

TWENTY-THIRD REPORT
STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2011-2012)

(FIFTEENTH LOK SABHA)

MINISTRY OF DRINKING WATER AND SANITATION

*[Action taken on the recommendations contained in the Nineteenth Report
(Fifteenth Lok Sabha) on Demands for Grants of the Ministry of
Drinking Water and Sanitation for the year 2011-12]*

Presented to Lok Sabha on 22.03.2012

Laid in Rajya Sabha on 22.03.2012



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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2011-2012)

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

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2. Shri Gajanan D. Babar
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20. Shri A.K.S. Vijayan
21. Smt. Vijaya Shanthi M**

Rajya Sabha

22. Shri Mani Shankar Aiyar
23. Shri Ganga Charan

* Nominated to the Committee *w.e.f.* 03.01.2012 *vice* Shri Navjot Singh Sidhu.

** Nominated to the Committee *w.e.f.* 25.11.2011.

24. Shri Hussain Dalwai
25. Sardar Sukhdev Singh Dhindsa
26. Dr. Ram Prakash
27. Shri P. Rajeeve***
28. Shri Mohan Singh
29. Smt. Maya Singh
30. Miss Anusuiya Uikey
31. Vacant****

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Shri Raju Srivastava — *Deputy Secretary*
3. Shri Satish Kumar — *Committee Assistant*

*** Nominated to the Committee *w.e.f.* 02.11.2011 *vice* Shri P.R. Rajan.

**** Dr. (Smt.) Kapila Vatsyayan retired on 15.02.2012.

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2011-2012) having been authorised by the Committee to present the Report on their behalf, present the 23rd Report on the action taken by the Government on the recommendations contained in the 19th Report of the Standing Committee on Rural Development (15th Lok Sabha) on Demands for Grants (2011-12) of the Ministry of Drinking Water and Sanitation.

2. The 19th Report was presented to Lok Sabha/laid in Rajya Sabha on 18 August, 2011. Replies of the Government to all the recommendations contained in the Report were received on 19 December, 2011.

3. The Report was considered and adopted by the Committee at their sitting held on 22 February, 2012.

4. An analysis of the action taken by the Government on the recommendations contained in the 19th Report of the Committee is given in **Appendix-II**.

NEW DELHI;
21 March, 2012

1 Chaitra, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2011-12) deals with the action taken by the Government on the observations/recommendations contained in their Nineteenth Report (Fifteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water and Sanitation for the year 2011-2012.

2. The Nineteenth Report was presented to Lok Sabha on 18 August, 2011 and was laid on the Table of Rajya Sabha on the same date. The Report contained 27 observations/recommendations.

3. Action Taken Notes in respect of all the observations/recommendations contained in the Report have been received from the Government. These have been examined and categorised as follows:

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

Serial Nos.: 1, 2, 3, 4, 5, 6, 7, 8,10, 12, 14, 15, 16, 19, 20, 21, 24, 25, 26 and 27

Total: 20
Chapter-II

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

Serial No.: Nil

Total: 0
Chapter-III

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

Serial Nos.: 9, 13 and 22

Total: 03
Chapter-IV

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

Serial Nos. : 11, 17, 18 and 23

Total: 04
Chapter-V

4. The Committee desire that final replies in respect of recommendations (Serial Nos. 11, 17, 18 and 23) for which only interim replies have been given by the Government and the Action Taken Notes on the recommendations contained in Chapter-I of the Report may be furnished to the Committee within three months of the presentation of this Report.

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

A. Budgetary Planning

[Recommendation Serial No. 4 (Para No. 2.4)]

6. The Department* of Drinking Water and Sanitation has been 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 Rs. 40,150 crore was allocated for NRDWP while for TSC, the allocation was Rs. 6,690 crore. The corresponding allocations in the Tenth Plan for these two Schemes were Rs. 16,195 crore and Rs. 2,190 crore respectively.

The Committee found that in the case of NRDWP, the Eleventh Plan outlay was Rs. 39,490 crore while the actual allocation had been Rs. 40,150 crore. On the other hand, for TSC, the outlay was pegged at Rs. 7,816 crore, which had been substantially reduced (by Rs. 1,126 crore) during allocations to Rs. 6,690 crore. The Department had ascribed this amongst other factors to the fact that TSC being a demand driven scheme. The Committee were of the considered view that the Schemes of the Department were very crucial for serving millions living in the rural areas of the Country. From the point of view of the Millennium Development Goals, it was 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 were mostly landless, poor and small/marginal farmers. Taking note of the fact that 6% of the GDP was spent by the citizens on treatment of water borne diseases, the Committee expected the Government to be more

*The Department has been created into a Ministry *w.e.f.* 13 July, 2011.

proactive, even in the context of demand driven Schemes, so that these basic amenities were universalized in the rural areas of the country expeditiously. Once this is done, the Committee were sure, that the Department would be able to utilise the precious funds to their fullest and with optimum benefits to the targeted beneficiaries. The Committee also recommended convergence between Indira Awas Yojana (IAY) and Total Sanitation Campaign (TSC) so that, henceforth, all IAY houses were provided with toilets.

The Committee further recommended 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 would be more than compensated by the decline in health costs and human suffering caused by unsanitary conditions and open-air defecation.

7. The Ministry in their action taken reply have stated as under:—

“TSC Guidelines since the year 2007 stipulate specifically *vide* para 9 (e) of guidelines that ‘All houses constructed for BPL families under Indira Awas Yojana shall invariably be provided with a toilet under this programme’. The provisions have been brought to the notice of the State Officials and field functionaries in various review meetings and workshops held to review the status of implementation of TSC. To boost the Ministry’s efforts in the direction, a joint letter from concerned Joint Secretaries of Ministry of Drinking Water & Sanitation and Ministry of Rural Development to Principal Secretary/Secretary in charge of RD/Housing/Rural sanitation of all States/UTs has been issued on 18th May, 2011 for dovetailing of funds under Total Sanitation Campaign (TSC) with Indira Awas Yojana(IAY) for availability of sanitation facilities.

Further, as a matter of fact, TSC identifies Gram Panchayat as a unit both for implementation of the programme as well as awarding community for achieving open defecation free status through its scheme *viz.* Nirmal Gram Puraskar (NGP). The Ministry encourages Gram Panchayat based approach with milestone linked disbursements of incentives and awards for accelerating sanitation coverage and achieving Nirmal Status by Gram Panchayats. A total of 25,145 Gram Panchayats have been awarded ‘Nirmal Gram Puraskar’ by the Ministry till date.

Only about 22% of the rural families had access to sanitation facilities in 2001. The percentage has gone up to 73% approximately as per the progress reported by all the States through online monitoring system maintained by the Ministry as of September 2011, which is mainly due to the success of Total Sanitation Campaign.”

8. The Committee appreciate that the Ministry had not only brought the provisions of TSC Guidelines for providing toilets in all houses constructed for BPL families under Indira Awas Yojana (IAY) to the notice of State officials and field functionaries but also issued letter to all States/UTs for dovetailing of funds under Total Sanitation Campaign (TSC) with IAY for availability of sanitation facilities. However, the Committee feel that till the time the problem of toilets becoming dysfunctional is not tackled seriously by the Ministry, the objective of full household sanitation coverage in the entire rural areas of the country by the year 2015 would remain a distant dream. The Committee, therefore, reiterate that the Ministry should take all the necessary steps to ensure that adequate funds are earmarked for upgradation of old toilets non-functional due to lack of proper maintenance and/or destroyed due to natural calamities like floods etc. The Committee would also like the Ministry to have realistic check at ground level to be sure about stated 73% of sanitation coverage in the country. They would await action taken in this regard.

B. Plan Outlay and Outcomes

[Recommendation Serial No. 7 (Para No. 2.7)]

9. From the break-up of funds allocated to the Department during the various years of the Tenth and Eleventh Plans, the Committee found that the Department were provided Rs. 18,385 crore in the Tenth Plan and this had risen to Rs. 46,840 in the Eleventh Plan. Scheme-wise outlay during the two Plans was Rs. 16,195 crore for NRDWP in Tenth Plan and Rs. 40,150 crore in the Eleventh Plan. For TSC, the allocation during Tenth Plan was of the order of Rs. 2,190 crore. This increased to Rs. 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 had gone down to 9.56%. The fall in the case of TSC had 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 had justified this on account of low base in the initial year of the Tenth Plan period. They had further justified this on account of the absolute increase from the initial year of Tenth Plan to its terminal one being Rs. 3,025 crore against an increase of Rs. 3,440 crore during the corresponding period of the Eleventh Plan. The Department had also put forth before the Committee their point about the lower annual increase year-wise not being regressive in real terms.

While not in agreement with Government's view in this regard, the Committee urged the Ministry for ensuring that drinking water and sanitation facilities in rural areas were provided expeditiously as

possible, with funds never acting as an impediment. These two basic facilities had been grossly neglected during six decades plus of Independence. Their universalisation at this juncture was not any kind of favour to the majority of our people living in rural areas. The Department themselves had 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 had been adversely affected. Similarly, in the case of TSC, the Department had admitted that because of paucity of funds, physical objectives likely to be achieved for households, school toilets and anganwadi toilets would 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 had now been pushed back to the year 2015. The Committee desired that these two Schemes should not be impeded by any financial constraints whatsoever as the rural population had 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, urged 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.

10. The Ministry in their action taken reply have stated as under:—

“The recommendation of the Committee has been noted and it is assured that the Ministry will forcefully take up the issue with the Planning Commission for substantially enhanced allocation. Financial requirements to achieve the goals proposed by the Working Group on Rural Domestic Water and Sanitation for the 12th Five Year Plan have been calculated and included in the Report submitted to the Planning Commission. For the first year of the 12th Five Year Plan in 2012-13 the Planning Commission has been requested to provide the allocations recommended in the Working Group Report.”

11. The Committee had recommended that since National Rural Drinking Water Programme (NRDWP) and Total Sanitation Campaign (TSC) are the main programmes for providing quality life in rural

areas of the country, adequate funds should be made available for the implementation of these schemes. However, the past experience had revealed that the funds allocated for these schemes were not sufficient to meet the desired objectives. The Committee are happy to note that the Ministry have taken up the issue of enhanced allocation during the Twelfth Five Year Plan with the Planning Commission as recommended by the Working Group on Rural Domestic Water and Sanitation. The Committee, therefore, expect the Ministry to take up the matter vigorously with the Planning Commission/Ministry of Finance at the highest level for providing enhanced allocation especially when the Twelfth Five Year Plan will commence from April, 2012 and ensure that the availability of funds are not stand as an impediment in achieving the physical and financial targets of these two schemes.

C. Unspent Balances

[Recommendation Serial No. 9 (Para No. 2.9)]

12. The Committee's examination of Demands for Grants of the Department for the year 2011-12 had revealed that huge amounts of unspent balances were lying with States. As per the Outcome Budget (2011-12) of the Department, as on 31 December, 2010, a sum of Rs. 5,363.16 crore was lying as unspent balance in NRDWP and a sum of Rs. 1,275.15 crore was lying unspent in TSC. The Department had attributed this phenomenon to the procedural aspects of the two Schemes. For instance, funds under NRDWP were released to the State Governments in two installments, 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 installment consisting of 50% of the allocation was released to them in December leading to accretion of larger balances on 31 December. Some of the unspent balances had also been attributed to many of the Schemes, now under implementation, being large multi-village pipe water Schemes which needed more than one year for completion. Most of the times, funds allocated to such Schemes in one year spilled over to the next fiscal leading to unspent balances at the end of the year. The Committee found that the unspent balance under NRDWP was Rs. 4,523 crore at the end of February, 2011. As regards the Department's endeavour to control this problem, the Committee found that a specific provision exists in NRDWP that excess closing balance of more than 10% of available funds was deducted while releasing the second installment of subsequent year. They further noted that during

2010-11, an amount of Rs. 75 crore was withheld from release to two States as their closing balance was exceeding the permissible amount. The Department also monitored 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 was concerned, the Committee noted that as the Scheme was 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 were 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 were of the opinion that the problem of unspent balances still remains a formidable one. While the Department had justified additional accretions to the unspent balances in December-end as a procedural matter, the Committee felt that an unspent amount of Rs. 2,533 crore in NRDWP at the end of March, 2009 could neither be explained by the logic extended by the Department nor wished away.

13. The Ministry in their action taken reply have stated as under:—

“The Ministry monitors the financial expenditure on the NRDWP and TSC through the Integrated Management Information System (IMIS). Care is taken to ensure that the release of funds to the States is done only after they have utilized 60% of the funds available with them. Regular review meetings are being held, letters sent and visits made to lagging States to ensure that States utilize funds expeditiously and reduce the unspent balances.”

14. The Committee’s main concern in their recommendation was to reduce the burgeoning problem of unspent balances by taking remedial measures by the Ministry. The Ministry in their action taken reply have confined themselves to spelling out the normal procedure being followed by them for release of subsequent funds to the States rather than devising an effective apparatus to overcome the perennial problem of unspent balances. While it is incumbent upon the Ministry to effectively pursue the matter with the States/UTs who

failed to submit the Audited Statements of Accounts and Utilization Certificates for release of second instalment, the overall success of Centrally Sponsored Schemes would always be in limbo for want of funds on the one hand and non-utilization of scarce funds on the other hand. While re-emphasizing their earlier recommendation, the Committee would like the Ministry to come out with some coordinated mechanism so that States and the Union Government could work in tandem as far as reducing the problem of unspent balances is concerned. The Committee would also like to be apprised of the progress made in this regard.

D. Performance of National Rural Drinking Water Programme (NRDWP) in North-Eastern States

[Recommendation Serial No. 13 (Para No. 2.13)]

15. The Committee had expressed their concern over the performance of NRDWP in NE States. In most of these States, the Department had not progressed 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 had reported almost 74% of funds utilization upto January, 2011, but had lagged behind in physical achievements. Against targets of 305 and 25 for slipped back and Quality-affected habitations, the State had achieved coverage of 226 and 01 only. Meghalaya had 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 had been 363 and 17 respectively. Mizoram had utilized about 55% of the total funds released upto February, 2011 and they had achieved a target of 121 habitations out of 124 in slipped back category. In case of Nagaland, the fund utilization had 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 had reported utilisation of about 55% of funds released upto February, 2011. Against this expenditure, they had an achievement of 100 slipped back habitations out of the targeted 175. Tripura had

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 had been able to cover 105 and 871 habitations respectively.

North-Eastern States had 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 was 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 were well known about NE States for all these years. Therefore, these were invariably factored into cost and time schedules for all projects to be carried out by any Ministry/ Department.

The Committee, therefore, recommended 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 were regularly tracked. Once this is done, the Department would be able to ensure that the State Governments were rendered timely advices for adhering to cost and time schedules with due promptitude and in more professional manner.

To this end, the Committee urged the statutory role of the North-Eastern Council in planning programmes for the North-East and monitoring implementation and emphasized for more closely and effectively coordinated action in this regard with NEC and the Ministry of DoNER.

16. The Ministry in their action taken reply have stated as under:—

“Under the NRDWP, in addition to earmarking 10% of the National allocation for the North-Eastern States, the matching State share has also been brought down to 10%, as compared to 50% of Central allocation for other States. This amendment has smoothened the flow of Central funds to the NE States, as well as making it easier for the States to utilize these allocated resources. The Ministry is regularly monitoring the funds utilization and physical achievements under NRDWP, so as to optimize them. The Ministry shall coordinate with DoNER in complementing each others programme.”

17. National Rural Drinking Water Programme (NRDWP) is a flagship programme of the Government to provide safe and adequate drinking water supply to all rural households. In order to make the dream of providing quality drinking water to all rural populace in the country come true, financial assistance is being provided by the Union Government in the ratio of 90:10 to North-Eastern States as compared to the ratio of 50:50 for other States. The Committee are dismayed to find that the Ministry have not taken any concrete steps for low achievements under NRDWP in the North-Eastern States. The Committee would, therefore, like the existing monitoring system to be made more effective and result-oriented with a view to ensuring that the genuine development-related problems of the NE States are adequately and promptly redressed. The Committee feel that rather than finding excuses, the Ministry should examine this issue in its entirety and take concrete steps in the right perspective in a time bound manner.

E. Jalmani—Installation of standalone water purification systems in rural schools

[Recommendation Serial No. 21 (Para No. 2.21)]

18. The Committee noted that Jalmani Scheme had 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 was provided to the States for standalone water purification systems. A sum of Rs. 100 crore was provided for the Scheme in 2008-09. Another sum of Rs. 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 had been covered. Thus, it could 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 found this was a very unsatisfactory situation. They could very well imagine, as to what would happen to the target of 1 lakh schools by the end of March, 2012 if the Scheme continued to be implemented at this pace. The Department had 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 expressed their unhappiness as none of these reasons appears to be so insurmountable as to overwhelm the pace of such an important endeavour. The Committee, therefore, strongly recommended 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 were 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 were 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 noted that RO systems with their price tag and substantial water wastage were not a preferred choice for installation under Jalmani Scheme, which was inherently meant for water scarcity areas. The Committee thought 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 also urged 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 was related to availability of electricity, availability of waterlines, overhead tanks, etc., the Committee were not sure whether water purifiers installed in schools so far were 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 were made available for achieving the goal of supply of safe drinking water in the schools.

19. The Ministry in their action taken reply have stated as under:—

“The Ministry has informed the State Governments about the simple and green technology of terafil filtration and suggested that they adopt it for removal of turbidity, iron and bacteriological

contamination. As per the guidelines of Jalmani Programme the unit cost of standalone water purification systems can go up to Rs. 40,000 but the overall average unit cost should not exceed Rs. 20,000.

The State Governments have already been informed about treatment systems like terafil filtration and ultra-filtration which do not require electric power for running the system. This was also highlighted in the recent National Workshop held on Drinking Water Quality on 15-16 November, 2011.

The Ministry has got conducted a third party independent evaluation on the performance of Jalmani Programme and the deficiencies found as per the evaluation have already been informed to all State Governments with a request to rectify them and implement the programme effectively so that school children get safe drinking water within the school premises.”

20. While appreciating the steps taken by the Ministry, the Committee feel that the Ministry should pay more attention in coordination with the State Governments for success of Jalmani Programme so that the target for coverage of one lakh schools with standalone water purification system is achieved by the end of March, 2012. The Committee urge the Ministry to work out modalities to realistically revise the guidelines of Jalmani Programme so that standalone water purification system could be installed in the schools inspite of appreciation in the average cost of the system. The Committee would like to be apprised of the outcome in pursuance of third party independent evaluation on the performance of Jalmani Programme.

F. Total Sanitation Campaign (TSC)

[Recommendation Serial No. 22 (Para No. 2.22)]

21. The Committee noted that Central Rural Sanitation Programme was launched 25 years back in 1986 with a view to having 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 was based on a community led and people centric approach and instead of previous supply driven mode works on a demand driven one. TSC was presently being implemented in 607 Rural Districts of the Country. The Committee

further noted that as of December, 2010, according to Department, 70% families in rural areas had access to sanitation facilities. The Department also intended to cover all the rural households with sanitary facilities by the end of 2015. The projection of the Department were based on the logic that the last three years had 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, proffered a word of caution to them. The Department had based their projection on a base population of 74 crore or so. By 2015, many more crore had been added to this base figure. The average annual coverage of 1.2 crore household would then not suffice. The Committee, therefore, desired that entire scenario needed 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.

22. The Ministry in their action taken reply have stated as under:—

“The Working Group constituted by the Planning Commission reviewed the entire scenario and has made its detailed recommendations in the report submitted to the Planning Commission.”

23. The Ministry in their action taken reply have informed that the Working Group constituted by the Planning Commission reviewed the entire scenario and has made detailed recommendations in the report. The Committee do understand that the Ministry intend to cover all rural households with sanitary facilities by the end of 2015. Nevertheless, in the absence of concrete incremental figures of population in rural areas except the recommendations made by the Working Group constituted by the Planning Commission that too in the year, 2012, it is difficult for the Committee to believe the claim of the Ministry to accomplish the gigantic task in less than three years *i.e.*, by 2015. After analyzing the entire related facts, the Committee are of considered opinion that the report of the Working Group should be implemented and a practical and pragmatic approach should be worked out to achieve the objective of covering all the rural households with sanitary facilities by the end of 2015. The Committee would like to be kept abreast of the steps taken by the Ministry and progress made thereafter.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial Nos. 1 & 2, Para Nos. 2.1 & 2.2)

The Committee take note that the Rule 331G of the Rules of Procedure and Conduct of Business in Lok Sabha relating to examination of Demands for Grants by the Departmentally Related Standing Committees (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 and 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.

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.

Reply of the Government

The Statement of the Minister on the status of the implementation of the recommendation contained in the Eighth Report of the Committee on "Demands for Grants for the year 2010-11", was laid on

the table of the Lok Sabha and Rajya Sabha on 8th September 2011 and 6th September 2011 respectively. The recommendation in this regard has been noted for compliance.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

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

The Committee find that for Fiscal 2011-12, the Department of Drinking Water and Sanitation have been allocated a sum of Rs. 11,005.24 crore. The entire amount is Voted under the Revenue Head. Out of this Rs. 11,005.24 crore, a sum of Rs. 11,000 crore is on the Plan side while the Non-Plan side consists of Rs. 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 Rs.10,580 crore, they could spend only Rs. 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.

Reply of the Government

As far as National Rural Drinking Water Programme is concerned, the total funds indicated under XI Five Year Plan for Rural Drinking Water was Rs. 39,490 crore against which the budgetary allocation was

Rs. 30,800 crore in the first four years of the plan. The actual releases was Rs. 30,718.01 *i.e.* 99.73% . Expenditure at the national level is in terms of release of funds to States. It can thus be seen that actual releases or expenditure in the first four year of the plan are nearly 100%. During 2010-11 against a Plan allocation of Rs. 9,000 crore, the expenditure incurred during that year was Rs. 8986.74 crore which is 99.85% of the allocation. It may thus be seen that this Ministry has been consistently efficient in spending the allocation. However, the Ministry has noted the recommendations made in the report and will try to do its best to further improve its performance in the current fiscal and thereafter.

The total funds allocated under XI Plan for TSC was Rs. 7816 crore. The year wise allotment and release in respect of TSC during the first four years and the current financial year is as follows:

Total Rs. 6690 crore received (Central Share) during XI Plan

(Rs. in crore)

Year	Allocation	Actual Release	% Utilization	Total Expenditure including that reported by States
2007-08	1060.00	996.35	93.99	877.76
2008-09	1200.00	1192.81	99.40	1047.52
2009-10	1200.00	1200.00	100.00	1495.23
2010-11	1580.00	1580.00	100.00	1224.22
Total	5040.00	4969.16	98.35	4644.73

It could thus be seen that the Ministry has been able to consistently release the allocated funds to the States. Further, the cumulative expenditure reported by the States is also in tune with the release made by the Ministry.

During the current year also out of total allocation of Rs. 1650 crore, utilisation of funds to the tune of Rs. 791.58 crore (47.97%) has already been made as of 30th September 2011.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 4, Para No. 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 Rs. 40,150 crore was allocated for NRDWP while for TSC, the allocation was Rs. 6,690 crore. The corresponding allocations in the Tenth Plan for these two Schemes were Rs. 16,195 crore and Rs. 2,190 crore respectively.

The Committee find that in the case of NRDWP, the Eleventh Plan outlay was Rs. 39,490 crore while the actual allocation has been Rs. 40,150 crore. On the other hand, for TSC, the outlay was pegged at Rs. 7,816 crore, which has been substantially reduced (by Rs. 1,126 crore) during allocations to Rs. 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.

Reply of the Government

TSC Guidelines since the year 2007 stipulate specifically *vide* para 9 (e) of guidelines that "All houses constructed for BPL families under Indira Awas Yojana shall invariably be provided with a toilet under this programme". The provisions have been brought to the notice of the State Officials and field functionaries in various review meetings and workshops held to review the status of implementation of TSC. To boost the Ministry's efforts in the direction, a joint letter from concerned Joint Secretaries of Ministry of Drinking Water and Sanitation and Ministry of Rural Development to Principal Secretary/Secretary in charge of RD/Housing/Rural sanitation of all States/UTs has been issued on 18th May, 2011 for dovetailing of funds under Total Sanitation Campaign(TSC) with Indira Awas Yojana (IAY) for availability of sanitation facilities.

Further, as a matter of fact, TSC identifies Gram Panchayat as a unit both for implementation of the programme as well as awarding community for achieving open defecation free status through its scheme *viz.* Nirmal Gram Puraskar (NGP). The Ministry encourages Gram Panchayat based approach with milestone linked disbursements of incentives and awards for accelerating sanitation coverage and achieving Nirmal Status by Gram Panchayats. A total of 25,145 Gram Panchayats have been awarded 'Nirmal Gram Puraskar' by the Ministry till date.

Only about 22% of the rural families had access to sanitation facilities in 2001. The percentage has gone up to 73% approximately as per the progress reported by all the States through online monitoring system maintained by the Ministry as of September 2011, which is mainly due to the success of Total Sanitation Campaign.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

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

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

Reply of the Government

The Ministry conducted an extensive review exercise of the rural water supply programme leading to the launching of the NRDWP with guidelines effective from 1.4.2009. Regarding the 12th Five Year Plan, the Ministry has placed its projections of fund requirement before the Planning Commission.

A working group under chairmanship of Shri Joe Madiath, Gram Vikas, Orissa and co-chaired by Secretary, Ministry of Drinking Water & Sanitation, Govt. of India was constituted by Planning Commission to give recommendations on various issues related to rural drinking water and sanitation for the 12th Five Year Plan. Terms of Reference of the Working Group included a review of present approach, strategies, priorities, on-going policies, institutional arrangements and resource allocation and to suggest strategies, priorities, priorities and allocation for the 12th Plan. The report of the Working Group has since been submitted to the Planning Commission on 30th September 2011.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 6, Para No. 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.

Reply of the Government

The Ministry shall continue to strive to adhere to the financial parameters as in the past. The observations of the Committee regarding the special situation of difficult areas have been noted for compliance.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 7, Para No. 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 Rs. 18,385 crore in the Tenth Plan and this has risen to Rs. 46,840 in the Eleventh Plan. Scheme-wise outlay during the two Plans was Rs. 16,195 crore for NRDWP in Tenth Plan and Rs. 40,150 crore in the Eleventh Plan. For TSC, the allocation during Tenth Plan was of the order of Rs. 2,190 crore. This increased to Rs. 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 has 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 Rs. 3,025 crore against an increase of Rs. 3,440 crore during the corresponding period of the Eleventh Plan. The Department has 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 has 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.

Reply of the Government

The recommendation of the Committee has been noted and it is assured that the Ministry will forcefully take up the issue with the Planning Commission for substantially enhanced allocation. Financial requirements to achieve the goals proposed by the Working Group on Rural Domestic Water and Sanitation for the 12th Five Year Plan have been calculated and included in the Report submitted to the Planning Commission. For the first year of the 12th Five Year Plan in 2012-13 the Planning Commission has been requested to provide the allocations recommended in the Working Group Report.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

(Please see Paragraph No. 11 of Chapter I of the Report)

Recommendation (Serial No. 8, Para No. 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 has 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.

Reply of the Government

The Working Group on Rural Domestic Water and Sanitation has submitted its report to the Planning Commission for the 12th Five Year Plan on 30th September, 2011. As suggested, it has recommended that PRIs be given an important role in planning and managing rural water supply schemes. Recommendations have also been made in the Report to expedite implementation of projects.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

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

In case of TSC, this becomes all the more glaring. A Scheme which has an allocation of Rs. 1,200 crore in 2009-10 has an unspent balance of Rs. 1,353 crore or so on 31 December, 2009. In 2010-11, against an

allocation of Rs. 1,580 crore, the unspent balance at the end of December, 2010 was as high as Rs. 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.

Reply of the Government

As mentioned earlier, TSC Guidelines since the year 2007 stipulate specifically *vide* para 9 (e) of guidelines that "All houses constructed for BPL families under Indira Awas Yojana shall invariably be provided with a toilet under this programme". The provisions have been brought to the notice of the State Officials and field functionaries in various review meetings and workshops held to review the status of implementation of TSC. To boost the Ministry's efforts in the direction, a joint letter from concerned Joint Secretaries of Ministry of Drinking Water & Sanitation and Ministry of Rural Development to Principal Secretary/Secretary in charge of RD/Housing/Rural sanitation of all States/UTs has been issued on 18th May, 2011 for dovetailing of funds under Total Sanitation Campaign (TSC) with Indira Awas Yojana (IAY) for availability of sanitation facilities.

The Ministry is following the principles of modified budget and cash management scheme. It may be stated in this regard that this year the States have been released only 25% of their eligibility funds as per the guidelines in a bid to control unspent balance. The second instalment shall be released only to those States, in conformity with the TSC Guidelines, that show better fund utilization pattern.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 12, Para No. 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 Rs. 40,150 crore out of the total Eleventh Plan allocation of Rs. 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 Rs. 7,300 crore, Rs. 8,000 crore and Rs.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 Rs. 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 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.

Reply of the Government

It is submitted that since the inception of the Integrated Management Information System (IMIS) from 1.4.2009, data regarding existence of habitations and the status of rural water supply is being updated on an annual basis by States. Information on new habitations is entered by the States on the IMIS every year since 1.4.2009. Coverage data therefore includes data of these habitations as well as the changing status of existing habitations, both in terms of coverage and quality. This is borne out by the fact that the total number of rural habitations as reported by States on the IMIS has increased from 14,22,664 in 2005 to 16,58,323 as on 1.4.2009 and further to 16,64,186 as on 1.4.2011. Targets are fixed annually keeping this dynamic situation in view, and not depending on the data or the physical targets of 2005.

In the implementation of the NRDWP, increasing focus is being placed on empowering Gram Panchayats for planning, implementing and operating their rural water supply schemes. While the NRDWP guidelines provide for the involvement of Gram Panchayats and Village Water and Sanitation Committees (VWSCs) in rural water supply, it is conceded that actual progress in this regard has been insufficient so far.

In the current year, the Ministry has brought an amendment in the NRDWP guidelines, providing for a Management Devolution Index (MDI) to measure the extent of devolution of funds, functions and functionaries with regard to rural water supply to PRIs. This MDI shall be used to finalize the allocation among States of the "Incentive Fund" of 10% of the NRDWP National allocation. It is envisaged that this measure shall encourage State Governments to devolve management of more water supply schemes to the local self Government institutions, thus resulting in improved efficiency and better delivery.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 14, Para No. 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.

Reply of the Government

The Ministry is constantly strengthening the IMIS which now plays a crucial role in the monitoring of the implementation of the NRDWP. Further, a pilot project on the verification of the IMIS data is being carried out in 3 States *viz.* Odisha, Tamil Nadu and Rajasthan. A detailed independent study/verification of the IMIS data has also been initiated in 2011-12.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 15, Para No. 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 Rs. 147.75 crore has been spent out of the total released amount of Rs. 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 per cent. 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 habitation 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 co-ordinate their efforts in this regard with the Ministry of Panchayati Raj. The Committee would like to be apprised of a definite roadmap for the purpose within three months of presentation of this Report to the Parliament.

Reply of the Government

Under the NRDWP guidelines, Training and Capacity Building activities have now been subsumed under the 5% Support activities funds.

The Ministry has recognized the need of capacity building of the PRIs and the rural communities for achieving the ultimate objective of sustained availability of safe drinking water. Block Resource Centers (BRC), District Water and Sanitation Missions (DWSM), State Water and Sanitation Support Organizations (WSSO) have been constituted to build capacities of the Gram Panchayats and the Village Water and Sanitation Committees (VWSCs), to mobilize communities, educate them, ensure their training and availability of technical support. States have been requested to recruit staff for these on priority bases and take up support activities to GPs and VWSCs. The Ministry has also issued a handbook for Gram Panchayats and VWSCs to enable them to understand the issues related to the Drinking Water Security, the roles and responsibilities of various stakeholders and the available institutional support systems under NRDWP. For creating awareness among rural people on all aspects of rural water supply and to enhance the capacities of the Panchayati Raj Institutions/Local Bodies/VWSCs, NRDWP (Support) fund is being provided for all these activities on a 100% grant basis. An illustrative list of IEC activities and IEC guidelines have also been made available to the States.

Earlier, the training programmes were not very successful, due to inadequate co-ordination between the PHEDs and the training institutions. Under the NRDWP, the training activities have been merged with the WSSO, which is set up in all the States under the State Water and Sanitation Missions.

In order to provide specific training to various stakeholders including PHED engineers PRI, representatives and Master Trainers, 25 National Key Resource Centres have been identified, which include 20 Institutions in drinking water sector and the remaining 5 in rural sanitation sector. An amount of Rs. 302.63 lakh and Rs. 85.57 lakh has been released during 2010-11 and in 2011-12 to the KRCs for conducting trainings, workshops etc. So far in 2011-12, 22 training programmes have been conducted by KRCs apart from conducting one Training Needs Assessment Workshop, 4 National/regional workshops and 5 State level workshops.

As a part of the framework for the implementation of the rural drinking water programme, the Ministry is facilitating Training Needs Assessment by the State Govts. and implementation of identified training programmes at all levels is being monitored, to ensure adequate capacity building. States have also targeted to train 10,371 VWSC members in 2011-12 as part of their Annual Action Plan.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 16, Para No. 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 Rs. 50 lakh, Rs. 50 lakh and Rs. 100 lakh respectively, the Department have utilized sums of Rs. 30 lakh, Rs. 50 lakh and Rs. 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.

Reply of the Government

The funds allocated for R&D activities are not negligible. Besides Rs 1.00 crore provided specifically under the Budget Head for R&D activities, 5% of the funds provided to State Government under NRDWP have been earmarked for support activities which *inter-alia* include R&D. IITs, CSIR institutions and other reputed Technical institutions have been requested to send their R&D proposals in R&D, Water and Sanitation sector. So far, 143 R&D projects have been sanctioned, out of which 127 have been completed. To consider R&D proposals and provide guidance, the Ministry has constituted a Research & Development Advisory Committee (R&DAC). Presently, 16 R&D projects are ongoing. In all, 5 R&D proposals were approved by the R&DAC on 16.06.2010 and funds were released to all of them, subsequently 7 new R&D proposals have been approved by the R&DAC on 30.05.2011. Specific priority areas for research have been identified and the Ministry has once again requested all IITs/NITs/CSIR labs to send R&D proposals as per the priority areas identified.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 19, Para No. 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.

Reply of the Government

A project for water supply to the Kuttanad region of Kerala was received from the Government of Kerala. The project was for bilateral funding (JICA). Certain clarifications had been sought from the State Government, which have been received. The State is also to submit the project with latest SOR Rates. Upon receipt of the revised project, it shall be processed on priority for forwarding to the Department of Economic Affairs, Ministry of Finance, for consideration for posing to JICA for funding.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 20, Para No. 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,

Odisha, 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 Rs. 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.

Reply of the Government

The observations of the Committee have been duly considered. Approval of Cabinet has recently been accorded for revision of NRDWP guidelines to provide a dedicated 3% NRDWP-Support fund on 100% central assistance basis to States for water quality monitoring and surveillance, which *inter-alia* includes setting up new and operating of district/sub-district water quality testing laboratories, upgradation of

the existing labs, providing chemicals and consumables to labs, hiring of trained manpower for the laboratories, providing field test kits/ refills to GPs etc.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 21, Para No. 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 Rs. 100 crore was provided for the Scheme in 2008-09. Another sum of Rs. 100 crore was provided for the Scheme in the next fiscal with a view to cover another 50,000 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, Bhubaneshwar; 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, Bhubaneshwar 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.

Reply of the Government

The Ministry has informed the State Governments about the simple and green technology of terafil filtration and suggested that they adopt it for removal of turbidity, iron and bacteriological contamination. As per the guidelines of Jalmani Programme the unit cost of standalone water purification systems can go up to Rs. 40,000/- but the overall average unit cost should not exceed Rs. 20,000/-.

The State Governments have already been informed about treatment systems like terafil filtration and ultra-filtration which do not require electric power for running the system. This was also highlighted in the recent National Workshop held on Drinking Water Quality on 15-16 November, 2011.

The Ministry has got conducted a third party independent evaluation on the performance of Jalmani Programme and the deficiencies found as per the evaluation have already been informed

to all State Governments with a request to rectify them and implement the programme effectively so that school children get safe drinking water within the school premises.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

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

Recommendation (Serial No. 24, Para No. 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.

Reply of the Government

The approval of Cabinet Committee on Economic Affairs (CCEA) has since been obtained for revision of incentive for Individual household latrines for BPL households. The increased incentive from Rs. 2200 to Rs. 3200 (Rs. 3700 for Hilly and Difficult Areas) has since been made effective from 1st June 2011. All States/UTs have accordingly been intimated and their project outlay revised.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 25, Para No. 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 Rs. 116 odd crore on 1 April, 2010, they are expected by the Department to at the most match the expenditure of last year *viz.*, Rs. 137 crore or so. A sum of almost Rs. 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.

Reply of the Government

The Ministry has given special priority to North Eastern region and has taken the following effective measures to ensure greater utilization of funds and accelerate sanitation coverage in rural areas of North Eastern Region.

1. Higher incentive for Individual Household toilets for BPL households.
2. Higher financial assistance for institutional toilets *viz.* school and anganwadi toilets.
3. Release of practitioner Manual on Eco-sanitation on 26.09.2011.
4. 10% allocation of the funds essentially for STs.

The Ministry of Development of North Eastern Region is being informed of the developments taking place and issues of relevance from time to time.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 26, Para No. 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 Rs. 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.

Reply of the Government

The survey made by the Ministry through M/s Centre for Media Studies was for the Gram Panchayats awarded Nirmal Gram Puraskar during the years 2005 to 2008 wherein the complete award money was given to the awarded Panchayats in one instalment. The Ministry has since evolved a mechanism to ensure sustainability of NGP awarded GPs through revised Nirmal Gram Puraskar Guidelines-2010. Guidelines include release of prize money in two equal instalments. The first instalment will be released immediately after GPs are selected for the award. The second instalment will be released on the sustainability of Nirmal status and Open Defecation Free (ODF) environment by the GP. For this purpose, random checks will be carried out by the State after 6 months in all the awarded GPs. If NGP and ODF status is found continuing, second instalment will also be released. Otherwise, State will take necessary measures to revive the NGP Status of awardee and till such time, the awardee regains the state of sustainability of NGP, further award money will not be released. NGP award may be withdrawn from all persistent defaulters.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 27, Para No. 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 has 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.

Reply of the Government

The agency has since submitted its final report to the Ministry. The same has already been posted on the website for better dissemination and corrective measures by the concerned States.

The study covered 12 States of **Kerala, West Bengal, Tripura, Haryana, Maharashtra, Uttar Pradesh, Himachal Pradesh, Andhra Pradesh, Rajasthan, Bihar, Chhattisgarh & Karnataka**. 664 NGP awarded GPs from 56 districts of the 12 States were surveyed with a sample of 15 households in each GP over a period of approximately 4 months. The expenditure incurred on the study is to the tune of Rs. 28 lakhs.

The analysis of the report reveals the following main findings:—

- Overall, around 81% of the total sample NGP-GP households reported access to any type of latrine.
- 19.1% of the total sample NGP-GP-households reported lack of access to any latrine. The worst performance was from Bihar where only 48% households reportedly had access to sanitation facilities in NGP villages at the time of survey. Kerala had the best results with still reportedly maintaining 100% sanitation coverage.
- Overall, 91% of schools and 71% of anganwadis had sanitation facilities
- 67% of surveyed households reported all members using the latrine regularly
- Reason for not using toilet was related to poor quality installations.

The complete report has already been posted on the website for better dissemination and corrective measures by the concerned States. Apart from the above, the findings of the report were also presented before all the State Secretaries repeatedly in various meetings to emphasis quick corrective actions to be taken by the respective States to restore the Nirmal Status of slipped back GPs. Specific letters have also been issued to all concerned to take corrective measures enclosing the gist of findings.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

CHAPTER III

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

-NIL-

CHAPTER IV

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

Recommendation (Serial No. 9, Para No. 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 Rs. 5,363.16 crore was lying as unspent balance in NRDWP and a sum of Rs. 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 installment 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 Rs. 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 installment of subsequent year. They further note that during 2010-11, an amount of Rs. 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 Rs.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.

Reply of the Government

The Ministry monitors the financial expenditure on the NRDWP and TSC through the Integrated Management Information System (IMIS). Care is taken to ensure that the release of funds to the States is done only after they have utilized 60% of the funds available with them. Regular review meetings are being held, letters sent and visits made to lagging States to ensure that States utilize funds expeditiously and reduce the unspent balances.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

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

Recommendation (Serial No. 13, Para No. 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, recommends 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.

Reply of the Government

Under the NRDWP, in addition to earmarking 10% of the National allocation for the North-eastern States, the matching State share has also been brought down to 10%, as compared to 50% of Central allocation for other States. This amendment has smoothed the flow of Central funds to the NE States, as well as making it easier for the States to utilize these allocated resources. The Ministry is regularly monitoring the funds utilization and physical achievements under NRDWP, so as to optimize them. The Ministry shall coordinate with DoNER in complementing each others programme.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

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

Recommendation (Serial No. 22, Para No. 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 has 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.

Reply of the Government

The Working Group constituted by the Planning Commission reviewed the entire scenario and has made its detailed recommendations in the report submitted to the Planning Commission.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Comments of the Committee

(Please *see* Paragraph No. 23 of Chapter I of the Report)

CHAPTER V

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

Recommendation (Serial No. 11, Para No. 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.

Reply of the Government

As desired by the Committee, a renewed effort has been made to collect the information again by taking up the matter with the respective districts/UTs.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 17, Para No. 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.

Reply of the Government

In order to provide safe drinking water to the people, it is necessary to standardize all laboratories at various levels so that they become capable of analyzing the quality parameters correctly and consistently. For this purpose, the Ministry has constituted an Expert Team headed by the Director, National Environmental Engineering Research Institute, Nagpur for formulation of Uniform Drinking Water Quality Monitoring Protocol. This protocol will then be discussed with the State Governments and then forwarded to the Water Quality Assessment Authority constituted by the Ministry of Environment and Forests under the Environment (Protection) Act, 1981, that is empowered to lay down standards on water quality in the country. The WQAA has also been requested to consult all concerned, including MoDWS & MoUD on the issue of mandating drinking water quality standards in a phased manner keeping in view the financial and human resources implications.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 18, Para No. 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.

Reply of the Government

The Ministry has noted the observation of the Committee and has requested BARC to speed up the testing of uranium in drinking water sources in all affected districts of Punjab State and submit their Report.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

Recommendation (Serial No. 23, Para No. 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.

Reply of the Government

The suggestion of the Committee is noted, however, it may also be brought to the notice that Programme Evaluation Office (PEO) of Planning Commission is already in the process of evaluating TSC. As per the last status intimated during the month of April, 2011, the survey has since been completed. Data entry work is in progress in PEO. The Committee would be apprised of the finding after receiving the report from Planning Commission.

[O.M. No. H.11011/05/2011-DWS(Coordn.) dated 19 December, 2011,
Ministry of Drinking Water and Sanitation]

NEW DELHI;
21 March, 2012
1 Chaitra, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

APPENDIX I

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

EXTRACTS OF THE MINUTES OF THE FIFTEENTH SITTING OF
THE COMMITTEE HELD ON MONDAY, THE 22 FEBRUARY, 2012

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room
No. 'E', Basement, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan—*Chairperson*

MEMBERS

Lok Sabha

2. Shri Gajanan D. Babar
3. Shri Maheshwar Hazari
4. Shri P. Kumar
5. Dr. Ratna De (Nag)
6. Shri A. Venkatarami Reddy

Rajya Sabha

7. Shri Mani Shankar Aiyar
8. Shri Hussain Dalwai
9. Shri P. Rajeeve
10. Shri Mohan Singh
11. Smt. Maya Singh
12. Miss Anusuiya Uikey

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Shri A.K. Shah — *Additional Director*
3. Shri Raju Srivastava — *Deputy Secretary*

2. At the outset, the Chairperson welcomed the members of the
Committee to the sitting convened to discuss *** consideration and

adoption of draft Action Taken Reports on action taken by the Government on recommendations of the Committee on Demands for Grants (2011-12) in respect of Ministry of Drinking Water & Sanitation, ***.

3. *** *** ***

4. Thereafter, the Committee considered draft Action Taken Reports on action taken by the Government on recommendations contained in 19th, ***, and *** reports of the Committee on Demands for Grants (2011-12) of the Ministry of Drinking Water & Sanitation, *** and *** respectively. After detailed discussion, the Committee adopted draft Reports without any modifications. The Committee also authorized the Chairperson to finalize the Reports and present the same to Parliament.

The Committee then adjourned.

***Relevant portion of the Minutes not related with the subject have been kept separately

APPENDIX II

[Vide Introduction of Report]

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

I. Total number of recommendations:	27
II. Recommendations that have been accepted by the Government: Serial Nos.: 1, 2, 3, 4, 5, 6, 7, 8, 10, 12, 14, 15, 16, 19, 20, 21, 24, 25, 26 and 27	
Total:	20
Percentage:	74.07%
III. Recommendations which the Committee do not desire to pursue in view of the Government's replies:	
Total:	0
Percentage:	0%
IV. Recommendations in respect of which replies of the Government have not been accepted by the Committee: Serial Nos: 9, 13 and 22	
Total:	03
Percentage:	11.12%
V. Recommendations in respect of which final replies of the Government are still awaited: Serial Nos. 11, 17, 18 and 23	
Total:	04
Percentage:	14.81%