)

Water Quality Testing Laboratories

2.20 As a part of its responsibilities, the Department also supports the setting up and upgradation of District level and sub-District level water quality testing laboratories. The Committee were given to understand during the course of examination of the subject that 676 District Laboratories have been established by the States/ UTs using funds from the Centre, their own resources and from other sources. As per the reports available, 84 rural Districts do not have District labs as yet. Even where labs have been established, they suffer from paucity of technical staff and other personnel. While information previously submitted to the Committee indicated that apart from Andhra Pradesh none of the States were having adequate technicians, subsequently they were informed that except for Himachal Pradesh, Jharkhand, Orissa, West Bengal, Meghalaya and Sikkim, all other States have reported adequate staff for testing laboratories samples. To encourage appointment of lab assistants and chemists in these labs, the Union Government is providing assistance upto the extent of ₹ 3,500. The Department is also making efforts to establish a national level Laboratory. They are also working out on an agreement with National Environment Engineering Research Institute, Nagpur (NEERI) with a view to appoint it as the national reference institute of the Department. In the eventuality of the agreement not coming of, the Department may contemplate a similar agreement with the Institute of Health and Family Welfare for establishment of a national laboratory in their premises.

The Committee are disappointed to note that the establishment of water quality testing laboratories has not been accorded due priority by the Government. Even now there is a lack of enabling infrastructure, facilities and wherewithal. In as many as six States the laboratories do not have adequate staff. In such a scenario, the Committee can well imagine the efficacy of the regulatory mechanism at present. What would be the quality of water

which is being made accessible to the rural populace remains a moot point in the absence of quality checks and control that an efficient system of laboratories at State, District and Block levels would have ensured.

If the Government are serious about making available quality drinking water to all, there priority should not merely be provision of water but also establishment of a chain of laboratories which would establish the quality of water being made available to the people for drinking purposes. The matter acquires added dimensions in view of the fact that every year an amount equal to 6% of GDP is spent by individual citizens on treatment of water borne diseases. The Committee, therefore, desire that the Department should in view of the messy situation obtaining Country wide, contemplate a hundred percent centrally sponsored Scheme for setting up and operating water quality laboratories at the earliest.

(Recommendation Sl.No. 20, Para No. 2.20)

Jalmani – Installation of standalone water purification systems in rural schools

2.21 The Committee note that Jalmani Scheme has been initiated on 14 November, 2008 with a view to providing safe and clear drinking water to children studying in water deficient rural schools. Under this Scheme, 100% financial assistance is provided to the States for standalone water purification systems. A sum of ` 100 crore was provided for the Scheme in 2008-09. Another sum of ` 100 crore was provided for the Scheme in the next fiscal with a view to cover another 50000 schools. By March, 2012 the Department expect to cover 1 lakh schools. As per the information provided to the Committee, initially during the examination of Demands for Grants, the cumulative number of schools covered under the Scheme was 51,090 with 15,406 of them being covered during 2010-11. Impliedly, 35,584 schools were covered upto 2009-10. Subsequently, however, the Committee were informed that as per Report of 14 April, 2011 on the online IMIS, 58,159 schools have been covered. Thus, it can be safely presumed that during 2010-11 at the most 22,475 schools (58,159-35,584) could be covered under the Scheme. The Committee find this a very unsatisfactory situation. They can very well imagine, as to what will happen to the target of 1 lakh schools by the end of March ,2012 if the Scheme continues to be implemented at this pace. The Department have attributed the delay to reasons like slow identification of schools by State Governments;

time consuming procurement process; coverage data not being put online; delay in certification of Terafil Technology users by IMMT, Bhubaneswar; delay in past subvention by States, wherever prices were higher than the prescribed unit cost. The Committee are pained to state that none of these reasons appears to be so insurmountable as to overwhelm the pace of such an important endeavour. The Committee, therefore, strongly recommend that the Department should make renewed and concerted efforts to convince the States about the impact of this small but very significant effort towards provision of safe drinking water to children in rural areas. As far as delays at IMMT, Bhubaneswar are concerned, the Department can, if required sound them through the Department of Scientific and Industrial Research for prompt certification within the realms of feasibility. On the aspect of the prices of Jalmani being higher than the prescribed average unit cost in some States, the Committee would suggest that if the Department are satisfied about the genuineness of the price difference, they may consider entertaining the higher cost of Jalmani units in such cases as exceptions.

While delving into the Scheme, the Committee note that RO systems with their price tag and substantial water wastage are not a preferred choice for installation under Jalmani Scheme, which is inherently meant for water scarcity areas. The Committee think that while opting for various purification systems, the Department should also ensure that the States should also keep in mind such systems that work without electricity, given the erratic power situation in most of the rural areas.

The Committee would also like the Government to conduct a study of the impact of supply of water purifiers under the Scheme to over 58,000 schools. Since the working of water purifier is related to availability of electricity, availability of waterlines, overhead tanks, etc., the Committee are not sure whether water purifiers installed in schools so far are put to optimal use. They may like the Government to conduct a study of functioning of installed water purifiers. The Committee would also like the Government to ensure that related facilities are made available for achieving the goal of supply of safe drinking water in the schools.

(Recommendation Sl.No. 21, Para No. 2.21)

Total Sanitation Campaign (TSC)

2.22 The Committee note that Central Rural Sanitation Programme was launched 25 years back in 1986 with a view to have a nationwide focus on rural sanitation. Based on the recommendations of National Seminar on Rural Sanitation, CRSP was revised in 1992. From a supply driven model of past, the new programme aimed at an integrated approach to rural sanitation. TSC came into being on 1 April, 1999 under the restructured CRSP. The new programme is based on a community led and people centric approach and instead of previous supply driven mode works on a demand driven one. TSC is presently being implemented in 607 rural Districts of the Country. The Committee further note that as of December, 2010, according to Department, 70% families in rural areas have access to sanitation facilities. The Department also intend to cover all the rural households with sanitary facilities by the end of 2015. The projection of the Department are based on the logic that the last three years have seen an annual increase of 7% to 8% in rural sanitation coverage with physical coverage being 1.2 crore households per annum. In this context, the Committee while sharing the optimism of the Department, would like to proffer a word of caution to them. The Department have based their projection on a base population of 74 crore or so. By 2015, many more crore would have been added to this base figure. The average annual coverage of 1.2 crore household would then not suffice. The Committee, therefore, desire that entire scenario needs to be worked out with the incremental figures of population in view, so that a more precise deadline and accordingly a need based strategy for total rural coverage is worked out and put in place. While doing so, the Department may also keep in mind the existing toilets that become non-functional routinely and those destroyed due to natural calamities.

(Recommendation Sl.No. 22, Para No. 2.22)

Achievement based approach

2.23 The Committee note that typically TSC does not have any targets but only achievements, thus it is an extremely difficult task to evaluate their achievements under the

well laid down norms of target and achievements. However, the Committee feel that this typical way of delivery of TSC would have been decided by the Government after evaluating the pros and cons of the system in vogue before going for the achievements only way. The Committee, with a view to come to holistic conclusions in the matter would recommend a thorough evaluation of TSC as undertaken and implemented during the Eleventh Plan on achievements only basis. The evaluation may, apart from analyzing the achievements of TSC during the Eleventh Plan also take into account even if on theoretical plane a comparison of these achievements, if the conventional targets and achievements system was in place. Both for fixing targets and achievements, a bottom up approach beginning with the Panchayats and Gram Sabhas is essential. The Committee would like to be apprised of the results of such an evaluation at the earliest.

(Recommendation Sl. No. 23, Para No. 2.23)

Revision of funding norms

2.24 The Committee note with some sense of relief that the Department have at last woken up to the badly felt need for enhancement of funds for units constructed under TSC. As the revision is long overdue, the Committee expect the Department to complete all related formalities expeditiously and after obtaining the requisite approvals convey the revised rates to the States at the earliest so that they get implemented from the second quarter of ongoing Fiscal.

(Recommendation Sl. No. 24, Para No. 2.24)

Performance of NE States

2.25 The Committee are concerned to note that in case of TSC also, the performance of NE States is not upto the expectations. Starting with an opening balance of ` 116 odd crore on 1 April, 2010, they are expected by the Department to at the most match the expenditure of last year viz., ` 137 crore or so. A sum of almost ` 167 crore is still left as closing balance on 31 March, 2011. As development of NE Region is a top priority area, the Committee desire the Department to work out new and effective strategies to ensure greater utilization of funds for

TSC in the Region and not be content just by matching expenditure with that of previous years. The North-East Council and the Ministry of DONER may be drawn into this Scheme.

(Recommendation Sl. No. 25, Para No. 2.25)

Nirmal Gram Puraskar

2.26 The Nirmal Gram Puraskar, as the Committee have observed, has been basically designed to encourage Panchayati Raj Institutions in promoting sanitation. The Puraskar is awarded to Panchayati Raj Institutions of village where 100% sanitation has been achieved. The cumulative number of awardees as of now is 25,427. For the ongoing Fiscal, a sum of ` 50 crore has been earmarked for the Scheme for which the Department expect that 3000 Gram Panchayats will be eligible. The Committee also note that in pursuance of their recommendation contained in the Third Report on DFG (2009-10), the Department have got carried out 'Assessment Study of Impact and Sustainability of Nirmal Gram Puraskar' through an outside agency. The agency has carried out a survey in 664 NGP awardees Panchayats of 56 Districts in 12 States and submitted a draft Report to the Department. The Department is analyzing the Report for all its findings. As per the top end findings of Report, almost 82% of the rural households had access to sanitation facilities in the sample Gram Panchayats.

The Committee are of the view that NGP has served well as a catalyst for giving impetus to the Panchayati Raj Institutions to vigorously pursue complete sanitation in the village concerned. However, what has caused dismay to the Committee is the finding of the survey that 82% of the rural households have access to sanitation facilities in sample villages. Apparently, the requisite tempo of coverage, maintenance etc., have not been maintained in the NGP villages once they have got the NGP. The Committee, therefore, desire that the Department should also think beyond NGP for such villages so that the momentum for complete sanitation remains on constant even after the award is bestowed.

(Recommendation Sl. No. 26, Para No. 2.26)

2.27 The Committee would also like to comment on the matter of survey on a different plane. They find it inexplicable as to why the Department have categorized the report of the

agency concerned as a draft Report. They will appreciate a detailed clarification from the Department on the said nomenclature as so details of the terms of reference of the survey alongwith time and cost implications. They also expect the Department to come and share their analysis of the 'Draft Report' with the Committee alongwith the correctives and other actions initiated by them post Report.

(Recommendation Sl. No. 27, Para No. 2.27)

NEW DELHI;
12 August, 2011
21 Sravana, 1933(Saka)

(SUMITRA MAHAJAN)
Chairperson,
Standing Committee on Rural Development

COMMITTEE ON RURAL DEVELOPMENT (2010-2011)**MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD****ON THURSDAY, THE 21 APRIL, 2011**

The Committee sat from 1100 hrs. to 1340 hrs. in Committee Room No. 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - *Chairperson*

MembersLok Sabha

2. Shri Kunvarjibhai Mohanbhai Bavalia
3. Shri Sanjay Dhotre
4. Shri H.D. Kumaraswamy
5. Shri P.L. Punia
6. Shri Jagdish Sharma
7. Shri Jagdanand Singh
8. Shri Makansingh Solanki
9. Shrimati Usha Verma
10. Shri Ramesh Vishwanath Katti

Rajya Sabha

11. Shri Mani Shankar Aiyar
12. Sardar Sukhdev Singh Dhindsa
13. Dr. Ram Prakash
14. Shrimati Maya Singh
15. Shri Mohan Singh
16. Miss Anusuiya Uikey
17. Dr. (Smt.) Kapila Vatsyayan

Secretariat

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri Brahm Dutt | - | Joint Secretary |
| 2. | Smt. Veena Sharma | - | Director |
| 3. | Shri Raju Srivastava | - | Deputy Secretary |

Representatives of Department of Drinking Water & Sanitation

1. Shri Arun Kumar Misra, Secretary
2. Dr. Arvind Mayaram, AS & FA
3. Shri J.S. Mathur, Joint Secretary
4. Shri Vijay Bhaskar, Joint Secretary

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take evidence of the representatives of the Department of Drinking Water & Sanitation on Demands for Grants (2011-2012) of the Department. Thereafter, the members placed on records their condolences on the demise of Shri Arjun Singh, a member of the Committee.

[Witnesses were then called in]

3. The Chairperson then read out direction 55 (1) regarding confidentiality of the proceedings. Thereafter, the Chairperson highlighted the issues of inadequate incentive for cost of construction of toilets, water quality, working of Research Laboratories, low budgetary allocation for Research & Development activities, linkage of Indira Awas Yojana with Sanitation Programme and reliability of the data showing the achievements of the Department in water supply and sanitation sectors. The member also raised various issues regarding quality water supply and coverage of sanitation in rural areas of the Country. Keeping in view the complexity of the subject, the Chairperson directed the Secretary, Department of Drinking Water & Sanitation to furnish a detailed note on various queries raised by the members.

[The representatives of Department of Drinking Water & Sanitation withdrew]

4. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

COMMITTEE ON RURAL DEVELOPMENT (2010-2011)
MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD
ON WEDNESDAY, THE 20 JULY, 2011

The Committee sat from 1500 hrs. to 1700 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - *Chairperson*

Members

Lok Sabha

2. Shri Kunvarjibhai Mohanbhai Bavalia
3. Shri H.D. Kumaraswamy
4. Shri Raghubir Singh Meena
5. Shri Sidhant Mahapatra
6. Shri Rakesh Pandey
7. Shri P.L. Punia
8. Shri A. Venkatarami Reddy
9. Shri Jagdish Sharma
10. Shri Jagdanand Singh
11. Shrimati Usha Verma
12. Shri Ramesh Vishwanath Katti

Rajya Sabha

13. Shri Mani Shankar Aiyar
14. Shri Ganga Charan
15. Dr. Ram Prakash
16. Shrimati Maya Singh
17. Shri Mohan Singh
18. Miss Anusuiya Uikey
19. Dr. (Smt.) Kapila Vatsyayan

Secretariat

- | | | |
|--------------------|---|---------------------|
| 1. Shri Brahm Dutt | - | Joint Secretary |
| 2. Shri A.K. Shah | - | Additional Director |

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee then took up for consideration the Draft Report on Demands for Grants (2011-2012) of the Department of Drinking Water & Sanitation (Ministry of Rural Development). After some discussion, the Committee adopted the Draft Report with some modifications.

3. The Committee also authorised the Chairperson to finalise the above-mentioned Draft Report taking into consideration consequential changes arising out of factual verification, if any, by the concerned Department and to present the same to the both the Houses of Parliament.

The Committee then adjourned.

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