

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2011-2012)

27

FIFTEENTH LOK SABHA

MINISTRY OF DRINKING WATER & SANITATION

**Demands for Grants
(2012-13)**

TWENTY-SEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

TWENTY-SEVENTH REPORT

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(2011-2012)
(FIFTEENTH LOK SABHA)**

MINISTRY OF DRINKING WATER & SANITATION

**Demands for Grants
(2012-13)**

Presented to Lok Sabha on 02.05.2012

Laid in Rajya Sabha on 02.05.2012



**LOK SABHA SECRETARIAT
NEW DELHI**

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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
3. Shri Sandeep Dikshit
4. Shri Manikrao Hodlya Gavit
5. Shri Maheshwar Hazari
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18. Shri Kodikunnil Suresh
19. Shri Narendra Singh Tomar
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21. Smt. Vijaya Shanthi M**

RAJYA SABHA

22. Shri Mani Shankar Aiyar
23. Vacant#
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. Vacant#
31. Shri D. Bandyopadhyay\$

SECRETARIAT

- | | | |
|-------------------------|---|---------------------|
| 1. Shri Brahm Dutt | - | Joint Secretary |
| 2. Smt. Veena Sharma | - | Director |
| 3. Shri Raju Srivastava | - | Additional Director |
| 4. Shri Satish Kumar | - | Committee Assistant |

* 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.

Shri Ganga Charan and Miss Anusuiya Uikey ceased to be a members of the Committee w.e.f. 02.04.2012 consequent upon their retirement from Rajya Sabha

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

\$ Nominated to the Committee w.e.f. 18.04.2012 *vice* Dr. (Smt.) Kapila Vatsyayan.

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2011-2012) having been authorized by the Committee to submit the Report on their behalf, present the Twenty-seventh Report on Demands for Grants (2012-13) of the Ministry of Drinking Water & Sanitation.

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

3. The Committee took evidence of the representatives of the Ministry of Drinking Water & Sanitation on 26 March, 2012.

4. The Report was considered and adopted by the Committee at their sitting held on 18 April, 2012.

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

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

NEW DELHI;
25 April, 2012
5 Vaisakha, 1934 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee on Rural Development

ABBREVIATIONS

AAP	:	Annual Action Plan
APL	:	Above Poverty Line
ARWSP	:	Accelerated Rural Water Supply Programme.
BP	:	Block Panchayat
BPL	:	Below Poverty Line
BRC	:	Block Recourse Center
CCDU	:	Communication & Capacity Development Unit
CCDU	:	Communication and Capacity Development Unit
CGWB	:	Central Ground Water Board
CISR	:	Council for Scientific and Industrial Research
CRSP	:	Central Rural Sanitation Programme
DDP	:	Desert Development Programme
DDWS	:	Department of Drinking Water & Sanitation
DPAP	:	Drought Prone Areas Programme
DRDA	:	District Rural Development Agency
DWSM	:	District Water and Sanitation Mission
DWSM	:	District Water & Sanitation Management
FTK	:	Field Test Kits
GP	:	Gram Panchayat
GSDA	:	Groundwater Surveys and Development Agency
HADP	:	Hill Areas Development Programme
HGM	:	Hydro-geomorphological Maps
HRD	:	Human Resource Development
IAP	:	Integrated Action Plan
IEC	:	Information Education & Communication
IHHL	:	Individual Household Latrine
IMIS	:	Integrated Management Information System
IWMP	:	Integrated Watershed Management Programme
M & E	:	Monitoring and Evaluation
MNREGA	:	Mahatma Gandhi National Rural Employment Generation Scheme
MPR	:	Monthly Progress Report
NEERI	:	National Environment Engineering Research Institute
NGO	:	Non-Government Organization
NGP	:	Nirmal Gram Puraskar
NIC	:	National Informatics Centers
NKRM	:	National Key Resource Maps
NRDWP	:	National Rural Drinking Water Programme
NRDWP	:	National Rural Drinking Water Programme.

NRDWQM & SP	:	National Rural Drinking Water Quality Monitoring and Surveillance Programme.
NRSC	:	National Remote Sensing Centre
O & M	:	Operation & Maintenance
PHED	:	Public Health Engineering Department
PRI	:	Panchayati Raj Institution
R & D	:	Research & Development
R & DAC	:	Research & Development Advisory Committee
RGNDWM	:	Rajiv Gandhi National Drinking Water Mission
SCSP	:	Scheduled Caste Sub-Plan
SWSM	:	State Water & Sanitation Mission
TNAW	:	Training Needs Assessment Workshop
TSC	:	Total Sanitation Campaign
TSP	:	Tribal Sub Plan
UNICEF	:	United Nations International Children Emergency Fund
WQM & S	:	Water Quality Monitoring and Surveillance
WSP	:	Water & Sanitation Programme
WSP	:	Water & Sanitation Programme
WSSO	:	Water and Sanitation Support Organisation
ZP	:	Zila Panchayats/Parishads

REPORT
PART I
NARRATION ANALYSIS

I. Introductory

Provision of safe drinking water is one of the basic necessities of life. Rural drinking water supply is a State subject and it has been included in the Eleventh Schedule of the Constitution among the subjects that may be entrusted to Panchayats by the States.

1.2 The Central Government since 1972–73, began supplementing the efforts of the State Governments through the centrally sponsored Accelerated Rural Water Supply Programme (ARWSP). To accelerate the pace of coverage, a Technology Mission on Drinking Water was launched in 1986. In 1991-92, this Mission was renamed Rajiv Gandhi National Drinking Water Mission and in 1999, the Department of Drinking Water Supply was formed under Ministry of Rural Development for focused attention on drinking water and sanitation. This was subsequently renamed as the Department of Drinking Water & Sanitation in 2010. Subsequently, on 13 July, 2011, the Ministry of Drinking Water and Sanitation was created and notified by the Government as a separate Ministry. The Ministry of Drinking Water and Sanitation is the nodal Ministry for the overall policy, planning, funding and coordination of the flagship programmes of the Government for rural drinking water viz. the National Rural Drinking Water Programme and for rural sanitation, the Total Sanitation Campaign in the country. There are three programmes Divisions namely Water, Water Quality and Sanitation to carry out the functions of the Ministry.

1.3 A Nirmal Bharat is the dream of a clean and healthy nation that thrives and contributes to the well-being of the people. A clean hygienic environment is possible when there is access to both safe drinking water and sanitation and the population is attuned to using it. The Ministry of Drinking Water & Sanitation have informed that as per information furnished by the States, 72 % of the total rural habitations are fully covered with safe drinking water. The rest are either partially covered or have drinking water sources which are chemically contaminated. Through the Total Sanitation Campaign, 607 rural Districts are being covered. Efforts over the last decade have given effect, with sanitation facilities increasing by 6.6 % on an average annually. The Nirmal Gram Puraskar instituted in 2003 has given further boost to the programme of rural sanitation.

1.4 Since the First Five Year Plan (1951-1956), the Union Government alongwith the State Governments have spent Rs 1,55,000 crore on rural drinking water. In the 11th Five Year Plan, it was *inter-alia* stated that major issues which need tackling during this period are the problem of sustainability, water availability and supply, poor water quality, centralized vs. decentralized approaches and financing of O & M cost while ensuring equity in regard to gender, socially and economically weaker sections of the society, school children, socially vulnerable groups such as SC, ST, Minorities and people residing in Left Wing Extremism affected Districts etc.

1.5 In the 12th Five Year Plan, the focus of the Ministry would be on the provision of piped water supply in rural areas to reduce the burden of fetching water by women and children. While India has achieved its Millennium Development Goals (MDG) for drinking water supply, efforts shall continue to achieve universal coverage and access to adequate and potable drinking water with piped water supply to reduce the negative impact of non-potable water on health.

II. Responsibilities/functions of the Ministry

1.6 The following are the functions of the Ministry of Drinking Water & Sanitation:

- Ensure all households have access to and use of safe drinking water and sanitation facilities.
- Ensure communities monitor and keep surveillance on their drinking water sources;
- Ensure all government schools and anganwadis have functional toilets, urinals and access to safe drinking water;
- Provide an enabling environment and support to Panchayat Raj Institutions and local communities to manage their own drinking water sources and systems and sanitation in their villages;
- Provide access to information through online reporting mechanism with information placed in public domain to bring in transparency and informed decision making;
- Planning, implementation and monitoring of centrally sponsored programmes and schemes for safe drinking water and sanitation in rural areas;
- Support R&D initiatives, IEC and HRD activities for all stakeholders in drinking water and sanitation sector;
- Building partnerships and synergizing efforts with other sector partners, organizations, UN and bilateral agencies, NGOs, R&D institutions and civil society
- Assist States in resource mobilization from multilateral and bilateral agencies through Government of India;

- Technical support to States through seminars, interactions, documentation of best practices and innovations;
- Provide inputs to other Departments/ Ministries for formulation of policies impacting water and sanitation issues;
- Recognizing and awarding panchayats and organizations for excellent work in rural sanitation.

III. Overall Analysis

1.7 Demand No. 84 which relates to the Ministry of Drinking Water & Sanitation was laid in the Lok Sabha on 26 March, 2012. The Demand provides for implementation of two Centrally sponsored schemes viz. National Rural Drinking Water Programme (NRDWP) for providing safe drinking water and Total Sanitation Campaign (TSC) for providing improved sanitation facilities in the rural areas of the Country.

A. Head-wise allocation

1.8 Under Demand No. 84, the Ministry of Drinking Water & Sanitation have been allocated Rs. 14,005.24 crore for the fiscal year 2012-13 which includes Rs. 14,000 crore for Plan component and 5.24 crore for Non-Plan component. The outlay allocated for the year 2012-13 is 27.25% higher than the Budget Estimates and 40% higher than the Revised Estimates of previous financial year (2011-12).

1.9 The details of the Plan and Non-Plan allocation during the last three years are given below:-

(Rs. in crore)										
	2009-10			2010-11			2011-12			2012-13
	BE	RE	Actual	BE	RE	Actual	BE	RE	^Actual	BE
Plan	9200.00	9200.00	9089.73	10580.00	10580	10565.09	11000	10000	8595.42	14000
Non-Plan	2.84	4.27	4.27	3.78	4.94	4.52	5.24	5.24	4.71	5.24
Total	9202.84	9204.27	9193.99	10583.78	10584.94	10569.61	11005.24	10005.24	8600.13	14005.24

^ As on 29.02.2012

1.10 It can be seen from the above data that actual expenditure as on 29 February, 2012 was Rs. 8595.42 crore only. When asked about the reasons for decrease in the Plan allocation at Revised Estimates stage for the fiscal year 2011-12 as compared to BE of Rs. 11000 crore, the Ministry stated that

they had proposed retention of allocation of Rs.11,000 crore for NRDWP and TSC in RE 2011-12. However, considering the availability of resources, priority of programmes/schemes for implementation etc. the Ministry of Finance reduced the provision for the Ministry to Rs.10,000 crore in RE 2011-12.

1.11 On being asked about the steps taken by the Ministry to keep schemes/programmes unaffected due to reduction in allocation at RE stage during the fiscal year 2011-12, the Ministry submitted that they have held one-to-one discussions with the State Government in which States have been informed of the reduction in their allocations for 2011-12. They have been asked to rework their Annual Action Plans for the current year so that the projects being implemented by them are prioritized taking into account the fund availability. Projects that are not nearing completion may spill over to the next year for completion.

1.12 When asked about the broad areas which will be covered during the financial year 2012-13 with the enhanced allocation, the Ministry informed scheme-wise increase and percentage increase over the previous years:-

(Rs. in crore)

	Scheme	2011-12		2012-13		
		BE	RE	BE	% increase over BE	% increase over RE
Plan	NRDWP	9350	8500	10500	12.3	23.52
	TSC	1650	1500	3500	112.12	133.33
Non Plan	-	5.24	5.24	5.24	0	0
Total		11005.24	10005.24	14005.24	27.26	40"

1.13 When the Committee desired to know whether the enhanced allocation was sufficient to meet the requirements of the Ministry during the fiscal year 2012-13, the Ministry in a written reply stated that the targets of habitations to be covered and of piped water supply schemes under NRDWP and project objectives under TSC will be increased corresponding to the increased allocation available for rural water supply and sanitation.

B. Outlay and expenditure

1.14 Plan allocation during the 10th and 11th Five Year Plans by the Planning Commission vis-à-vis funds demanded by the Ministry of Drinking Water & Sanitation and the actual expenditure incurred thereon are as under:

(Rs. in crore)

Five Year Plan (FYP)	Proposed to Planning Commission	Funds Allocated by Planning Commission	Expenditure made by the Ministry	Expenditure in percentage
10 th FYP	24,411	19,015	18,354.42	99.94 %
11 th FYP*	58,139.01	46,690	44,281.43	96.81 %
12 th FYP	1,66,686	-	-	-

* Expenditure as on 29.02.2012

1.15 It is noted that there has been big gap during 10th and 11th Five Year Plans between proposed outlay proposed by the Ministry of Drinking Water & Sanitation and the funds allocated by the Planning Commission. When asked about as to how the reduction in proposed outlay by the Planning Commission has affected in achieving its targets of the Ministry during 10th and 11th Five Year Plans, the Ministry submitted as under:-

"The reduction in proposed outlay by the Planning Commission in the 10th FYP is about 22%. Over the entire 11th Plan, the reduction is to the tune of 19.69%. This has an impact on the achievement of higher coverage, especially of water quality affected habitations under NRDWP and project objectives under TSC."

1.16 The Committee desired to know about the amount proposed by the Ministry and amount allocated by the Planning Commission for the 12th Five Year Plan, the Ministry in a written note submitted as under:

"The amount proposed by the Ministry to the Planning Commission for the 12th Five Year plan is Rs 1,66,686 cr.(Rs. 1,22,570 cr. for NRDWP and Rs. 44,116 cr. for TSC). The amount allocated for both the programmes for the 12th Five Year Plan has not yet been intimated by the Planning Commission."

C. Preparation for Twelfth Five Year Plan

1.17 The Ministry of Drinking Water & Sanitation have informed that an advance planning for 12th Plan (2012-17) and beyond for the rural drinking water sector in the country has been prepared. This period covers the next two plan periods i.e. the 12th and 13th Five Year Plans. The plan looks at the long term perspective and is a guide to policy makers. The Strategic Plan is the basis for advance planning for preparing the 12th Five Year Plan.

1.18 The Working Group on Rural Domestic Water and Sanitation constituted by the Planning Commission held extensive deliberations and has submitted its report to the Planning Commission in September, 2011. The Report contains an appraisal of the performance of the schemes in the 11th Five

Year Plan and has identified issues and suggested strategies and allocations that may be considered in the 12th Five Year Plan.

1.19 When the Committee desired to know that whether the Ministry has worked out specific modalities to address the challenges for providing safe drinking water and eliminating open defecation in rural areas of the country during 12th Five Year Plan, the Ministry informed that taking action on the areas of focus during the 12th Plan will enable more effective delivery of safe drinking water and eliminating open defecation in an inclusive manner in all parts of the country.

1.20 Keeping in view the fact that 740 million people resides in rural areas of the country, the Committee desired to know from the Ministry that whether the objectives of safe and quality drinking water and 100 % defecation-free environment can be achieved if the total expenditure of the Ministry in 2011-12 is a meagre 0.11 % of the GDP, the Ministry in a note stated:

"In the 12th Five Year Plan, special emphasis is being placed on coverage of water quality affected areas and on piped water supply. To achieve this, the Ministry has placed a requirement of Rs. 1,22,570 crore for rural domestic water before the Planning Commission for the 12th Five Year Plan. This represents an increase of 312 % over the allocation for the 11th FYP. The programme has been allocated Rs. 10,500 crore for 2012-13 an increase of 23.5 % over the BE 2011-12 and 40 % over the RE 2011-12. Over a period of time, increased investment will help in achieving the objective of safe and quality drinking water supply for all.

The Ministry based on the recommendations of the Working Group has proposed an increased allocation of Rs. 44116 crore for rural sanitation for the 12th Plan period, i.e. an increase of 675 % over the actual allocation received during the 11th Plan period. The Ministry has already received an allocation of Rs. 3500 crore as BE for TSC for the year 2012-13. With the progressive increase in allocation being received by the Ministry, the objective of open defecation-free environment can be achieved over a period of time."

1.21 Elaborating the issue further, the Secretary, Ministry of Drinking Water & Sanitation stated during evidence as under:-

"Similarly, another important recommendation was for community saturation. Hitherto, the incentive was given to BPL. It was left to the APL to do it on their own with or without support from the banks or from self-help groups or even cooperative banks. But the recommendation of the working group is to look at community outcomes because just by doing a straggling of toilets you are not going to achieve safe environment. So it is important that all households in a gram panchayat have to be covered. So there is some thought as to how to rope in the entire community and bring out better community outcomes as far as the sanitation is concerned. This is another step we would like to take in our work towards the 12th Five Year Plan."

1.22 On being asked about the broad projects of drinking water and sanitation that were conceived for the 12th Plan, the Ministry in a written reply submitted as under:

"Planning for rural water supply projects is done by the State Governments. However the experience up to the end of the Eleventh plan has led to greater focus on the following issues for the 12th plan period in rural water sector.

- *Focus on piped water supply rather than on Handpumps.*
- *Enhancement of service levels for rural water supply from the norm of 40 lpcd to 55 lpcd for designing of systems.*
- *Greater thrust on coverage of water quality affected habitations.*
- *Prioritization of States which are lagging in terms of coverage with piped-water supply.*
- *Focus on States with IAP Districts.*
- *Additional resources for operation and management of schemes.*
- *Conjoint approach between rural water supply and rural sanitation so as to achieve saturation of habitations with both these services.*

In the rural sanitation sector, the thrust is to complete the 607 District projects already under implementation in the 12th Plan with the revised approach recommended by the Working Group of the Planning Commission on rural drinking water and sanitation which suggests creation of Nirmal Grams by covering whole Gram Panchayats through provisioning of Individual Household Latrines (IHHL) for every household.

The Working Group has made the following major recommendations to address the challenges for eliminating open defecation and ensuring clean environment through Solid Liquid Waste Management in a project mode in rural areas of the country during the 12th Five Year Plan.

Community Saturation approach:

A saturation approach should be undertaken with creation of Nirmal Grams by covering whole Gram Panchayats (GPs) through provisioning of Individual Household Latrines for every household (BPL+APL).

Institutional & environmental sanitation should be ensured for community outcomes especially in sectors of health including reduction of malnutrition and disease burden, education and women's empowerment.

Conjoint planning & execution of Sanitation & Water schemes

Priority in toilet construction should be given in areas of whole functional Piped Water Supply Systems (PWSS) in GPs and vice versa to take water supply to areas of good sanitation coverage.

Incentives to be more realistic:

The current incentive amount should be made more realistic so that toilets constructed are technically sound and sustainable. Moreover, for community outcomes, funding should not be restricted to only BPLs but made available to the entire community.

Capacity Building:

Local wage earners/SHGs must be trained in trades such as masonry work, brick-making, toilet pan making and plumbing under TSC/National Rural Livelihood Mission

(NRLM). 'Nirmiti Kendras' may be set up for development and manufacture of cost effective construction materials. Capacity building of all stakeholders including Panchayati Raj Institutions shall be given a thrust. The existing Production Centres and Rural Sanitary Marts may also be considered in this regard to work on a business model.

State Resource Centres and Regional / District Resource Centres should be identified for conducting training. NGOs/CBOs of repute should be engaged.

Prioritizing Solid and Liquid Waste Management:

Solid Liquid Waste Management should be prioritized by developing a clear roster of options and adequate funding. Capacity building of PRI representatives and other stake holders on SLWM needs to be prioritized."

IV. Scheme-wise analysis

1.23 The Ministry of Drinking Water & Sanitation administer two centrally sponsored schemes viz. National Rural Drinking Water Programme (NRDWP) for providing safe drinking water and Total Sanitation Campaign (TSC) for providing improved sanitation facilities in the rural areas of the country. The scheme-wise allocation during the fiscal year 2012-13 are as under :-

(Rs. in Crore)

Scheme	2012-13 (BE)
NRDWP	10500
TSC	3500

A. National Rural Drinking Water Programme (NRDWP)

1.24 The National Rural Drinking Water Programme (NRDWP) is a Centrally sponsored scheme aimed at providing adequate and safe drinking water to the rural population of the country. The NRDWP is the vehicle through which the rural water supply component of Bharat Nirman is implemented. Focus has been placed on the provision of adequate resources to the sector and for creating an enabling environment for the development of infrastructure and capacities for the successful operation of water supply schemes.

1.25 The Ministry in a note informed that since the First Five Year Plan, Government of India and State Governments have till December, 2011, spent more than Rs. 1,55,000 crore on rural drinking water and it is certain that investment in rural water supply will increase even more. Plan-wise allocation of funds by Central and State Governments for Rural Water Supply is shown below:-

(Rs. in crore)

Five Year Plan Period	Central Fund	State Fund
First (1951-56)	0.00	3.00
Second (1956-61)	0.00	30.00
Third (1961-66)	0.00	48.00
Fourth(1969-74)	34.10	208.00
Fifth (1974-79)	157.17	348.00
Sixth (1980-85)	895.38	1530.17
Seventh (1985-90)	1905.64	2471.53
Eighth (1992-97)	4139.74	5084.44
Ninth (1997-2002)	8454.57	10773.11
Tenth (2002-07)	16254.42	15102.42
Eleventh (2007-12)	39490.00	49000.00

1.26 On being pointed out by the Committee that inspite of huge spending by the Union Government and the States, there are continuing problems of 'quality and quantity' drinking water alongwith poor operations and maintenance in the rural areas of the country, the Ministry stated as under :-

"Increase in population and habitations, competing demands on water resources by various sectors like agriculture and industry, contamination of water sources both from industrial effluents, agricultural pesticides as well as untreated sewage are the significant challenges that the drinking water supply sector faces. Geogenic contamination of water is a serious problem. On the other hand, bacteriological contamination affecting surface water sources and shallow ground water sources also has a huge impact on public health especially that of infants and children. This has to be tackled by ensuring proper treatment for chemical and bacteriological contaminations through the supply of piped water. Piped water supply systems cost more to operate and maintain. This has to be recognized and a higher proportion of annual NRDWP allocation has to be provided for O&M of water supply schemes."

1.27 On being asked about the overall achievements during the 11th Plan on the issues of sustainability in water availability, water quality, decentralized management of O & M by Panchayati Raj Institutions, the Ministry in a note replied as under:-

"20% of NRDWP funds are available for ensuring sustainability of drinking water sources. According to available figures on the IMIS 35,273 sustainability structures viz. check dams, percolation tanks, dug wells, injection wells, traditional water bodies and roof top harvesting structures have been constructed by States with NRDWP Sustainability funds between 2009-10 and 2011-12. In addition, significant resources are available for water conservation activities under MNREGS and other schemes like the Integrated Watershed development programme and Forestry schemes. This has had a good impact on overall sustainability. The latest Groundwater development survey 2009 of the CGWB has re-categorised blocks in the country. The number of over-exploited blocks has reduced from 839 in 2004 to 802 in 2009. The reduction of such blocks is mostly in Andhra Pradesh, Gujarat etc. However a lot more needs to be done in this regard."

In the 11th FYP period a total of 1,16,115 quality affected habitations have been covered as of 19.3.2012 with supply of safe drinking water. Supply of drinking water of potable quality is a major challenge in some parts of the country. Now, greater focus is being placed on safe water supply through piped water schemes for these poor water quality affected habitations.

To ensure sustainable operation of drinking water supply schemes, involvement of the PRIs in Operation and Management is essential. Under the NRDWP, States are encouraged to involve the PRIs in the planning, implementation, and most importantly O&M of rural water supply schemes. A weightage of 10% of NRDWP allocation is provided for States that hand over the management of schemes to the PRIs as an Incentive. In October 2011, the Government of India amended the NRDWP guidelines and approved a Management Devolution Index(MDI)that measures the extent of devolution of functions, funds and functionaries by different States to calculate the allocation of the 10% Incentive Fund. In 2011-2012, Rs 850 crore has been allocated to States as Incentive Fund for devolution of management to PRIs."

1.28 On being asked by the Committee that in the ground it appeared that coverage of safe drinking water is much less and enquired whether any assessment study to verify the claim that 74.88 % habitations are fully covered with provision of safe and adequate drinking water supply, the Ministry informed that the claim of 74.88 % habitations fully covered is as per the information provided by States on the IMIS. To verify the figures on the IMIS, the Ministry had commissioned a pilot study on verification of the coverage status of habitations. The final report is expected shortly. The Ministry have also launched an evaluation study of the IMIS including the data entered on it. It is expected that the findings of the Study will be available by the end of the financial year 2012-13.

1.29 Further, on the issue of Long Term Strategic Plan (2011-22) for ensuring drinking water security to all rural households, which cover 90 % of households with piped water and at least 80 % of households with tap connections, the Ministry stated that after extensive consultation across the country with stakeholders, including engineers, PRIs, scientists and NGOs in the year 2010-2011, it was concluded that the country has to move towards piped water supply to ensure both adequate quantity and potable quality of water. This would reduce the burden of fetching water by women and girls, improve productivity, enable better attendance in school and spare more time to study and reduce contamination risks. This has been included as a goal in the Strategic Plan of the rural water supply sector.

1.30 When the Committee asked about the time the Ministry proposes to provide all the household with piped water supply in rural areas to reduce the burden of fetching water by women and children as enumerated in 12th Five Year Plan, the Ministry informed that the Strategic Plan for the Ministry aims at providing at least 55 % of rural households with piped water supply by 2017 and at least 90 % of rural households by 2022.

1.31 As there is still a notion that country is far away from ensuring supply of safe, sustainable drinking water in the rural areas of the country, the Ministry informed that the Reports including those by UN organizations show that India has achieved and is continuously achieving significant success in providing adequate potable water to the rural population. The NSSO 65th round survey shows that 90.2 % of the rural households have access to water from safe sources. The initial results from Census 2011 indicate that at least 84.2 % of the population have access to water from such sources. The Joint Monitoring Programme of WHO and UNICEF has also indicated that India has already achieved the MDG goal halving the population who have access to drinking water from unimproved sources as on 1990. This target was to be achieved by 2015. With increased focus on piped water supply, on coverage of water quality affected habitations and on increasing service levels to 55 lpcd and with higher budgetary allocations, steady progress can be expected in raising the service levels of rural drinking water supply.

1.32 On the above issue, the Secretary of the Ministry during the evidence further submitted as under:-

"As regards water supply, the coverage of households with safe water is about 90 per cent as per NSSO Survey. This will include piped water, tap connections, hand pumps and all protected wells. So, 90 per cent households across the country have access to safe water as per our reporting and according to the Census, 2011, the figure is around 84.2 per cent households have access to taps, protected wells and hand pumps. So, there is almost a similarity of Census, 2011 figures and the figures of the 65th Round of NSS Survey."

1.33 In reply in a specific query of the Committee regarding access to safe drinking water throughout the year, the representative of the Ministry of Drinking Water & Sanitation stated:-

"In our present reporting system, we take availability of source within distance of about 500 metres. It should be safe from contamination but we do not have a system of measuring whether it is available for all 365 days in the year."

1.34 The representative further added:-

"In the 12th Five Year Plan, our goal is also to measure service standard levels in terms of number of hours of supply; number of days of supply. It is one of the measures that we want to bring in the 12th Five Year Plan."

(i) Physical and financial performance

1.35 The following are the Budget Estimates (BE), Revised Estimates (RE) and Actual Releases during the last five years of 11th Plan Period and budget provision for 2012-13:-

(Rs. in crore)

Year	BE	RE	Actual	% Utilization
2007-08	6500	6400	6442.76	100.67
2008-09	7300	7300	7298.79	99.98
2009-10	8000	8000	7989.72	99.87
2010-11	9000	9000	8986.74	99.85
2011-12	9350	8500	*7289.41	*85.75
2012-13	10500	-	-	-

* as on 20.03.2012

1.36 The Committee find from the above table that as against the RE of Rs. 8500 crore during the fiscal year 2011-12, Rs. 10500 crore has been allocated as BE for 2012-13 indicating an increase of 23.52 % for NRDWP over RE of previous year.

1.37 When asked about the utilization of enhanced outlay of Rs. 2000 crore for NRDWP during the fiscal year 2012-13, the Ministry in a written reply submitted as under:

"During the 12th Year Plan period, it is proposed that the norm for coverage of rural habitations with drinking water supply be enhanced from 40 litres per capita per day (lpcd) to 55 lpcd. Focus shall be on providing drinking water through piped water supply especially with regard to coverage of water quality affected areas. Greater thrust will be on quality affected habitations, on IAP districts, SC and ST concentrated habitations, Minority concentrated districts and on States with low levels of piped water supply coverage. A conjoined approach of rural drinking water supply and sanitation shall be taken up. The additional funds will be utilized for these new initiatives."

1.38 The Ministry informed that the component-wise details of the allocation of Rs. 10500 crore for NRDWP is as under:-

(Rs. in crore)

No.	Component	Proposed Allocation
1.	Coverage 40%	4200
2.	Water quality 20%	2100
3.	O&M 10%	1050
4.	Sustainability 20%	2100
5.	Funds for Natural Calamities 2%	210
6.	Support Funds 5%	525
7.	Water Quality Monitoring and Surveillance 3%	315
	Total	10,500

1.39 The overall targets set by the Ministry of Drinking Water & Sanitation vis-à-vis achievements thereof during the 11th Five Year Plan (as on 19.03.2012), for Un-covered, Slipped-back and Quality-affected Habitations are as under:

	Un-covered Habitations	Slipped-back Habitations	Quality-affected Habitations
Targets	38,646	5,05,787	2,54,534
Achievement	28,525	4,86,289	1,16,115

1.40 The year-wise break-up of physical targets and achievements during the year from 2007-08 to 2011-12 (11th Five Year Plan) under National Rural Drinking Water Programme (NRDWP) and the targets set by the Ministry for the year 2012-13 are as below:-

Component	2007-08		2008-09		2009-10		2010-11		2011-12		2012-13
	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	*Achievement	Target
Un-covered Habitations	20,931	11,761	16,753	16,137	586	251	376	376	--	--	--
Slipped-back Habitations	84,915	74,897	1,01,743	1,15,322	1,23,408	1,16,499	80,342	91,918	1,15,379	87,653	75,000
Quality-affected Habitations	49,653	18,757	99,402	21,531	34,595	32,129	41,094	27,107	29,790	16,591	25,000
Total:	1,55,499	1,05,415	2,17,898	1,52,990	1,58,589	1,48,879	1,21,812	1,19,401	1,45,169	1,04,244	1,00,000

* as on 19.03.2012

1.41 On the perusal of the data provided by the Ministry for the 11th Five Year Plan, it is observed that the target for un-covered habitations set by the Ministry of Drinking Water & Sanitation was 38,646 while the achievement was only 28,525 Habitations which is nearly 74 per cent.

1.42 The Ministry has not set any target under the un-covered habitations during the previous as well as the current financial year 2012-13. Asked as to why the Ministry have not set any target under the un-covered habitations, the Ministry in their reply stated:-

"The targets and achievements indicate the targets set and achievement attained during Bharat Nirman. All uncovered habitations originally identified under Bharat Nirman have been covered by now. Hence, there are no such uncovered habitations to be covered."

1.43 On being pointed out by the Committee that the performance under the quality-affected habitations has not been up to the mark, the Ministry stated as under:-

"The achievement of coverage of quality affected habitations in 2007-08 was 37.77% and in 2008-09 was 21.66%. This increased to 94.62% in 2009-10 and 65.96% in 2010-11. As can be seen the performance of the Ministry has improved in recent years. In terms of actual number

of quality affected habitations covered with completed schemes, the number has increased from 18,757 in 2007-08 to 27,107 in 2010-11. The number of quality affected habitations as on date stands at 1,04,910. Of these about 50% of the habitations are affected with iron contamination. This is followed by Salinity and Fluoride. Most of the balance habitations are in the most difficult areas and are mostly being covered with sustainable schemes like large piped water supply schemes. These schemes take time to be commissioned, often taking 2-3 years for implementation and are also capital intensive. Further the problem of water quality being dynamic, there is also emergence of new quality affected areas, mostly due to geogenic contamination caused by overdrawal of ground water for agricultural and industrial usage. Thus coverage of water quality habitations remains a challenge. However there will be greater focus on these habitations in the 12th Five Year plan."

1.44 On the issue of sharp decline in the rate of achievement under the slipped-back habitations during the year 2011-12 as compared to the previous year, where the achievement rate was more than 100 %, the Ministry in their reply informed that during the year 2011-12, as per IIMS Report on 19.3.2012, against a target of coverage of 115379 slipped back/ partially covered habitations, States have reported coverage of 87653 partially covered habitations. This comes to 75.97%. It is expected that by the end of the financial year, States will be able to achieve the target of coverage of Partially Covered (PC) habitations.

1.45 Further, on being asked about the rationale for fixing lower target of 75,000 only for slipped-back habitations during the fiscal year 2012-13, the Ministry in their written reply informed that the targets for coverage of habitations are fixed in the Outcome Budget after taking into account the previous pattern of achievements of targets by States, the progress of achievement at the time of fixing the Outcome budget targets, the probable availability of funds at the disposal of Central/ State Governments, etc. However, the targets are finally fixed during the annual discussion of States' Annual Action Plans. This is now under finalization.

1.46 Asked about the factors that may affect the achievement of targets set by the Government in different States/Union territories, the Ministry replied that since sanction of rural water supply schemes are done at the State level, achievement of targets are dependent on factors including the time taken to tender large schemes, availability of agencies capable of implementing schemes, the capacity of the state rural water supply departments, extent of involvement of PRIs, length of working season, elections at various levels etc.

(ii) **Jalmani-standalone water purification systems in rural schools.**

1.47 The Committee note that Jalmani Scheme was 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. Keeping in view the average cost of Rs.20,000/- per school, Rs. 100 crore provided for the purpose were allocated to 28 States during 2008-09, with a target to cover 50,000 schools under the programme. In 2009–10, the remaining Rs. 100 crore was provided to the Ministry, which was allocated to the States as 2nd installment to cover another 50,000 schools. The Committee also note that since inception of the programme a total of 75,207 schools (as on 2 March, 2012) have been provided with standalone water purification systems. During 2011-12, 11,867 schools have been covered.

1.48 The State/Union Territory-wise financial progress of Jalmani scheme since inception are as under:-

(Rs. in Lakhs)

Sl.No.	State	Total funds released	Expenditure Reported	% Expenditure
1.	Andhra Pradesh	1923.45	319.86	16.63
2.	Bihar	766.16	608.13	79.37
3.	Chhattisgarh	192.74	93.84	48.69
4.	Goa	8.75	0	0
5.	Gujarat	1765.96	1394.73	78.98
6.	Haryana	174.57	25.53	14.62
7.	Himachal Pradesh	749.05	546.36	72.94
8.	Jammu & Kashmir	435.92	30	6.88
9.	Jharkhand	250.59	89.99	35.91
10.	Karnataka	1228.40	1227.42	99.92
11.	Kerala	256.40	0	0
12.	Madhya Pradesh	546.87	401.30	73.38
13.	Maharashtra	1669.64	707.76	42.39
14.	Orissa	692.16	692.16	100.00
15.	Punjab	544.49	544.49	100.00
16.	Rajasthan	688.66	3.62	0.53
17.	Tamil Nadu	1699.85	1336.37	78.62
18.	Uttar Pradesh	2756.90	1780.90	64.60
19.	Uttarakhand	142.30	80.45	56.54
20.	West Bengal	1206.48	193.63	16.05
21.	Arunachal Pradesh	52.66	52.57	99.83
22.	Assam	1409.64	144.02	10.22
23.	Manipur	110.24	110.16	99.93
24.	Meghalaya	183.83	69.98	38.07
25.	Mizoram	196.64	196.64	100.00
26.	Nagaland	99.18	99.18	100.00
27.	Sikkim	87.89	43.99	50.05
28.	Tripura	160.56	151.65	94.45
	TOTAL:	19,999.98	10,944.73	54.72

1.49 On being asked about the Committee that whether the Ministry will be able to achieve the target by March, 2012, the Ministry informed that it may not be possible to achieve the target of 1 lakh schools under Jalmani programme by March, 2012 because some major States like Andhra Pradesh, Rajasthan and West Bengal may not achieve the targets before March, 2012 as the tendering process is still underway in these States. During the Annual Action Plan (AAP) discussions held recently, all the States that have not achieved their targets, were urged to achieve them positively in 2012-13.

(iii) Water Quality testing laboratories

1.50 The Committee were informed that the Ministry also supports the setting up of District level and sub-Divisional level laboratories in the States. As on 16.2.2012, 733 District laboratories have been established by the States/ UTs using funds from the Centre, from their own resources and from other sources. However, according to the reports available 50 rural Districts do not have / report District level labs as yet. In addition to this, 901 sub-Divisional laboratories have also been set up in various States.

1.51 The Committee further wanted to know about the time proposed to set up laboratories in the remaining 50 Districts, the Ministry replied as under:-

"Out of 50 Districts which are yet to report setting up of water quality testing laboratories, 12 Districts in Delhi, Chandigarh and remaining Districts of Puducherry are urban Districts. 6 more districts which have not reported existence of water quality testing laboratories are in other UTs. Some new Districts have been created in Chhattisgarh and UP and therefore, there are no laboratory facilities. Further in some Districts, labs might have been set up but are not reported on the online IMIS. Out of the remaining Districts which are yet to report setting up of District level laboratory, in 2011-12 States have targeted to set up 12 District laboratories of which so far 9 District laboratories have been reported as established. All States have been advised in the AAP meetings for 2012-13 to set up District water quality testing laboratory in all Districts where such facility is not available."

1.52 Explaining the issue of District laboratories, the Secretary of the Ministry during the evidence stated that against the target of 81 Districts laboratories, 36 District labs have been completed during the year 2011-12.

1.53 On being further asked by the Committee that whether the important water quality factors like alkalinity, ammonia, carbon dioxide, chlorine, nitrates and nitrites, oxygen dissolve in water, pH and phosphates are taken into consideration in the Water Quality testing laboratories, the Ministry submitted as under:-

"pH is invariably measured in all water quality testing laboratories. Alkalinity, residual chlorine, nitrates are being tested in district water quality testing laboratories. Testing of nitrites is being done only in certain State level laboratories. Dissolved oxygen (DO), Ammonia and Carbon dioxide are not amongst the parameters included by BIS in their Drinking Water Specifications IS-10500. Therefore, these are not being tested in water quality testing laboratories. Dissolved phosphates are indicators of level of eutrophication and extent of water pollution. Since water pollution is not the mandate of the Ministry, dissolved phosphates are being measured only in some State and in some District level laboratories."

1.54 Bureau of Indian Standards (BIS) which has the mandate to set standards in the country had referred to the WHO guidelines, guidelines on water quality as per Central Public Health & Environmental Engineering Organization of the Ministry of Urban Development and guidelines of Indian Council of Medical Research and published the BIS Standard on drinking water specifications i.e. IS-10500. These cover 34 parameters. The NRDWP guidelines mention that quality of drinking water supplied in the rural areas of the country shall be within the limits set in IS-10500 standard on 13 predominant parameters. States are urged to test all public drinking water sources on these parameters for chemical contamination once every year and twice a year for bacteriological contamination. In cases of contamination being confirmed remedial action to provide safe drinking water has to be taken. The results of testing and contaminations found are now being entered by States on the IMIS.

1.55 During the course of evidence, the Secretary further elaborated the issue as under:-

".....To ensure water quality standards, we have the support funds which are given on 100 per cent basis to the States which will help them to establish labs, upgrade labs as well as do the testing at the field. I had given a picture of how much we have done in this year. As standards, we are following what the BIS has mentioned in the IS-10500 which speaks of 13 main parameters. So, based on this, we have given instructions for the testing protocol. However, we find it is differing from State to State. Therefore, we are working on a uniform protocol for testing, for standardisation of labs and equipment and also training people to ensure that the testing is done in the proper way. That is the plan we have in the next Five Year Plan and one of our road maps is to bring out a uniform protocol across the country."

We also insist on all sources to be identified and numbered so that we could do the testing in a very thorough and in-depth way and we also can realise where the quality affected areas are coming up. Hitherto, we have only made the water quality standards voluntary. We have not made it regulatory or mandatory as of now. But we are getting the States to adopt the water quality standards, but we have not made it mandatory as of today."

1.56 On being asked by the Committee whether any assessment has been made by the Ministry to ensure the fulfillment of water quality parameters and drinking water standards, the Ministry informed as under:-

"Since inception of Rajiv Gandhi National Drinking Water Mission in the year 1986, there had been focus on five areas viz. Arsenic, Fluoride, Iron, Salinity and Nitrates. All States are asked to test all public drinking water sources atleast once a year for chemical contamination and twice a year for bacteriological contamination using Field test kits and atleast 30% of sources in laboratories for continuous assessment of water quality parameters. The data on the tests is entered by States on the online IMIS of the Ministry. Corrective action is taken by States in cases where contamination is confirmed. The Ministry in collaboration with NEERI, Nagpur is in the process of finalizing the Uniform Drinking Water Quality Monitoring Protocol which will lay down parameters for the standardization of laboratories at various levels in terms of manpower, space, instrumentation, glassware, chemicals etc. along with sampling methods and frequency of sampling.

The Ministry is proposing to establish a Centre of Excellence on Water Quality Management in NEERI, Nagpur, which also conduct an overall assessment of various parameters of quality of drinking water in various parts of the country."

(iv) Water Quality in rural areas/uranium contamination

1.57 On account of growing industrialization, unhealthy agricultural practices, pollution, over exploitation of ground water etc., the quality as well as availability of water has suffered significantly. During the examination on Demands for Grants (2011-12), the Committee had highlighted the concern over the reported detection of uranium contamination in two Districts of Punjab. The Ministry in their action take reply stated that they have requested Bhabha Atomic Research Centre (BARC) to speed up the testing of uranium in drinking water sources in all affected Districts of Punjab State and submit their Report.

1.58 When the Committee desired to know whether the Ministry have submitted their Report on uranium in drinking water sources in all affected Districts of Punjab, the Ministry in a note furnished the following information:

"In response to the letter dated 8/12/2011 from the Ministry, the Director, BARC, Mumbai vide his letter dated 24/1/2012 responded that testing of uranium in drinking water sources in Punjab is taken up by Board of Radiation and Isotope Technology (BRIT), a constituent unit of Department of Atomic Energy and situated outside BARC. He has stated that CEO, BRIT will be informed to complete the testing of uranium at an early date. As per available reports, out of 1260 samples collected, reports on 1,174 samples have been received by Government of Punjab, which show that 241 samples had uranium content above the permissible limit of 60 ppb.

BARC has stated that Punjab may set up dedicated laboratories for testing uranium in drinking water sources and that BARC will extend all support for training of manpower and setting up of these laboratories. The Ministry has therefore advised Government of Punjab to upgrade existing district laboratories with uranium testing facilities in Districts where such contamination has been traced. Funds released under 3% WQM&S could be utilized for the purpose.

1.59 On the issue of uranium contamination in Punjab, the Secretary, Ministry of Drinking Water & Sanitation during the evidence stated as under:-

"Yes there is also uranium contamination which is now confined to Punjab and it is being studied. We are studying what is to be done there. BARC has been given the task of having tested. We find that there is uranium content in about 10 Districts in Punjab. Since BARC is not capacitated to do 100 per cent testing, they are now working on training the people in Punjab and also getting their labs equipped in a way that they can test this sort of contamination."

1.60 Further, the Committee also desired to know whether the Ministry plan to carry out such survey to detect the contamination in water sources in all over the country, the Ministry stated that during the Annual Action Plan meetings and other State level discussions, all States have been advised to test all public drinking water sources for water quality, both during pre-monsoon and post-monsoon seasons alongwith ground water level and GPS co-ordinates.

(v) Ground water prospects (Hydro-geomorphological Maps)

1.61 The Ministry informed that have prioritized the preparation of hydro-geomorphological maps to assist the States through National Remote Sensing Centre, Hyderabad. With the use of these maps, States can identify sites for groundwater sources for water supply systems and locations constructing recharge structures to benefit existing water supply sources for sustainability.

1.62 The status of the preparation of these maps are as follows:-

- (i) So far, 1,654 maps have been prepared and handed over to 10 States namely Andhra Pradesh(part), Karnataka, Madhya Pradesh, Kerala, Chhattisgarh, Rajasthan, Gujarat, Odisha, Himachal Pradesh and Jharkhand.
- (ii) Ground water prospect maps (without water quality layer) pertaining to Andhra Pradesh (remaining part), Maharashtra, Punjab, Haryana, West Bengal (part), Uttar Pradesh (part), Arunachal Pradesh, Uttarakhand, Assam and Jammu & Kashmir have also been completed. Inclusion of water quality layer into HGM maps in States mentioned at (i) and(ii) is under progress.
- iii) Under Phase-IV, an amount of Rs. 16.04 crore was released to NRSC for generation of new HGM maps with ground water quality layer on watershed basis covering 17 States.

1.63 Further an amount of Rs. 0.79 crore was released to TWAD Board, Chennai as first installment for preparation / updating of ground water prospect maps (HGM maps) for Tamil Nadu State.

1.64 On the issue of budgetary allocation for the preparation of HGM since inception, the Ministry informed as under:-

"The project cost for preparation of HGM maps in all the remaining 17 States/UTs and in Tamil Nadu along with updating of maps in States where such maps were already provided previously is Rs. 47.17 crore (Rs 45.19 crore for NRSC and Rs 1.98 crore for TWAD Board). Of this, Rs 16.04 crore has been released to NRSC, Hyderabad and Rs 0.79 crore to TWAD Board for preparing these maps under peer review of NRSC. NRSC has informed that about 20% of the released funds have been utilized so far while TWAD Board has reported utilizing Rs 0.56 crore."

1.65 When the Committee asked as to what time the Ministry would be able to come up with Hydro-geomorphological maps (HGM) of all the States/UTs, the Ministry in a written reply stated that the preparation of HGM maps includes two activities viz. (i) Preparation of groundwater prospect maps and (ii) inclusion of water quality layer. Preparation of prospect maps in all States and UTs (without water quality layer) is expected to be completed by December 2012 and with water quality layer by December 2013.

(vi) Information, Education and Communication (IEC) activities

1.66 The Ministry organise awareness campaign on different aspects of safe drinking water in rural areas through broadcast of audio spots on All India Radio on Vividh Bharati, Primary/ Local Channels, National News etc. The Ministry formulated IEC guidelines to help the States to take IEC activities for different stakeholders at different levels. Further, to improve understanding of various aspects of drinking water among people, promote hygienic practices and sharing of responsibility by PRIs, telecast of audio-visual spots on regional kendras of Doordarshan has been launched. As a part of implementation of National Programme on Prevention and control of JE/AES, the Ministry of Drinking Water & Sanitation will coordinate with Ministry of Health & Family Welfare for Integrated IEC activities.

1.67 On being asked by the Committee as to what type of coordination is being carried out with the Ministry of Health & Family Welfare for IEC activities, the Ministry replied as under:

"The Ministry and the Ministry of H&FW have issued joint letters to States regarding taking up coordinated action including IEC activities in rural areas especially polio affected, JE/AES affected areas etc. A beginning is being made in better coordination for IEC activities at the Central level also. A multi-pronged strategy to include safe water, sanitation, nutrition, community education, medical attention and rehabilitation, has been suggested to address the problem of Acute Encephalitis Syndrome / Japanese Encephalitis being reported from 135 Districts of 17 States. A Group of Ministers (GoM) constituted to deliberate on these issues has recommended launching a National Programme on prevention and control of AES/JE. Under this programme, an integrated IEC plan is being formulated. Following Ministries will be part of this plan:-

- *Ministry of Drinking Water & Sanitation*
- *Ministry of Social Justice & Empowerment*
- *Ministry of Women & Child Development*
- *Ministry of Health & Family Welfare*
- *Ministry of Urban Development*

This integrated IEC plan will be implemented in 12th five year plan."

1.68 On the issue of IEC activities yielding desired results, the Ministry stated that the IEC activities taken up are mostly audio campaigns over radio and video campaigns on television. The desired results are that Awareness has increased, good practices are adopted at the grass root level and activities have resulted in demand generation for better services regarding drinking water & sanitation in rural areas. However, no formal impact assessment study of the IEC activities has so far been undertaken by the Ministry.

1.69 During the evidence, the Secretary, Ministry of Drinking Water & Sanitation emphasizing the role of IEC activities stated as under:-

"The very basic point which we want to emphasise in the roadmap of the 12th Plan is on IEC activity. The sanitation or water supply will need a very big ramp-up in the IEC activity. If the entry point is done in a proper way, which can be appraised, then the programme can definitely take off in a better way. The moment you have the people on board, after convincing them through the IEC activity in a good communication strategy, we believe that the programme will take off and there will be sustainability of the programme rather than building the toilets and just living them aside, we will ensure that they use the toilets. Similarly, on the water front also, they will learn to conserve the water as well as, in course of time, own the water supply scheme."

(vii) Key Resource Centres (KRCs)

1.70 The Committee find that the Ministry have identified 35 nationally reputed institutions / organizations having domain knowledge and expertise in water and sanitation sectors as National Key Resource Centre (KRCs). The National KRCs take up training, orientation and capacity development of State and District level engineers, PRI representatives and Master Trainers. They will also extend technical guidance to State CCDUs for IEC and HRD activities.

1.71 The Ministry have informed that there are 35 KRCs in the country which are situated in different parts of country. The details of which are as under:-

S. No.	State	No. of KRCs in the state
1	Uttar Pradesh	1
2	Maharashtra	2
3	West Bengal	4
4	Andhra Pradesh	4
5	Tamil Nadu	4
6	Gujarat	5
7	Jharkhand	1
8	Assam	1
9	Haryana	1
10	Uttarakhand	3
11	Meghalaya	1
12	Delhi	4

1.72 Further, the Ministry have also informed that there are 30 KRCs imparting training for Water sector only. 4 KRCs are imparting training for both Water & Sanitation. 1 KRC is exclusively for training in Sanitation.

1.73 On a query regarding the number of people trained so far in these KRCs, the Ministry informed as under:-

SI. No.	Name of KRC	No. of Participants trained by KRC
1	NIAR, Mussoorie	180
2	NEERI, Nagpur	254
3	CGG, Hyderabad	223
4	IIT, Kanpur	30
5	NIRD, Guwahati	315
6	ESCI, Hyderabad	378
7	XLRI, Jamshedpur	132
8	IRMA , Anand, Gujarat	198
9	Plan India	192
10	NIRD, Hyderabad	191
11	CSE, New Delhi	521
	Total	2614

1.74 The Ministry also added that out of 35 KRCs, funds have been released to 16 KRCs, till date. Remaining 19 KRCs are yet to submit proposals for organizing trainings. Out of 16 KRCs funded by the Ministry, the 11 KRCs listed in the above table have sent reports of completed training, In case of the remaining 5 KRCs, programmes are going on and/or reports are yet to be received.

(viii) Unspent Balances in NRDWP

1.75 In the Outcome Budget, it has been shown that there were huge unspent balances under National Rural Drinking Water Programme (NRDWP). The details of the State-wise unspent balances as on 31.12.2011 during the last five years are as under:-

(Rs. in crore)

Sl. No.	State/UT	2007-08	2008-09	2009-10	2010-11	2011-12 (As on 31.12.11)
1.	Andhra Pradesh	2.99	0.00	1139.91	285.20	309.72
2.	Arunachal Pradesh	25.97	125.02	10.12	35.03	79.66
3.	Assam	77.83	0.00	48.43	65.94	292.24
4.	Bihar	126.56	414.20	572.68	322.92	283.46
5.	Chhattisgarh	14.76	63.44	50.65	82.13	59.80
6.	Goa	0.00	0.00	2.82	1.92	3.64
7.	Gujarat	8.02	230.80	60.50	62.76	174.05
8.	Haryana	0.00	0.00	74.54	150.95	138.69
9.	Himachal Pradesh	0.00	72.55	28.69	60.38	39.69
10.	Jammu & Kashmir	19.18	175.72	256.17	221.05	138.08
11.	Jharkhand	0.00	31.70	86.79	91.83	77.30
12.	Karnataka	3.35	20.38	184.74	328.21	470.37
13.	Kerala	0.78	10.61	1.24	26.01	75.95
14.	Madhya Pradesh	21.64	231.81	58.08	122.34	203.54
15.	Maharashtra	66.29	411.82	222.65	237.37	395.66
16.	Manipur	17.78	25.75	24.09	8.72	9.48
17.	Meghalaya	11.30	11.36	10.01	25.97	60.29
18.	Mizoram	8.72	16.75	20.48	24.94	8.29
19.	Nagaland	26.68	30.01	4.59	1.99	31.42
20.	Orissa	7.08	173.12	50.37	145.27	137.13
21.	Punjab	16.66	36.49	0.00	1.68	13.85
22.	Rajasthan	0.00	0.00	342.12	595.09	831.69
23.	Sikkim	6.73	30.67	6.93	10.35	44.93
24.	Tamil Nadu	0.00	142.35	5.1	96.05	80.88
25.	Tripura	13.83	0.00	17.18	27.53	32.22
26.	Uttar Pradesh	120.95	227.05	159.47	105.18	495.62
27.	Uttarakhand	25.07	43.27	98.13	184.89	173.60
28.	West Bengal	3.17	239.71	46.48	444.85	232.69
29.	A & N Islands	30.78	30.78	0.00	0.00	0.00
30.	D & N Haveli	0.0045	0.0045	0.00	0.00	0.00
31.	Daman & Diu	0.00	0.00	0.00	0.00	0.00
32.	Delhi	0.00	0.00	0.00	0.00	0.00
33.	Lakshadweep	0.00	0.00	0.00	0.00	0.00
34.	Puducherry	1.00	0.94	0.00	0.00	0.00
35.	Chandigarh	-	-	0.00	0.00	0.00
	TOTAL	657.12	2796.30	3582.96	3766.55	4893.94

1.76 When the Committee enquired about the reasons for progressive increase in unspent balances during the 11th Plan Period, the Ministry in a written reply stated as under:-

"The figures for the unspent balances in the past few years is under review as Audit reports and audited statement of accounts from 2008-09 till 2010-11 are being received leading to changes in reported expenditure figures and therefore closing balances. It may be noted that expenditure by States from Central funds as at end February of the year has risen from Rs.4559 crore in 2009-10, to Rs.5946 crore in 2010-11 and to Rs. 6699 crore in 2011-12. It is true however that the unspent balances as on 31.3.2011, reported as of now, is Rs. 3766.55 crore.

The NRDWP funds are released to the States in two installments. The 1st installment of 50% of the allocation is released without considering the Opening Balance with States. The 2nd instalment is released when States submit Audited Statement of accounts (ASA) and Utilisation certificates (UC) for utilizing 60% of the available funds. Most States submit this in December and therefore the 2nd installment which is 50% of the total allocation is released in the month of December. That is why there are large balances with States at the end of December as is reflected in the figure of Rs. 4893.94 crore for 2011-12. This fund generally gets spent in the last 3 months of the year.

As States are now taking up large piped water supply schemes, the process of planning, designing, approving, sanctioning, obtaining land, procuring materials and fixing agencies for construction takes time. Balances also increase depending on the capacity of the state rural water supply departments, extent of involvement of PRIs, length of working season, elections at various levels. Funds allocated under these schemes in one year often spill over to the next year resulting in a balance. Further the process of adhering to stipulations regarding further releases like submitting audit reports from Accountant General of States or Chartered Accountants reconciled with UCs, often takes time leading to the fact that the 2nd. Installment is released in the month of February and even March. This again leads to a higher closing balance with the states."

1.77 On being asked about the measures taken to address the escalating problem of unspent balances, the Ministry informed that during the Annual Action Plan discussion with states, the Ministry is insisting on proper planning to ensure liquidation of unspent balances. The Ministry are also reviewing the expenditure pattern of States on a regular basis through review meetings, visits to States and video conferences with State representatives. Usage of 60% of available resources (OB + 1st. Installment released) is a prerequisite for release of 2nd installment to States.

1.78 On the issue of huge unspent balances laying with the States of Andhra Pradesh, Assam, Bihar, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal, the Ministry furnished the updated data of unspent balances for the year of 2011-12 of the aforesaid States till 29.02.2012 which is as under:-

(Rs. in crore)

Sl. No.	State	Opening Balance (Central)	Release (Central)	Expenditure	*Balance	% Expenditure against the available central fund
1	Andhra Pradesh	285.2	377.91	417.22	245.89	62.92
2	Bihar	322.92	205.42	350.77	177.57	66.39
3	Karnataka	328.21	667.78	500.29	495.7	50.23
4	Madhya Pradesh	122.34	292.78	249.4	165.72	60.08
5	Maharashtra	237.37	535.81	436.16	337.02	56.41
6	Rajasthan	595.09	1153.76	1100.44	648.41	62.92
7	Uttar Pradesh	105.18	783.6	412.71	476.07	46.44
8	West Bengal	444.85	242.03	466.32	220.56	67.89
9	Assam	65.94	418.54	400.69	83.79	82.7
		2507.1	4677.63	4334	2850.73	60.32

* As on 29.02.2012

1.79 On being asked about the above issue, the Ministry submitted:-

"2nd Installment releases made in the month of December 2011 are reflected as high balances. Only 10% of funds released to a state in a financial year can remain as closing balance at the end of the year (excluding releases made in the month of March). All excess balances are deducted from the 2nd installment, which is only released when the State spends 75% of available funds.

The high balances with these 9 States is because they are major States with high NRDWP allocations. As much as 64% of the total country releases have been made to these 9 States. So far they have utilized more than 60% of available funds. As on 29.2.2012, the balances in the 9 states mentioned in the question stands at Rs. 2850.73 cr., which is less than the balance as on 31.12.2012."

1.80 On being asked about the steps taken by the Ministry to pursue the defaulting State Governments to settle their unspent balances, the Ministry informed that the most effective method used is to withhold further releases till 60 % of available funds are utilized by the States. However, as the budget allocation is increasing and with the shift to larger piped water supply schemes, the balance figure is also showing an upward trend. Efforts are being made on a continuous basis by reviewing with the States to reduce the unspent balances as low as possible.

B. Total Sanitation Campaign (TSC)

1.81 A direct relationship exists between water, sanitation and health. Consumption of unsafe drinking water, open disposal of human excreta, lack of personal and food hygiene have a direct bearing on the high infant mortality rate and are also the causes of a host of medical problems like Schistosomiasis, Dysentery, Japanese Encephalitis, Malaria, Dengue fever and Trachoma. Indirect loss of working days due to repeated episodes of these diseases results in huge economic loss.

1.82 India's first nationwide programme for rural sanitation, the Central Rural Sanitation Programme (CRSP) was launched in 1986 and was restructured in 1999. The Total Sanitation Campaign (TSC) under restructured CRSP was launched with effect from 1.4.1999 to follow a community-led and people centered approach. TSC moved away from the principle of State wise allocation primarily bases on poverty criterion to a "demand-driven" approach. The programme lays emphasis on Information, Education and Communication (IEC) for demand generation for sanitation facilities. It also emphasizes on school sanitation and hygiene education for changing behavior of people from a young age.

1.83 As per the latest data, the rural sanitation coverage has increased to 75.30 % as on December, 2011 in the country. The Ministry informed that the total financial outlay under the TSC is Rs. 22022.61 crore. Central, State and beneficiary shares of the projects are Rs. 14425.83 crore, Rs. 5394.43 and Rs. 2202.35 crore respectively. An amount of Rs. 7892.34 crore has already been released by the Government of India for implementation of these projects, out of which Rs. 6260.36 crore has been reported to be utilized as reported by the States.

1.84 The main objectives of TSC are as under:-

- Bring about an improvement in the general quality of life in the rural areas;
- Accelerate sanitation coverage in rural areas to access to toilets to all by 2017;
- Motivate communities and Panchayati Raj Institutions promoting sustainable sanitation facilities through awareness creation and health education;
- In rural areas, cover schools and Anganwadis by March, 2013, with sanitation facilities and promote hygiene education and sanitary habits among students;
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation; and
- Develop community managed environmental sanitation systems focusing on solid and liquid waste management.

1.85 Although the number of rural households without toilets has dropped, usage remains a problem. When asked about how far the implementation of TSC over a decade has achieved its objectives, the Ministry in their reply had this to say:-

"The TSC is being implemented in 607 rural districts with support from the GOI and the respective State Governments / UT Administration. Each district project has a component of IEC up to 15% of the project outlay. Elaborate IEC guidelines have been issued to generate effective demand for sanitation and States have been requested to formulate state specific media plan and carry out IEC activities accordingly. Behaviour Change Communication (BCC) and Inter Community Communication (ICC) are promoted over conventional IEC tools. Success stories and experiences from the states that have shown better progress have been documented for implementers to use the document as reference. Booklet for Panchayati Raj Institutions has been prepared to generate awareness on sanitation at Gram Panchayat level. Sikkim has already attained the status of being the First Nirmal State of the country and States like Kerala, Himachal Pradesh and Haryana have achieved considerably higher sanitation coverage. Maharashtra has the highest number of Nirmal Gram Panchayats. However, since behaviour change is a gradual process, there are States where usage of sanitation facilities has been lagging behind where efforts are being accelerated."

(i) Physical and financial performance

1.86 The Plan allocation for the year 2012-13 under Total Sanitation Campaign (TSC) is 133.33 % higher than the Revised Estimates of Rs. 1500 crore. Moreover, the financial performance of TSC during the last five years of 11th Plan Period is as under:-

(Rs. in crore)				
Year	BE	RE	Actual	% Utilization
2007-08	1060	1060	1060	100
2008-09	1200	1200	1192.81	99.40
2009-10	1200	1200	1199.85	99.98
2010-11	1580	1580	1579.96	99.99
2011-12	1650	1500	*1447.84	*96.52
2012-13	3500			

* upto 15.03.2012

1.87 When the Committee asked about the utilization of enhanced outlay of Rs. 2000 crore for TSC during the fiscal year 2012-13, the Ministry in a written reply submitted as under:-

"TSC is operated in a project mode wherein funds are released to the project districts through State Water and Sanitation Missions based on their eligibility as per the expenditure reported. Assessment of eligibility amount which could be released to the Districts as of February, 2012 works out to Rs.3267.00 crore for the year 2012-13. The same shall further increase as major expenditure is reported by the Districts in the last month of the financial year. It is therefore expected that the allocated amount of Rs.3500 crore is likely to be utilized in terms of existing TSC guidelines."

1.88 TSC has identified components for utilization as clearly specified in the TSC guidelines. However, the funds are released to the project districts based on cumulative expenditure reported. However, component-wise details of utilization expected in terms of TSC guidelines are as under:-

(Rs. in Crore)	
Major Components	Expected utilization for 2012-13
IEC	525
Admn	175
Solid and Liquid Waste Management	350
IHHL and Institutional Toilets	2332
NGP and others	118
Grand Total	3500

1.89 The Ministry in their written reply also informed that as recommended by the Working Group for 12th Five Year Plan, following areas have been identified for accelerated sanitation coverage in the rural areas of the country with the enhanced financial allocations.

- Community Saturation approach:
- Conjoint planning & execution of Sanitation & Water schemes
- Incentives to be more realistic:
- Capacity Building:
- Prioritizing Solid and Liquid Waste Management:

1.90 On the issue of decrease of Rs. 150 crore at RE stage during the financial year 2011-12, the Ministry informed that the decrease in revised estimate was intimated by the Ministry of Finance. Further, the Ministry also informed that the reduction in financial allocation may result in proportionate reduction in achievement of project objectives.

1.91 Total Sanitation Campaign (TSC) is being implemented in 607 rural Districts spread across 30 States and Union territories.

1.92 The major components of the TSC are:-

- I. Provision of Individual household latrines (IHHLs): Incentive of Rs. 2200/- (Rs 2700/- in case of Hilly and difficult areas) and 1000/- for each toilet is given by Central and State Government respectively to BPL households after they constructed and use toilets. APL households are motivated to construct toilets with their own funds or by taking loans from SHGs, banks, cooperative institutions etc.
- II. Provision of Toilets in Schools and Anganwadis with the cost shared by Central and State Government in the ratio of 70:30.

- III. Construction of Community Sanitary Complexes (CSCs)
- IV. Assistance to Rural Sanitary Marts (RSMs)
- V. Solid and Liquid Waste Management (SLWM)

1.93 According to the Ministry, there are about 15.61 crore rural households in the country as per project objectives under TSC of which as per the data of September, 2011, 11.53 crore households have access to toilets leaving a balance of 4.08 crore households without access to toilets. The current sanitation coverage is estimated to be 73.90 % as per progress reported by all the States through online monitoring system.

1.94 On being asked about the reason for not implementing projects under TSC in the remaining Districts of the Country, the Ministry informed that TSC is a demand driven project bases programme taking district as a unit being implemented in 607 Districts at present. There has been no project proposal received from balance Districts despite efforts made by the Ministry.

1.95 Further being asked about the efforts being made by the Ministry to scale up TSC projects in remaining Districts and whether the Ministry have chalked out any action plan and set deadline in this regard, the Ministry informed that the left out Districts either have no or minimal identified rural areas such as 7 Districts of Delhi, districts of Chandigarh, Chennai, Mumbai, Mumbai Suburban, Hyderabad, Kamrup, Mahe, Yanam and Kolkata. The other balance Districts are mainly in Union Territories understood to be having their own sanitation programme. The new proposals, if any, shall be considered as and when received.

1.96 However, component-wise achievements made under TSC reported during the 11th Five Year Plan are as under:-

Component	2007-08	2008-09	2009-10	2010-11	*2011-12
Individual House Hold Latrines	1,15,27,890	1,12,99,045	1,24,07,778	1,22,43,731	73,86,301
Community Sanitary Complex	3,016	3,252	2,230	3,377	1,327
School toilet units	2,37,287	2,53,799	1,44,480	1,05,509	1,05,299
Toilet units for Balwadis/ Anganwadis	86,493	69,045	66,227	50,823	23,250
Rural Sanitary Marts/Production Centers	1,028	495	115	--	--

*as on February, 2012

1.97 The Ministry had earlier envisaged achieving universal sanitation coverage in rural areas by the end of 11th Plan. Subsequently, the timeline was revised to year 2015. However, as per objectives, access to toilets in the entire rural areas of the country has against been revised to the year 2017. On being asked about revising the time-lines so frequently, the Ministry stated as under:-

"The XI FYP identified requirement of 7.29 crore Individual Household Latrines (IHHLs) to be constructed by the beneficiaries under Total Sanitation Campaign (TSC) to achieve universal sanitation coverage. An allocation of Rs.7816 crore was identified to achieve the above objectives. However, the total allocation received by the Ministry in XI Plan was only Rs.6540 crore. Further, there had been consistent demand from the project districts to increase the objectives due to increase in number of household identified without sanitation facilities. Accordingly, the objectives under TSC also got revised to the level of 12.57 crore at present. Taking into consideration the number of households covered with sanitation facilities every year through effective demand generation and construction of individual households latrine, it is expected that objective of access to toilets in the entire rural areas of the country could be achieved by year 2017."

1.98 On being asked about the figures of total IHHL sanctioned, cumulative IHHL progress so far and current construction capacity per day (based on 11th Plan) of each State/UT, the Ministry informed that Total Sanitation Campaign is a software driven rather than a construction oriented programme. The progress in terms of households having sanitation facilities largely depends on effective IEC carried out by the implementing agencies rather than construction capacity per day. The Ministry further informed that out of 12,57,26,714 identified IHHL to be constructed, the achievement so far as on February, 2012 is 8,56,49,203 only.

1.99 On being pointed out by the Committee that achievement with regard to construction of school toilet units during the 11th Five Year Plan do not reflect significant improvement, the Ministry submitted as under:-

"Provision of sanitation facilities in Government rural schools is a priority area under Total Sanitation Campaign. TSC Guidelines mention provision of separate toilets for boys and girls in all coeducational schools which are treated as two separate units and each unit is entitled to central assistance and that number of toilet units constructed should be adequate to meet the requirements of the school as per the school strength."

TSC has a total objective of 13.14 lakh School toilet units out of which 12.07 lakh (91.81%) school toilets unit have been constructed upto February, 2012 as per progress reported by the States.. Out of this, 8.44 lakh school toilets unit have been constructed during the 11th Five Year Plan alone."

1.100 When asked about the remedial measures taken by the Ministry to achieve cent percent coverage of rural schools with toilet facilities, the Ministry stated that that greater thrust has been given to ensure 100 percent coverage by the end of 2012-13. The coverage will target all government schools in the rural areas with the funds available under the TSC. At least one toilet block will be provided in all rural schools by 2012-13. In all the co-educational schools, separate toilet blocks for girls will be constructed. Under TSC, 13.14 lakh toilet blocks have already been sanctioned and it is estimated that all toilet blocks in all schools will be completed by March, 2013.

1.101 When enquired by the Committee about the low rate of achievements during the financial year 2011-12, the Ministry in a note stated:-

".....The financial allocation for the year 2011-12 has since been reduced from Rs.1650 crore to 1500 crore resulting in proportionate reduction in achievement of IHHLs reported by the States. States reportedly have been prioritizing construction of school toilet units in view of order from Hon'ble Supreme Court. States like Uttar Pradesh, Uttarakhand, Punjab, Tamil Nadu have also indicated State elections as one of the reasons for lower achievement."

1.102 On being pointed out by the Committee that the expected outcome for the year 2012-13 for IHHL and School Toilet Block are lower than the previous year's expected outcomes, the Ministry informed as under:-

"As per the Working Group recommendations, implementation strategy is being worked out to achieve community outcomes by creating Nirmal Grams through provisioning of Individual Household Latrines for every household. Conjoint planning and execution of sanitation and water schemes is being attempted with priority for toilet construction in Gram Panchayats having complete water supply coverage. Since the year 2012-13 shall be the first year of implementation of revised strategy, the expected outcomes in respect of IHHL have been anticipated to be on a lower side. As far as school toilet units are concerned, achievements are reaching saturation stage. Therefore the likely outcomes are expected to be on the lower side."

(ii) Nirmal Gram Puraskar (NGP)

1.103 As per the Constitution 73rd Amendment Act, 1992, Sanitation is included in the XIth Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of Total Sanitation Campaign. The TSC will be implemented by the Panchayati Raj Institutions at all levels. They will carry out the social mobilization for the construction of toilets and also maintain the clean environment by way of safe disposal of wastes. Panchayats can also contribute from their own resources for School Sanitation. They will also act as the custodian of the assets such as the Community Complexes, environmental components. drainage etc. constructed under the TSC.

1.104 The innovative scheme of Nirmal Gram Puraskar (NGP) was launched to encourage Panchayati Raj Institutions (PRI) to promote total sanitation. The award is given to those PRIs which attain 100 % open defecation-free environment along with other parameters as per NGP guidelines.

1.105 The Committee were informed that a total of 25,145 Gram Panchayats (GPs), 166 Block Panchayats (BPs) and 10 Zilla Panchayats (ZPs) have been awarded NGP till 2010. Further, for the year 2011, 2857 GPs, 15 BPs and 3 ZPs have been awarded Nirmal Gram Puraskar.

1.106 The details of total number of Gram Panchayats and total number of NGP Gram Panchayats in each State/UT are as under:-

S.N.	State	No. of GPs	No. of GPs awarded NGP
1	Andhra Pradesh	21878	1273
2	Arunachal Pradesh	1744	31
3	Assam	4006	31
4	Bihar	8504	217
5	Chhattisgarh	9839	817
6	D & N Haveli	10	0
7	Goa	188	0
8	Gujarat	14457	2281
9	Haryana	6227	1578
10	Himachal Pradesh	3243	1011
11	Jammu & Kashmir	4040	14
12	Jharkhand	4560	225
13	Karnataka	5654	1069
14	Kerala	998	980
15	Madhya Pradesh	23071	2068
16	Maharashtra	28193	9523
17	Manipur	1261	2
18	Meghalaya	5561	588
19	Mizoram	759	89
20	Nagaland	1110	90
21	Orissa	6234	284
22	Puducherry	71	0
23	Punjab	12813	166
24	Rajasthan	9225	321
25	Sikkim	163	164
26	Tamil Nadu	12617	2385
27	Tripura	1062	113
28	Uttar Pradesh	52701	1080
29	Uttarakhand	7589	525
30	West Bengal	3354	1077
		251132	28002

1.107 On being asked about the steps taken by various agencies including PRIs to ensure long-term sustainability of the outcomes, the Ministry informed as under:-

"The Ministry has evolved a mechanism to ensure sustainability of NGP awarded GPs through Nirmal Gram Puraskar Guidelines. Guidelines include release of prize money in two equal installments. The first installment will be released immediately after GPs are selected for the award. The second installment will be retained by the State DWS Mission. Release of the second installment is contingent on the sustainability of the open defecation free (ODF) and NGP status attained by the GP. For this purpose random checks will be carried out by the State DWSSM after 6 months in all the awardee GPs. If NGP and ODF status is found continuing, second installment will also be released by the State DWSSM. Otherwise State will take necessary measures to revive the NGP Status of awardee and till such time, the awardee gets back to the State of sustainability of NGP, further award money will not be released.

Apart from the above National Level Monitors (NLMs) engaged by Ministry of Rural Development also include NGP villages in their Annual Survey Assessment and report on status accordingly."

(iii) Unspent Balances in TSC

1.108 In the Outcome Budget, it has been shown that there were huge unspent balances during the 11th Five Year Plan Period (2007-12) under Total Sanitation Campaign (TSC). The State/UT-wise figures for unspent balances are as under:-

Sl. No.	State/UT	Unspent Balances under TSC				
		2007-08	2008-09	2009-10	2010-11	2011-12 (As on 31.12.11)
1.	Andhra Pradesh	55.57	27.21	98.84	169.25	222.5
2.	Arunachal Pradesh	1.61	14.14	11.78	6.85	3.75
3.	Assam	52.13	94.31	67.24	94.49	86.66
4.	Bihar	92.16	92.26	92.58	79.97	171.73
5.	Chhattisgarh	44.11	25.13	11.36	40.84	44.56
6.	D & N Haveli	0.014	0.014	0.01	0.014	0.014
7.	Goa	0.37	0.22	0.22	0.22	0.22
8.	Gujarat	68.27	34.87	14.07	27.66	36.41
9.	Haryana	19.73	18.90	13.88	23.39	18.14
10.	Himachal Pradesh	9.09	11.22	9.26	17.36	13.16
11.	Jammu & Kashmir	18.69	19.95	9.45	26.35	26.9
12.	Jharkhand	32.46	34.33	35.03	53.16	75.9
13.	Karnataka	21.04	34.36	41.90	24.08	39.37
14.	Kerala	12.84	9.53	5.83	20.6	17.81
15.	Madhya Pradesh	61.94	84.37	58.65	74.4	117.4
16.	Maharashtra	49.09	33.73	15.25	71.73	107.07
17.	Manipur	8.44	4.50	12.18	4.37	8.18

(Rs. in crore)

18.	Meghalaya	4.35	6.67	10.60	29.43	4.82
19.	Mizoram	1.35	4.77	4.86	8.58	3.54
20.	Nagaland	0.92	0.24	1.32	10.96	0.84
21.	Orissa	77.78	110.65	108.38	127.46	159.12
22.	Puducherry	0.47	0.24	0.18	0.15	0.15
23.	Punjab	8.47	10.04	7.94	14.89	16.64
24.	Rajasthan	36.07	36.16	47.51	66.64	79.5
25.	Sikkim	(-)0.08	2.59	0.00	1.12	1.12
26.	Tamil Nadu	39.17	19.63	27.23	53.04	73.28
27.	Tripura	9.78	4.52	7.54	11.04	6.15
28.	Uttar Pradesh	141.69	266.41	47.08	45.62	153.33
29.	Uttarakhand	5.58	9.41	6.13	11.61	6.84
30.	West Bengal	98.52	100.05	54.56	61.29	142.44
	TOTAL:	971.70	1110.42	820.86	1176.56	1637.54

1.109 It may be seen from the above table that the unspent balances under TSC has been increasing year on year. The unspent balances declined in the year 2009-10 as compared to the previous year i.e. 2008-2009. A closer look at the above table indicates that 10 States i.e. Andhra Pradesh, Assam, Bihar, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Tamil Nadu & West Bengal have accounted for 61.22 %, 56.97 %, 73.73 % and 72.13 % for the years 2007-08, 2008-09, 2009-10 and 2010-11 respectively. From this it can be inferred that if these States improve their utilisation position dramatic results can be achieved under Total Sanitation Campaign.

1.110 On being asked about the reasons for huge unspent balances in the aforesaid States in TSC, the Ministry in a written note detailing out unspent balances under TSC stated as under:-

"Regular review meetings/Video Conferences are organized by the MDWS with the States holding higher unspent balances. Necessary guidance and assistance is provided to enable them to utilize the funds available gainfully. While the States mentioned above have higher contribution in the total unspent balance, efforts are being made to keep the unspent balance as low as possible."

1.111 Further being asked by the Committee on the issue of difficulties that are being faced by aforesaid States to utilise the funds, the Ministry informed as under:-

"The issues with the States holding relatively higher unspent balance are:

- *Lack of effective IEC leading to behavioural change to ensure construction and usage of sanitation facilities*
- *Inadequate capacity building at grass root level*
- *Lack of institutional structure for implementation of the programme*
- *Low emphasis on solid and liquid waste management"*

1.112 Asked about the steps taken by the Ministry to liquidate the unspent balances in the 11th Five Year Plan, the Ministry informed that "strict monitoring methods are adopted to obtain the progress of each District on real time basis using the online monitoring system. Regular review meetings are organized by the MDWS to discuss issues relating to implementation of the TSC and full utilization of available funds."

V. Human Resource Development

1.113 The Department of Drinking Water & Sanitation was a part of Ministry of Rural Development up to 12 July, 2011. On 13 July, 2011, Department of Drinking Water & Sanitation has been bifurcated from Ministry of Rural Development and made a separate Ministry. After bifurcation, the sanctioned and actual strength of the Ministry of Drinking Water & Sanitation are as under:-

S.No.	Scale of Pay in full with Increment	Group	Total No. of Posts (Sanctioned)	No. of Employees in position	Shortage
1.	80000-Fixed	Group 'A' Gazetted	1	1	0
2.	37400-67000 +10000	Group 'A' Gazetted	2	2	0
3.	37400-67000 +8900	Group 'A' Gazetted	1	1	0
4.	37400-67000 +8700	Group 'A' Gazetted	2	2	0
5.	15600-39100 +7600	Group 'A' Gazetted	7	7	0
6.	15600-39100 +6600	Group 'A' Gazetted	13	9	4
7.	9300-34800 +4800	Group 'B' Gazetted	18	5	5
8.	15600-39100 +5400	Group 'B' Gazetted	0	8	
9.	9300-34800 +4600	Group 'B' Non-Gazetted	26	9	17
10.	9300-34800 +4200	Group 'C' Non-Gazetted	5	8	3 (excess)
11.	5200-20200 +2400	Group 'C' Non-Gazetted	14	9	5
12.	5200-20200 +2000	Group 'C' Non-Gazetted	3	2	1
13.	3050-4590 + 1900	Group 'C' Non-Gazetted	5	4	1
14.	5200-20200 +1800	Group 'D' Non-Gazetted	10	10	0
15.	4440-7440 +1300	Group 'D' Non-Gazetted	1	0	1
Total:			108	77	31

PART II

OBSERVATIONS/ RECOMMENDATIONS OF THE COMMITTEE

Budgetary Planning

2.1 Considering the importance of supply of drinking water and providing sanitation in rural areas, the erstwhile Department of Drinking Water and Sanitation was converted into a full-fledged Ministry viz., the Ministry of Drinking Water and Sanitation with effect from 13 July, 2011. The Committee's examination has revealed that vital sector of rural drinking water supply and rural sanitation has not received adequate allocations as demanded by the Ministry during the Eleventh Plan (2007-12). For instance, for the Eleventh Plan, the Ministry had proposed an allocation of around Rs. 58,000 crore, whereas, the Planning Commission had allocated Rs. 46,690 i.e., a decrease of around 20 percent. The Committee also note that the allocation of Rs. 14,000 crore proposed for the fiscal year 2012-13 is not commensurate with the herculean task of providing safe drinking water and sanitation facilities to 740 million rural population of the country. Considering the fact that the expenditure to fight common diseases borne out of contaminated water and open defecation account for about 6% of the GDP, allocation of Rs. 14,000 crore for the sector which is less than 1% of the annual budget of over Rs. 15 lakh crore is hardly adequate to address the problem in a holistic manner. The Committee could very well estimate that attainment of the objectives of providing safe drinking water and open defecation free rural areas would remain a distant dream until and unless realistic fund are allocated to the Ministry. While endorsing the Demands for Grants of the Ministry, the Committee recommend that more funds should be made available to the Ministry by the Planning Commission/ Ministry of Finance to achieve the objectives set for the sector.

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

2.2 Though the Ministry has incentivized awareness campaign by instituting the Nirmal Gram Puraskar and thus the involvement of the Panchayats, the Committee are disappointed to note that, notwithstanding Entries 11 and 23 of the Eleventh Schedule, the Ministry have not yet prepared a Model Activity Map, covering Functions, Finances and Functionaries, in regard to the role of PRIs, Municipalities and District Planning Committees under the Centrally Sponsored Schemes relating to Drinking Water and Sanitation. The Committee strongly recommend that such an exercise be undertaken without delay so that these Entries in the Eleventh Schedule are operationalised. Moreover, until the planning of Drinking Water and Sanitation schemes are brought within the framework of the Constitution, particularly Articles 243 G and W, and Articles 243 ZD and ZE, the involvement of the elected, democratic institutions of local self-governance will not match the Constitutional requirements. Accordingly, the Committee recommend that the Ministry establish an Expert Committee to examine ways in which the PRIs, Municipalities and District Planning Committees become central to the planning and implementation of Drinking Water and Sanitation Schemes. This will also clarify the accuracy of data relating to these schemes.

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

National Rural Drinking Water Programme (NRDWP)

2.3 The Committee are astonished to find that since the First Five Year Plan (1951-56), more than Rs. 1,55,000 crore have been invested by the Union and State Governments for achieving the objective of providing safe and adequate drinking water to rural populace of the country. However, even after 60 years of implementing the drinking water programmes with different nomenclature and delivery mechanism, there is no unanimity on the figures of coverage. On the one hand, the Ministry claim that 74.88 percent habitations are getting safe and adequate drinking water supply and on the other hand, the NSSO survey proclaim that 90.2 percent of rural households have access to water from safe

sources. A third dimension on the overall coverage of drinking water in the rural areas has been added when the Secretary, during evidence before the Committee, clarified that 90.2 percent coverage includes piped water, tap connections, hand pumps and all protected wells. Keeping in view the absence of uniformity in the data of coverage of drinking water, the Committee recommend that an independent evaluation study may be carried out to determine the actual coverage of drinking water in the rural areas so that the planning process may be properly calibrated for taking corrective measures to cover the entire populace at the earliest.

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

2.4 The Committee are aware that water is a State subject and NRDWP (erstwhile ARWSP) is a scheme of the Union Government which is meant to supplement the efforts of the State Governments. In Committee's view, the objective of accessibility of drinking water alongwith the availability of quality drinking water in rural areas of the country has undergone a radical change to the extent that the 'sustainability of sources' have become all the more important in the present context. The Committee, however, are surprised to note that even after infusing sizeable funds under the NRDWP programme, the Ministry are not in possession of any reliable data on the basis of which it can be conclusively stated that all the sources of drinking water, be it piped water, tap connections, hand pumps, wells etc., are available thorough out the year. The Committee are of the opinion that the efforts of the Ministry to attain the objectives of NRDWP would bear fruits only when the end-users are getting water supply from secured sources regularly. The Committee, therefore, urge the Government to work out modalities to ascertain the sustainability of sources in the form of measuring service standard levels in terms of number of hours and number of days of water supply on priority basis so as to take corrective policy initiatives.

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

2.5 The Committee note that the financial performance of NRDWP has also not been encouraging. For the fiscal year 2011-12, Rs. 9350 crore was allocated at BE stage which was subsequently slashed to Rs. 8500 crore. The Committee are further dismayed to find that the Ministry was able to utilize only a sum of Rs. 7289 crore upto 20.03.2012 which is 22 percent less than the funds allocated at BE stage. This leads to believe that the desired level of financial prudence in expenditure has not been adhered to by the Ministry. The Committee are of considered opinion that keeping in view the poor track record of the Ministry in utilizing the scarce resources, the Planning Commission/Ministry of Finance have been reducing the allocations at RE stage. The Committee, therefore, strongly recommend that from the fiscal year 2012-13 onwards, the Ministry should ensure fullest utilization of funds allocated to them. A road map for the said purpose may be drawn by the Ministry under intimation to the Committee.

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

2.6 The Committee note that the physical performance of NRDWP consists of three aspects, namely, progress made on uncovered habitations, reducing the slipped back habitations and improving the quality-affected habitations. The details of physical performance on these three parameters during the fiscal year 2011-12 have not been encouraging. As against the targets of 1,15,379 and 29,790 fixed for slipped back habitations and quality-affected habitations, the rate of achievements, under these categories were 87,653 and 16,591 respectively. On the aspect of uncovered habitations, the Committee are surprised to find that all uncovered habitations originally identified under Bharat Nirman have been covered and there are no such uncovered habitations to be covered. The Committee find it difficult to give credence to the information furnished by the Ministry on this count as it tantamount to a situation which is better than the most urbanized places in the country. The Committee, therefore, urge the Ministry to revisit the overall position of uncovered habitations at the ground level and apprise the Committee of the outcome of such exercise.

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

Jalmani-standalone water purification system in rural schools

2.7 The Committee note that with a view to providing safe and clean drinking water to children studying in water deficient rural schools, an ambitious programme in the form of 'Jalmani' was introduced by the Ministry in November, 2008. The target, under the programme, was to provide clean drinking water to one lakh schools by March, 2012. The Committee also find that since the inception of the scheme, a total of 75,207 schools have been provided with standalone water purification systems which includes coverage of 11,867 schools during the fiscal year, 2011-12. As a matter of fact, for the fiscal year 2012-13, a sum of Rs. 100 crore has been proposed for the said scheme. The Committee trust that the remaining 24,793 schools would be covered during this fiscal year. However, the Committee require further clarification on two major aspects of the scheme – one, whether the Ministry have reliable data to show that rural schools where the Jalmani scheme has been implemented are having regular supply of water and electricity to run the water purification system and two, what functional arrangements have been made to ensure regular maintenance of water purification system. The Committee also wish to recall its earlier recommendation made in the 19th Report (2011-12) *inter alia* regarding installation of water purification systems that work without electricity, given the erratic power situation in most of the rural areas. The Committee, therefore, strongly recommend that the apprehensions of the Committee may be urgently taken up in the right earnest so as to make the scheme user-friendly, easily-accessible with low-maintenance technology.

In the context of erratic power supply which hinders the operation/working of water purifiers, the Committee would like to emphasize that solar energy/wind energy could be conveniently used as an alternative source of energy which is renewal and eco-friendly. The Committee, therefore, strongly recommend that efforts should be made by the Ministry to explore the viability of using solar/wind energy for not only operating the water purification systems in the rural schools but also in other systems such as water supply through overhead tanks, sewage disposal etc., where electricity is used for booster pumps and

other electrical devices. For this purpose, the Ministry should take up a pilot project, on priority basis, and after evaluating the outcome, the same may be replicated in all the schemes. The Committee would also like the Government to initiate action in the right earnest so as to make the scheme user-friendly, easily-accessible with low-maintenance technology.

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

Uranium contamination

2.8 The Committee, in their 19th Report (2011-12), expressed their concern over the reported detection of uranium contamination in Punjab and strongly recommended that the Ministry should give a clear cut mandate to Bhabha Atomic Research Centre (BARC) to give their Report in a highly time bound manner and take remedial measures without loss of time. The Committee are astonished to hear from the Secretary of the Ministry that BARC is not capacitated to do 100 per cent testing and, therefore, they are now working on training the people of Punjab and also getting their laboratories equipped in a way that they can test this sort of contamination. The Committee are constrained to mention that on the entire issue of taking remedial measures to curb the serious problem of uranium contamination, the Ministry have not shown the desired level of urgency and seriousness. The Committee, therefore, would like to reiterate their earlier recommendation for not only identifying the areas having uranium contamination but also taking remedial measures to secure the rural areas of Punjab from getting contaminated with highly toxic radioactive material. The Committee, therefore, strongly recommend that the Ministry should intervene on this highly sensitive issue which if remained unabated may cause incalculable damage to the health of human beings, livestock, environment and bio-safety. The Committee also expect the Ministry to work with the Government of Punjab in set timelines and apprise them of the progress made in containing this hazard.

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

Total Sanitation Campaign

2.9 The Committee note that the Central Rural Sanitation Programme (CRSP) launched in 1986 was restructured in 1999 and thereafter, the Total Sanitation Campaign (TSC) was launched with effect from April, 1999. The total sanitation campaign is aimed at overall coverage and access to toilets by all in the rural areas by the year, 2017. The Committee also find that the scheme include a range of activities/schemes viz., construction of Individual Household Latrines, Community Sanitary Complex, School Toilet Units, toilet units for Balwadis/Anganwadis and Rural Sanitary Marts. The Ministry have informed that as per data of September 2011, 11.53 crore households have access to toilets leaving a balance of 4.08 crore households without access to toilets. The Ministry have also informed that the total allocation received by them in 11th Plan was Rs. 6540 crore. The Budget Estimates for the fiscal year 2012-13 stands at Rs. 3500 crore. The Committee note the intention of the Ministry to free all rural areas of the country from open defecation by the year 2017, but are skeptical of the real possibility of achieving this objective in view of the fact that whereas it has taken 25 years from 1986 to 2011 to provide access to toilets to 11.35 crore households, the balance of over 4 crore houses is to be covered with a Plan allocation over the 12th Plan period which is no more than double the Eleventh Plan allocation. Also, without the full involvement of the Panchayats, Municipalities and District Planning Committees, it is unlikely that planning and implementation would so dramatically improve as to achieve in five years the stated objective. Moreover, it is doubted that water supply would be so augmented as to keep the toilets in serviceable condition.

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

2.10 The Committee note that, in line with the recommendation of the Committee in their 19th Report (2011-12), convergence between the Indira Awas Yojana (IAY) and the Total Sanitation Campaign (TSC) has been under implementation since 2006. However, since “convergence” has not resulted in IAY houses being furnished with toilets, the Committee recommend that the Ministry set up an Expert Committee to examine the

possibility of moving from “convergence” to “integration” with a view to ensuring that all IAY houses, retrospectively and prospectively, are provided with in-house or attached toilets. The Committee also wish to be informed of the details of number of houses constructed under IAY which have been provided with toilets and those which are without toilets.

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

2.11 The Committee find that Total Sanitation Campaign (TSC) has been conceptualized as a ‘Demand Driven Programme’ and therefore the yearly targets cannot be determined. However, the Committee have experienced that by transforming the programme from ‘rights based’ to ‘demand driven’, the responsibilities of the executing/ implementing organisation could be conveniently shifted to the beneficiaries. In other words, there would not be any pre-determined targets and, therefore, whatever deliveries are attained by an organisation within a specified time frame are regarded and brought under the category of achievements. The accountability of optimum utilisation of scarce resources also gets vitiated due to the fact that lower utilisation of funds is often co-related with the reported lower generation of demand. The Committee are constrained to point out that in order to camouflage the administrative inefficiency and/or fundamental conceptual flaw in the schemes, almost every centrally sponsored scheme of the Government are now being transformed to a demand driven approach. The Committee are of considered view that Total Sanitation Campaign would not be able to deliver the desired results if the scheme continue to be operated on demand driven mode. The Committee, therefore, recommend that a quick study should be initiated by the Ministry to pragmatically analyse the shortcomings of the demand driven approach of TSC so that timely action for re-transforming the scheme to target-oriented approach may be taken. The Committee urge the Government to take the necessary action and apprise the Committee accordingly.

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

Unspent Balances

2.12 The Committee are disappointed to note that even after persistent recommendations of the Committee, there have been huge amounts lying unspent in both the flagship programmes of the Ministry viz., NRDWP and TSC. In this connection, the Committee note that at the end of 2010-11, under NRDWP, Rs. 3766.55 crore was lying unspent which further swelled to Rs. 4893.94 crore as on 31.12.2011. Similarly, under TSC, the unspent balances at the end of 2010-11 was Rs. 1176.56 crore which further increased to a whopping Rs. 1637.54 crore as on 31.12.2011. The Committee have been informed that during the Annual Action Plan discussions with the States, the Ministry have insisted on proper planning to ensure liquidation of unspent balances. The Ministry are also reviewing the expenditure pattern of States on a regular basis through review meetings, visits to States and video conferences with State representatives. It has also been informed that usage of 60% of available resources is a pre-requisite for release of second instalment to States. In view of the acute problem of accumulation of unspent balances, the Committee strongly recommend the Ministry to devise a practical solution to this perennial problem and make every possible efforts to ensure that the problem is tackled at the earliest lest there could be a situation in the coming years, where the unspent balances would surpass the total budgetary allocation of the Department. The concept of incentives to the best performing States as far as liquidation of unspent balances is concerned could also be thought of on the lines of Nirmal Gram Puraskar being implemented by the Ministry. The Committee wish to be apprised of the innovative steps taken by the Department in this regard.

The Committee also recommend that a scheme/ programme may be conceptualized with a view to introducing fund allocation/ utilization electronically under the aegis of PRIs so as to ensure that data is available on the internet, village-wise/ panchayat-wise.

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

Human Resource Development

2.13 In Committee's view, adequate manpower is pre-requisite in any organisation particularly responsible for implementing the social schemes like the drinking water and sanitation. The Committee, however, find that the actual personnel strength of the Ministry, as of now, is 77 as against the sanctioned strength of 108. There are as many as 31 posts lying vacant. As a result of shortage of manpower, the Committee feel that not only the overall monitoring of the flagship schemes has been affected, but also the impact is even more severe in conducting the day-to-day operations of the Ministry, especially when the coverage of these schemes is throughout the country requiring constant liaison with the State Government officials and other stakeholders. The Committee are also not sure whether any O&M study has been undertaken after upgrading the Department as full-fledged Ministry where all Wings are required to work as a unified Ministry. The Committee, accordingly, recommend to carry out a manpower study to assess the requirements and take follow-up action to upgrade the human resources of the Ministry. The Committee would like to be apprised of the follow up action in the matter.

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

**NEW DELHI;
25 April, 2012
5 Vaiskha, 1934 (Saka)**

**SUMITRA MAHAJAN
Chairperson,
Standing Committee on Rural Development**

APPENDIX I

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

MINUTES OF THE EIGHTEENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 26 MARCH, 2012

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room No. 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - Chairperson

MEMBERS

LOK SABHA

2. Shri Manikrao Hodlya Gavit
3. Shri Maheshwar Hazari
4. Shri Ramesh Vishwanath Katti
5. Dr. Ratna De (Nag)
6. Shri A. Sai Prathap
7. Shri Arjun Charan Sethi
8. Dr. Sanjay Singh
9. Smt. Supriya Sule
10. Shri A.K.S. Vijayan

RAJYA SABHA

11. Shri P. Rajeeve

SECRETARIAT

1. Shri Brahm Dutt - Joint Secretary
2. Shri Raju Srivastava - Deputy Secretary

REPRESENTATIVES OF MINISTRY OF DRINKING WATER & SANITATION

1. Smt. Vilasini Ramchandran - Secretary
2. Shri J.S. Mathur - Joint Secretary
3. Shri Vijay Bhaskar - Joint Secretary
4. Shri Sujoy Mojumdar - Director
5. Shri Vijay Mittal - Director

2. At the outset, the Chairperson welcomed the members of the Committee and apprised that the sitting has been convened to take evidence of the representatives of the Ministry of Drinking Water & Sanitation in connection with examination of the Demands for Grants (2012-13) of the Ministry. The Chairperson brought out that the Ministry's working revolves around two flagship schemes viz. National Rural Drinking Water Programme (NRDWP) and Total Sanitation Campaign (TSC).

[Witnesses were then called in]

3. The Chairperson then read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. Thereafter, the Chairperson highlighted the issues of quality standards of drinking water in rural areas, roadmap for Twelfth Plan projects in the area of drinking water & sanitation, working of Research Laboratories and reliability of data showing the achievements of the Ministry in water supply and sanitation sectors in view of the latest data of the Census of India's Houselisting and Housing Census Data, 2011. These issues were responded by the officers of the Ministry. The Committee also sought clarifications, which were responded to by the witnesses.

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

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

The Committee then adjourned.

APPENDIX II

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

EXTRACTS OF THE MINUTES OF THE TWENTY-SECOND SITTING OF THE COMMITTEE HELD ON WEDNESDAY, THE 18 APRIL 2012

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room No. 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - Chairperson

MEMBERS

LOK SABHA

2. Shri Gajanan D. Babar
3. Shri P. Kumar
4. Shri Raghuvir Singh Meena
5. Shri Bishnu Pada Ray
6. Shri Narendra Singh Tomar

RAJYA SABHA

7. Shri Mani Shankar Aiyar
8. Shri Hussain Dalwai
9. Smt. Maya Singh

SECRETARIAT

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

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee then took up for consideration of Draft Reports on Demands for Grants (2012-13) of the Ministry of Drinking Water & Sanitation and X X X. After discussing the Draft Reports in detail the Committee adopted the Draft Reports with some modifications.

3. The Committee also authorized the Chairperson to finalize the above Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

The Committee then adjourned.