

THIRTY-FOURTH REPORT  
STANDING COMMITTEE ON  
RURAL DEVELOPMENT  
(2012-2013)

(FIFTEENTH LOK SABHA)

MINISTRY OF DRINKING WATER AND SANITATION

*[Action taken by the Government on the recommendations contained  
in the Twenty-Seventh Report (Fifteenth Lok Sabha) on Demands for  
Grants (2012-13) of the Ministry of Drinking Water & Sanitation]*

*Presented to Lok Sabha on 18.12.2012*

*Laid in Rajya Sabha on 18.12.2012*



LOK SABHA SECRETARIAT  
NEW DELHI

*December, 2012/Agrahayana, 1934 (Saka)*

C.R.D. No. 080

*Price : Rs. 40.00*

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Fourteenth Edition) and Printed by Anupam Art Printers, New Delhi.

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COMPOSITION OF THE STANDING COMMITTEE ON  
RURAL DEVELOPMENT (2012-2013)

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| 3. Smt. Meenakshi Sharma | — | <i>Deputy Secretary</i>    |
| 4. Shri Satish Kumar     | — | <i>Committee Assistant</i> |

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2012-2013) having been authorised by the Committee to present the Report on their behalf, present the 34th Report on the action taken by the Government on the recommendations contained in the 27th Report of the Standing Committee on Rural Development (15th Lok Sabha) on Demands for Grants (2012-13) of the Ministry of Drinking Water & Sanitation.

2. The 27th Report was presented to Lok Sabha/laid in Rajya Sabha on 2 May, 2012. Replies of the Government to all the recommendations contained in the Report were received on 13 September, 2012.

3. The Report was considered and adopted by the Committee at their sitting held on 14 December, 2012.

4. An analysis of the action taken by the Government on the recommendations contained in the 27th Report of the Committee (Fifteenth Lok Sabha) is given in **Appendix-II**.

NEW DELHI;  
14 December, 2012  

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23 Agrahayana, 1934 (Saka)

SUMITRA MAHAJAN,  
Chairperson,  
Standing Committee on  
Rural Development.





## CHAPTER I

### REPORT

This Report of the Standing Committee on Rural Development (2012-13) deals with the action taken by the Government on the Observations/Recommendations contained in their Twenty-Seventh Report (Fifteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2012-2013.

2. The Twenty-Seventh Report was presented to Lok Sabha on 02.05.2012 and was laid on the Table of Rajya Sabha on the same date. The Report contained 13 Observations/Recommendations.

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

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

Serial Nos. 1, 2, 7, 8, 9, 10, 11 and 12

Total: 08  
Chapter-II

- (ii) Observation/Recommendation which the Committee do not desire to pursue in view of replies of the Government:

Serial No. 5

Total: 01  
Chapter-III

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

Serial No. 6

Total: 01  
Chapter-IV

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

Serial Nos. 3, 4 and 13

Total: 03  
Chapter-V

**4. The Committee desire that final replies in respect of recommendations for which only interim replies have been submitted by the Government included in Chapter-V of this Report and replies to recommendations made in the Chapter-I of this Report may be furnished to the Committee expeditiously.**

5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

**A. Coverage of National Rural Drinking Water Programme**

**Recommendation (Serial No. 4, Para No. 2.4)**

6. The Committee in aforesaid para of the Report had recommended as under:—

“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 along with 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 throughout the year. The Committee are of the opinion that the efforts of the Ministry to attain the objective 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.”

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

“Sustainability of drinking water sources and schemes is possibly the most important challenge that exists in the water supply sector in rural areas. Ensuring that the rural population are provided standard services sustainably at designated levels also makes sure

that investments made in setting up water supply systems are not wasted. Ideally this would mean that every source of drinking water in the country, be it piped water, tap connections, hand pumps, wells etc., are monitored throughout the year with regular inspections and data from the same generated and scrutinized on a concurrent basis. This data is available from the sample survey conducted by NSSO in 2008-09. According to this Survey Report 85.7% of rural households get sufficient drinking water from tap source throughout the year, 89.6% of those using handpump/tubewell and 79.2% of those using protected well got it throughout the year. While this is being done at local levels in many States. The Ministry accepts the recommendation of the Committee to measure service standard levels as timely and necessary. This has also been recommended by the Working Group for the 12th Five Year Plan period. The Ministry shall strive to initiate steps to develop a system capable of such monitoring on a priority basis.”

**8. While considering that the sustainability of water sources was becoming all the more important alongside the accessibility of drinking water and availability of quality drinking water in rural areas, the Committee had recommended the Ministry to work out modalities to ascertain the sustainability of water sources in the form of measuring service standard levels *i.e.* in terms of number of hours and number of days of water supply on priority basis so as to take corrective policy initiatives. The Ministry while accepting the recommendation of the Committee has called it as timely and necessary and has stated that the Government shall strive to initiate steps to develop a system capable of such monitoring on priority basis. While noting that the Working Group for the 12th Five Year Plan has also recommended the same, the Committee would like the Ministry to make vigorous efforts in this regard and apprise the Committee of the steps taken to develop a system capable of measuring service standard levels to enable the end users to get regular water supply from secured sources.**

#### **B. Physical performance of NRDWP**

##### **Recommendation (Serial No. 6, Para No. 2.6)**

9. With regard to physical performance of NRDWP, the Committee recommended as under:—

“The Committee noted 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 achievement, under these categories were 87,653 and 16,591 respectively. On the aspect of uncovered habitations, the Committee noted that all uncovered habitations originally identified under Bharat Nirman have been covered and there are no such uncovered habitations to be covered. The Committee found 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, accordingly, urged the Ministry to revisit the overall position of uncovered habitations at the ground level and apprise the Committee of the outcome of such exercise."

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

"Uncovered habitations are those habitations where no drinking water sources exist at all. States have reported that all habitations identified as Uncovered at the inception of Bharat Nirman have been provided with some drinking water facility and are no longer Uncovered. The States update the overall status of coverage of habitations at the ground level every year. As on 1.4.2012, there are still 2,92,138 Partially Covered habitations where drinking water facilities are present but are not adequate *i.e.* they are supplied with less than 40 litres per capita per day. There are also 99,380 habitations reported with quality problems. As regards the achievement of coverage of habitations in 2011-12, against targets of 1,15,379 and 29,790 Partially Covered and Quality Affected habitations, 1,16,246 PC and 22,121 QA habitations were covered."

**11. While finding it difficult to believe that there were no uncovered habitations originally identified under Bharat Nirman, the Committee had recommended to revisit the overall position of uncovered habitations at the ground level. The Committee are surprised to note from the action taken reply that all habitations identified as uncovered at the inception of 'Bharat Nirman' have been provided with some drinking water facility and are considered no longer uncovered. The Ministry at the same time has also admitted that as on 1.04.2012, there are still 2,92,138 Partially Covered Habitations where drinking water facilities are present but are not adequate *i.e.* they are supplied with less than 40 litres per capita per day.**

The Committee find it unfortunate, that while tackling the problem of drinking water supply, the Ministry has mainly focused on fully covering the uncovered habitations rather than paying attention to improve the water delivery systems and quality of water. The Committee, therefore, feel that coverage of habitations becomes meaningless without ensuring adequate quantity and quality of water being provided to people from secured sources on a sustainable basis. The Committee, therefore, desire the Government to take concrete steps in this regard and apprise the Committee accordingly.

### C. Total Sanitation Campaign

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

12. In the aforesaid para of the Original Report, the Committee had recommended as under:—

“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.”

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

“As per provisions in NBA Guidelines, all houses constructed by the beneficiaries under Indira Awas Yojana (IAY) or any other State rural housing scheme which did not have toilets shall also be eligible for the incentive for creation of sanitation facilities for the targeted groups under NBA. States are being pursued to ensure that all IAY houses are provided with toilet facilities by ensuring appropriate fund flow mechanisms so that financial assistance under both the schemes of NBA and IAY can be channeled to the beneficiaries. The MDWS and Ministry of Rural Development are working on a model for integration of a toilet with IAY dwelling unit against the current practice of convergence.”

14. The Committee had recommended the Ministry to 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 find from the action taken reply furnished by the Government that as per provisions of guidelines of Nirmal Bharat Abhiyan (NBA) earlier known as ‘Total Sanitation Campaign’, all houses constructed by the beneficiaries under IAY or any other State Rural Housing Scheme which did not have toilets shall also be eligible for the incentive for creation of sanitation facilities for the targeted groups under NBA. The Committee also find that the MDWS and Ministry of Rural Development are working on a model for integration of a toilet with IAY dwelling unit against the current practice of convergence. The Committee would like to be apprised of the details of such model.

The Committee had also desired 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. The Committee express their strong unhappiness to note that the reply of the Ministry is silent on this aspect. The Committee would expect the Government to consider their recommendations seriously for implementation. Similarly, they expect proper and complete replies to their recommendations. The Committee, therefore, desire the Government to furnish the relevant data to them expeditiously.

#### **D. Human Resource Development**

##### **Recommendation (Serial No. 13, Para No. 2.13)**

15. The Committee had recommended as under:—

“In Committee’s view, adequate manpower is pre-requisite in any organization 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.”

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

“So far as 31 posts lying vacant in this Ministry are concerned, the matter has been taken up with Department of Personnel & Training and the cadre controlling authority *i.e.* Ministry of Rural Development to fill up the posts. Pending the filling up of posts on regular basis by cadre authorities, retired officials have been engaged keeping in view their experience in Government Service and some outsourced personnel have also been deployed to manage the work of the erstwhile Department.

Consequent upon upgradation of Department of Drinking Water and Sanitation to the level of a Ministry, the need for strengthening and restructuring of existing set up to meet the requirements of the Ministry has been felt immediately. Accordingly, a detailed proposal for strengthening and restructuring of the Ministry indicating the requirement of additional wings, divisions, branches and sections with assessed requirement of 81 additional posts was submitted to Ministry of Finance with the approval of Hon’ble Minister, DW&S.

Department of Expenditure has returned the file with the following observation:—

‘Since Ministry of Drinking Water & Sanitation propose to create 80% more posts than the present sanctioned strength, they are advised to have a scientific study conducted by SIU before the Ministry of DWS arrive at the number of posts to be created. Considering the total ban on creation of posts issued by this Department *vide* our OM dated 31.5.2012, Ministry of DWS may submit the proposal along with SIU’s recommendations after the ban on creation of posts is lifted.’

Action will be taken for a work study by SIU.”

**17. The Committee note from the action taken reply that to fill up 31 posts lying vacant in the erstwhile Department of Drinking Water & Sanitation now upgraded to Ministry, the matter has been**

taken up with the Department of Personnel & Training and the cadre controlling authority *i.e.* Ministry of Rural Development. The Committee have been apprised that pending filling up of posts on regular basis, experienced retired Government officials and outsourced persons have been engaged to manage the work of the Ministry. The Committee desire that to ensure smooth and efficient functioning of the Ministry, all out efforts need to be made regarding filling up of 31 posts lying vacant and, therefore, the matter should be vigorously pursued with the Department of Personnel & Training and the Ministry of Rural Development.

The Committee also find from the reply that consequent upon upgradation of Department to a full-fledged Ministry, the proposal for requirement of 81 additional posts was submitted to Ministry of Finance (Department of Expenditure), who in view of 80% more posts to be created, have advised the Ministry to have a scientific study conducted by SIU and then submit the proposal along with recommendations of SIU after the ban on creation of posts is lifted. The Ministry in the action taken reply has stated that the action will be taken for a work study by SIU. The Committee desire the Ministry to conduct the study by SIU to arrive at the number of posts to be created and thereafter pursue the matter with the Ministry of Finance at the appropriate time to overcome the staff crunch. They also desire to be apprised of the findings of study conducted by SIU and follow up action thereon.



## CHAPTER II

### RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### **Recommendation (Serial No. 1, Para No. 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 allocation as demanded by the Ministry during the Eleventh Plan (2007-12). For instance, for the Eleventh Plan, the Ministry has 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 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 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 funds are allocated to the Ministry. While endorsing the Demand 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.

#### **Reply of the Government**

Provision of Drinking Water Supply and Sustainable Sanitation amenities in rural areas are priority areas for the Government. This has been reflected in the upgradation of the Department of Drinking Water and Sanitation into a full Ministry. It is true that these sectors require large investments for accomplishments of long term goals. This is reflected in the recommendation of the Working Group on Domestic Water and Sanitation for an allocation of Rs. 1,22,750 crore for rural water supply in the XII Plan. The Ministry has been requesting the

Planning Commission to provide higher allocation during the 12th Five Year Plan period. In the first year there has been a significant increase in allocation for rural drinking water supply for 2012-13, which is Rs. 10,500 crore as against RE of Rs. 8500 crore in 2011-12 (24% increase). As regards sanitation, the Ministry has been consistently persuading the Planning Commission for higher allocation of funds under rural sanitation programme. The Planning Commission has agreed to provide sufficient funds and for the year 2012-13, an amount of Rs. 3500 crore have been allocated for Total Sanitation Campaign (TSC) now Nirmal Bharat Abhiyan (NBA) as against Rs. 1500 crore during the previous year. Ministry has proposed an allocation of Rs. 44116 crore during the XIIth Five Year Plan to the Planning Commission and is pursuing the matter.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

#### **Recommendation (Serial No. 2, Para No. 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 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 operationalized. 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 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.

#### **Reply of the Government**

The Working Group for the 12th Five Year Plan period on Rural Domestic and Sanitation setup by the Planning Commission in its recommendations has highlighted the role of local bodies in planning and implementation of programme. Based on the recommendations of the working group, scheme of Total Sanitation Campaign has been revised as the Nirmal Bharat Abhiyan.

The Ministry is carrying out the Activity Mapping Exercise with the objective of covering functions, finances and functionaries in regard to the role of the PRIs etc., under the NRDWP, so as to ensure that the entries in the Eleventh Schedule are operationalised. The revised National Rural Drinking Water Programme (NRDWP), being implemented from 1.4.2009, has specific provisions delineating the role of PRIs in the rural water supply sector. The modified policy recommends supporting the transfer of management and financial responsibility to the lowest level of the PRIs, *i.e.* to the Village Water and Sanitation Committees formed as Standing Committees of the Gram Panchayat. The transfer of responsibilities requires provision of management and financial autonomy to the PRIs, VWSC and community organisations. The paradigm shift brought about in this programme, is to transfer the same to the PRIs (GPs) so as enable the community to plan, implement, manage, operate and maintain their own water supply systems. This decentralised system is the basis on which water security has to be aimed for Para 9.1 of the guidelines focuses on this decentralisation in which the in-village water supply system has to be managed by the local community and the Government has to assist in building the capacities of local communities for this. It also provides for the transfer of existing schemes to the PRIs for O&M Para 12.5 of the Guidelines provides for the involvement of the District level Panchayats under the ambit of which the District Water and Sanitation Mission shall function.

To promote the devolution of functions, funds and functionaries with regards to rural water supply from State Governments to PRIs, the NRDWP allocation criteria of funds to States gives 10% weightage to 'Rural Population Managing Rural Drinking Water Schemes'. In 2011, the Cabinet amended this provision and a Management Devolution Index (MDI) was formulated which could measure the extent of such devolution by various States. The 10% component has thus now been weighted by the MDI. This MDI measures the extent of devolution of funds, functions and functionaries that have actually been made by individual States. The indicators that are included in the MDI are:

- 1. Transfer of Functions to PRIs**
- 1.1 The State Acts and/or executive orders/MoUs defining the transfer of responsibility for infrastructure creation of handpumps to PRIs.
- 1.2 The State Acts and/or executive orders/MoUs defining the transfer of responsibility for infrastructure creation of Single Village Piped Water Schemes to PRIs.
- 1.3 The State Acts and/or executive orders defining the transfer of responsibility for O&M of hand pumps to PRIs.

- 1.4 The State Acts and/or executive orders defining the transfer of responsibility for O&M of Single Village Piped Water Supply Schemes to PRIs.
- 1.5 Proportion of Handpumps whose O&M have been transferred to PRIs.
- 1.6 Proportion of Single Village Piped Water Schemes whose O&M have been transferred to PRIs.
- 1.7 The VWSCs should be Standing/Sub-Committees of GPs under the State Act/Rules.
- 1.8 Proportion of Drinking Water sources for which water quality testing done during the previous years as per the IMIS.

Total for Functions

## **2. Availability/Transfer of funds to PRIs**

- 2.1 Proportion of NRDWP (Coverage and Quality) funds (Central + State share), transferred to PRI\*/DWSM subordinate to ZP accounts.
- 2.2 Proportion of NRDWP (O&M) (Central + State share) transferred to Gram Panchayats accounts.
- 2.3 Whether untied grants from State Plan/non-plan have been transferred to all GPs in preceding financial year.
- 2.4 Whether untied grants from State Finance Commission have been transferred to all GPs in preceding financial year.
- 2.5 Whether unit charges of electricity for pumping in drinking water supply schemes by PRIs equal to or lesser than lowest slab of unit charge for domestic consumers.
- 2.3 Percentage of water charges demand collected by PRIs.

Total for funds transfer to PRIs.

## **3. Functionaries made available to Support PRIs**

- 3.1 Proportion of blocks where block level Diploma/Graduate engineers are available in PHED/PRED/ZP/BP @ one for 1 lakh rural population exclusively for rural water supply and sanitation.
- 3.2 Proportion of filled up DWSM Consultants positions.
- 3.3 Proportion of filled up BRC Coordinators positions.
- 3.4 Proportion of VWSC members trained in RWS functions for at least two days.
- 3.5 Proportion of NRDWP Support funds spent on IEC and HRD activities.

Total for functionaries support to PRIs

#### **4. Good management indicators**

- 4.1 Proportion of households in State provided with household connections.
- 4.2 Proportion of villages with bulk water supplies metered.

The Ministry has from 2011-12 started assessing States on their performance on the above indicators, and on that basis, allocating funds to them under this component. This has now incentivised States to move towards devolution, and we have started to see progress in this regards in many States.

The Working Group on Domestic Water and Sanitation consisting of Experts in the field set up by the Planning Commission for the XIIth Plan has looked into the issue. The report submitted by the Working Group makes the following specific recommendations:—

1. All States should have a State O&M policy for rural drinking water supply focusing on roles of VWSCs, GPs, etc. developed with their involvement. Standard operating procedures for O&M of handpumps and piped water schemes are needed and specific responsibilities identified.
2. VWSCs should be set up in all villages with 50% women members as a sub-committee or standing committee of the GP. All water supply schemes within the GP should be maintained by the Gram Panchayat and managed by VWSC, with metered supply, partial recovery of O&M cost and provision of O&M corpus fund to the VWSC/GP should form the basis of sustainable service delivery. Zilla Panchayats should have a Water Supply O&M Wing to provide continuous technical support to GPs in managing their water supply schemes. Incentives may be provided to the GPs for collecting user charges from the beneficiaries.
3. Block or District Panchayats and Joint Scheme Level Managing Committees consisting of heads of VWSCs/GPs benefited by the scheme should be responsible for overseeing multi-village schemes.
4. The State should focus on creating awareness and building capacities including those of the local population in managing the water supply schemes given to them.
5. The Block Resource Centres that are being newly set up by the States should provide motivation, training, and handholding support etc. to the GP/VWSC, on planning

implementing and managing their water supply schemes and on other issues related to drinking water supply and sanitation.

6. The role of the Gram Sabha has to be institutionalized to be able to obtain peoples participation in water management. It should be obligatory to obtain the approval of the Gram Sabha at different stages of planning, implementing and managing rural water supply schemes.

The Ministry is looking at the above recommendations as a guide to the implementation of the rural water supply programme in the XII Plan.

The Guidelines of Nirmal Bharat Abhiyan (NBA) under the heading "Role of Panchayati Raj Institution" in para 8.1 states: "as per the Constitution 73rd Amendment Act, 1992, Sanitation is included in the 11th Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of NBA. The programme 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 a clean environment by way of safe disposal of wastes. PRIs may engage suitable NGOs for inter-personal IEC and training. Community Complexes constructed under the NBA will be maintained by the Panchayats/Voluntary Organizations/Charitable Trusts. Panchayats can also contribute from their own resources for School Sanitation over and above the prescribed amount. They will act as the custodian of the assets such as the Community Complexes, environmental components, drainage etc. constructed under NBA. GPs can also open and operate the Production Centers/Rural Sanitary Marts." Para 17.3.2 gives details of the role of Gram Panchayats in convening and conducting meeting of Gram Sabha for planning and implementation of NBA, as following:—

"A Gram Sabha will be convened by the Secretary, Gram Panchayat as 'Gram Swachchhata Sabha' (GSS) every six months to undertake mandatory review of progress made under various Month Plans and proceedings of Swachchhata Diwas that were held in the GP. At these meetings, information as prepared by GP Secretary, will be read out by a responsible person from the Community preferably a school teacher/ex-serviceman and displayed publicly, and people will be given opportunity to question officials, seek and obtain information, verify financial expenditure, examine the list of beneficiaries, discuss the priorities reflected in choices made, and critically evaluate the quality of work as well as the services of the programme officials."

Para 8.2 states: “..... GPs must also play a role in the monitoring of the NBA programme. Both Block level and District level PRIs must regularly monitor the implementation along with the concerned officials.”

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

**Recommendation (Serial No. 7, Para No. 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 stand alone 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. 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.

### **Reply of the Government**

As regards Jalmani, the technologies and products suggested under the scheme have been clearly indicated as recommended for (a) rural schools with electricity or (b) rural schools without electricity. Therefore while selecting the technology and product to be installed in each school, the States have to consider the availability of electricity in the schools. It is stated that against the target of providing 1,00,000 standalone water purification systems in water deficient rural schools under Jalmani, as on 18.7.2012, about 86,827 rural schools have been provided with the same. It is targeted to cover the remaining rural schools during the current financial year, 2012-13.

The Ministry had conducted a third party independent Evaluation Study on the performance of Jalmani Programme and the recommendations of the study were sent to the States for taking up necessary improvements.

As per guidelines of Jalmani Programme, the five year O & M costs have to be inbuilt along with capital cost while procuring the standalone water purification system. This is to ensure that the systems will get adequate maintenance.

Under National Rural Drinking Water Programme, there is a sustainability component under which 10% of funds are released to the States for creating sustainability structures of water sources. Under this component, funding for use of solar/wind energy for providing safe drinking water is allowed.

As regards usage of solar energy for rural water supply systems, the Ministry has proposed a project for installing solar powered pump based piped water supply schemes in 10,000 rural habitations of 82 Integrated Action plan districts with funding from NRDWP and the National Clean Energy Fund.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### **Recommendation (Serial No. 8, Para No. 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 was astonished to hear from the Secretary of the Ministry that BARC is not capacitated to do 100 per cent testing and , 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 recommendations 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 incurable 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 appraise them of the progress made in containing the hazard.

#### **Reply of the Government**

It may be stated that Bhabha Atomic Research Centre (BARC) has already been given clear-cut mandate to give their report. A total of 1690 samples were sent to BARC for analysis for Uranium contamination. Against this BARC has sent back 1686 test reports. As per the report, 261 samples recorded uranium levels in excess of AERB standard of 60 g/l.

On the request of Government of Punjab the Ministry has permitted utilization of NRDWP funds to set up R.O. systems wherever alternate safe groundwater or surface water sources are not available taking due precautions for proper reject management.

It may also be stated here that an Expert Committee consisting of specialists from Department of Science and Technology, Ministry of Drinking Water and Sanitation and Government of Punjab has been constituted to finalize technological interventions for uranium removal in drinking water sources.

Government of Punjab is setting up a new Advanced Water quality testing laboratory in Mohali SAS Nagar for testing of uranium and heavy metals contamination in drinking water sources. The Hon'ble Minister for Rural Development and Drinking Water and Sanitation has laid the foundation stone for setting up of this State of art laboratory on 6.7.2012 and has announced that this will be a Regional Centre catering to the needs of other States in the region also. BARC has been requested to assist the State in this regard.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### **Recommendation (Serial No. 9, Para No. 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.

### **Reply of the Government**

The Ministry has recast the Total Sanitation Campaign (TSC) as Nirmal Bharat Abhiyan (NBA) with modified approaches for comprehensive sanitation coverage. The strategy is to transform rural India into 'Nirmal Bharat' by adopting in a phased manner community saturation approach. It lays emphasis on awareness creation of entire community for sanitary facilities in all households and public institutions for a clean environment in the entire Gram Panchayat. The provision of incentives for individual household latrine units to the households has been widened to cover households under identified APL categories along with all BPLs, so as to attain community outcomes. Ensuring facilities for availability of water in the Gram Panchayat has been made an important factor for creating and sustaining sanitation facilities. Rural School Sanitation remains a major component focusing on children for inculcating good practices from a young age. Technology options are being provided to meet the customer preferences and location-specific needs. Intensive IEC Campaign is the corner stone of the programme involving Panchayati Raj Institutions,

Co-operatives, ASHA, Anganwadi workers, Women Groups, Self-Help Groups, NGOs etc. More transparent system involving social audit and active people's participation in the implementation process of NBA has been introduced. The guidelines provide for Gram Swachchhata Sabha to be convened by Gram Panchayats for mandatory review of sanitation activities. Convergence with MNREGS has been worked out to facilitate more fund availability for construction of toilets by the rural households. The programme is to be implemented by the Panchayati Raj Institutions at all levels. They are to carry out the social mobilization for the construction of toilets and also maintain a clean environment by way of safe disposal of wastes. With these measures, it is expected that objective of access to toilets to 50% of the rural households as per census 2011 would be achieved by the year 2017 and to the entire rural areas of the country by the year 2022.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

#### **Recommendation (Serial No. 10, Para No. 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.

#### **Reply of the Government**

As per provisions in NBA Guidelines, all houses constructed by the beneficiaries under Indira Awas Yojana (IAY) or any other state rural housing scheme which did not have toilets shall also be eligible for the incentive for creation of sanitation facilities for the targeted groups under NBA. States are being pursued to ensure that all IAY houses are provided with toilet facilities by ensuring appropriate fund flow mechanisms so that financial assistance under both the schemes of NBA and IAY can be channeled to the beneficiaries. The MDWS and Ministry of Rural Development are working on a model for integration of a toilet with IAY dwelling unit against the current practice of convergence.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### **Comments of the Committee**

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

#### **Recommendation (Serial No. 11, Para No. 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.

#### **Reply of the Government**

As per the recommendations of the Working Group set up by Planning Commission, the restructured scheme of NBA adopts a phased saturation approach that looks at Nirmal Grams as the outcome where every household in the community constructs and uses a toilet. NBA focuses on shift from creation of individual demand for toilets to community coverage of sanitation facilities of whole Gram Panchayats through appropriate area-specific IEC to trigger community outcomes. Under the revised programme all states are required to identify Gram Panchayats for achieving 'Nirmal' outcomes. Provision has also been made in NBA for adequate funding of solid and Liquid Waste Management in Gram Panchayats with allocation being made on basis of number of households to ensure that the entire Gram Panchayat becomes open defecation free with a hygienic and clean environment. Outcomes would be assessed on the basis of Nirmal Gram Panchayats created.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### **Recommendation (Serial No. 12, Para No. 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 installment 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.

### **Reply of the Government**

The opening balance under TSC as on 1.4.2011 was Rs. 1176 crore which increased to Rs. 1291 crore on 1.4.2012 in absolute terms. However, in terms of percentage of total release to the States the opening balance was around 17.5% on 1.4.2011 which actually reduced to 15.7% on 1.4.2012. Thus the opening balance has reduced in comparative terms with the efforts put in by the Ministry in speeding up utilization. However, to bring down the opening balance further down, the Ministry has adopted some changes in the release procedure of Grant-in-aid to States under NBA. Utilization of 60% of the available funds with the SWSM *i.e.* opening balance, funds released as first installment of Grant-in-aid under NBA during the year and interest earned thereon, Central Share and State Share separately has been

made mandatory before release of further installments to a State. In addition, the fund to be released to a State shall be reduced by the amount of opening balance in excess of 10% of the previous year's release to the State. Thus the States will have to be prudent in spending funds for getting additional funds under the programme. The measure is likely to further reduce the opening balances available with the States.

The unspent balance under the NRDWP, as on 1.4.2011, was Rs. 3901.61 crore. The unspent balance as on 1.4.2012 was Rs. 3376.85 crore, a reduction of about 15%. This reduction has been possible due to the efforts put in by the Ministry in pushing States to utilise funds on time. While the requirement of the State having to utilise at least 60% of available funds before they are released the second installment is strictly followed, certain other initiatives have been taken up earnestly by the Ministry. In the regular meetings and video conferences being held to constantly review the pace of expenditure by the States, they are being urged to utilise their available funds quickly so that they can receive the second installment early in the year. One of the main reasons of the high closing balances as on 31.3.2012 is the late release of second installment to States, almost towards the fag end of the year, due to the late utilisation of available funds and subsequent late submission of proposal for the second installment.

A new initiative that has been implemented in 2012-13, is that the OB available with the State as on 1.4.2012, is being taken into account before the first installment is released. This has been done by reducing the amount released to the State as first installment, by the amount in excess of permissible OB, (*i.e.* 10% of previous years releases to the State). This has also helped to push States to utilise the available funds quickly. Further, as suggested by the Committee, States are being incentivised to perform better by making available additional funds in the form of a third installment, if they wish to claim for the same, after using up 60% of the funds available (OB + 1st instt. + 2nd instt.). This is released from the savings with the Ministry at the national level at the end of the year. Another initiative of the Government of India is the setting up of the Central Plan Scheme Monitoring System (CPSMS) of the Ministry of Finance, through which the Government has tied up with the Banks to monitor the actual balances available in the various bank accounts of the programme implementing units at various levels in the States. While the system will take sometime to become fully functional, it shall be an effective system of monitoring expenditure.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### CHAPTER III

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

##### Recommendation (Serial No. 5, Para No. 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 20.3.2012 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 allocation 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.

##### Reply of the Government

The Ministry would like to submit that Rs. 9350 crore was the BE for the NRDWP for 2011-12. The expenditure benchmarks fixed by the Ministry of Finance was to utilise 67% of BE by 31.12.2012, which was achieved by the Ministry. At the RE stage the allocation was revised to Rs. 8500 crore, against which the Ministry recorded an expenditure of Rs. 8493.15 crore (99.91%) by 31.3.2012. Further, for every year of the XIth Five year plan, beginning 2007-08, the Ministry has made all efforts to ensure fullest utilization of funds allocated to it and this is evidenced by the fact that the utilization of funds allocated for the NRDWP (ARWSP) by the Ministry has been close to 100%.

(Rs. in crore)

Year	Budget Estimates	Revised Estimates	Utilisation	% of RE
2007-08	6500.00	6400.00	6442.76	100.66
2008-09	7300.00	7300.00	7298.79	99.98
2009-10	8000.00	8000.00	7989.72	99.87
2010-11	9000.00	9000.00	8986.74	99.85
2011-12	9350.00	8500.00	8493.15	99.91
	40150	39200	39211.16	100.03

It is therefore submitted that the Ministry's track record for utilization of funds for rural water supply is not poor. Like in previous years, for 2012-13, the Ministry has a definite road map in place to ensure that funds provided are utilised. The Ministry has prepared a Monthly Expenditure Plan as per which it plans to utilize 15% of the allocated funds in the first quarter, 25% in the second quarter, 27% in the third quarter and the balance 33% in the last quarter. The Ministry is also continuously monitoring expenditure by State Governments through the IMIS and regular review meetings with State Governments to ensure that an expenditure plan is prepared by every State and implemented.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]



## CHAPTER IV

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

#### **Recommendation (Serial No. 6, Para No. 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 achievement, 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.

#### **Reply of the Government**

Uncovered habitations are those habitations where no drinking water sources exist at all. States have reported that all habitations identified as Uncovered at the inception of Bharat Nirman have been provided with some drinking water facility and are no longer Uncovered. The States update the overall status of coverage of habitations at the ground level every year. As on 1.4.2012, there are still 2,92,138 Partially Covered habitations where drinking water facilities are present but are not adequate *i.e.* they are supplied with less than 40 litres per capita per day. There are also 99,380 habitations reported with quality problems. As regards the achievement of coverage of habitations in 2011-12, against targets of 1,15,379 and 29,790 Partially Covered and Quality Affected habitations, 1,16,246 PC and 22,121 QA habitations were covered.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

#### **Comments of the Committee**

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

## CHAPTER V

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

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

The Committee are astonished to find that since the First Five Year Plan (1951–56), more than 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 programme with different nomenclature and delivery mechanism, there is no uniformity on the figures of coverage. On the one hand, the Ministry claim that 74.88 per cent habitations are getting safe and adequate drinking water supply and on the other hand, the NSSO survey proclaim that 90.2 per cent 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 Secretary, during evidence before the Committee, clarified that 90.2 per cent 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.

#### **Reply of the Government**

Regarding the fact mentioned that the Ministry claims on the basis of the IMIS data that 74.88% of rural habitations are getting safe and adequate drinking water supply, it is again clarified that these are the rural habitations which are reported as fully covered and not rural households. Whereas the NSSO survey gives coverage of rural households showing 90.2% of the population getting water from safe sources. As regards the averment of Secretary DWS that 90.2 per cent coverage includes piped water, tap connections, hand pumps and all protected wells, this is exactly the definition of “improved sources” used by the Joint Monitoring Programme (JMP) of UNICEF and WHO, which monitors the achievement of the MDGs by countries. The Census 2011 which has independently assessed access to drinking water

facilities of all rural households in the country also reveals that 84.02% of the rural households have tap water, covered well water and handpump/tubewell water as the main source of drinking water. Since the Census 2011 figures are now available these are the most authentic, complete and independent assessment of coverage. States have been addressed to identify habitations without safe drinking water sources and also those where the drinking water source is more than 500 metres away from households and include them in their Annual Action Plans for taking corrective measures to cover them at the earliest. However it is definitely conceded that the data on the IMIS needs to be continuously evaluated and improved. The Ministry has in 2012-13 commissioned an independent evaluation study of the data entered on the IMIS by States, the report of which is expected to be available by the beginning of 2013-14.

[O.M. No. H.11011/03/2012-DWS (Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

#### **Recommendation (Serial No. 4, Para No. 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 along with 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 throughout the year. The Committee are of the opinion that the efforts of the Ministry to attain the objective 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.

#### **Reply of the Government**

Sustainability of drinking water sources and schemes is possibly the most important challenge that exists in the water supply sector in rural areas. Ensuring that the rural population are provided standard

services sustainably at designated levels, also makes sure that investments made in setting up water supply systems are not wasted. Ideally this would mean that every source of drinking water in the country, be it piped water, tap connections, hand pumps, wells etc., are monitored throughout the year with regular inspections and data from the same generated and scrutinized on a concurrent basis. This data is available from the sample survey conducted by NSSO in 2008-09. According to this Survey Report 85.7% of rural households get sufficient drinking water from tap source throughout the year, 89.6% of those using handpump/tubewell and 79.2% of those using protected well got it throughout the year. While this is being done at local levels in many States. The Ministry accepts the recommendation of the Committee to measure service standard levels as timely and necessary. This has also been recommended by the Working Group for the 12th Five Year Plan period. The Ministry shall strive to initiate steps to develop a system capable of such monitoring on a priority basis.

[O.M. No. H.11011/03/2012-DWS(Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

#### **Comments of the Committee**

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

#### **Recommendation (Serial No. 13, Para No. 2.13)**

In Committee's view, adequate manpower is pre-requisite in any organization 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.

### Reply of the Government

So far as 31 posts lying vacant in this Ministry are concerned, the matter has been taken up with Department of Personnel and Training and the cadre controlling authority *i.e.* Ministry of Rural Development to fill up the posts. Pending the filling up of posts on regular basis by Cadre authorities, retired officials have been engaged keeping in view their experience in Government Service and some Outsourced personnel have also been deployed to manage the work of the erstwhile Department.

Consequent upon upgradation of Department of Drinking Water and Sanitation to the level of a Ministry, the need for strengthening and restructuring of existing set up to meet the requirements of the Ministry has been felt immediately. Accordingly, a detailed proposal for strengthening and restructuring of the Ministry indicating the requirement of additional wings, divisions, branches and sections with assessed requirement of 81 additional posts was submitted to Ministry of Finance with the approval of Hon'ble Minister, DW&S.

Department of Expenditure has returned the file with the following observation:—

“Since Ministry of Drinking Water and Sanitation propose to create 80% more posts than the present sanctioned strength, they are advised to have a scientific study conducted by SIU before the Ministry of DWS arrive at the number of posts to be created. Considering the total ban on creation of posts issued by this Department *vide* our OM dated 31.5.2012, Ministry of DWS may submit the proposal along with SIU's recommendations after the ban on creation of posts is lifted.”

Action will be taken for a work study by SIU.

[O.M. No. H.11011/03/2012-DWS(Coord.) dated 13 September, 2012,  
Ministry of Drinking Water & Sanitation]

### Comments of the Committee

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

NEW DELHI;  
14 December, 2012  
23 Agra Hayana, 1934 (Saka)

SUMITRA MAHAJAN,  
Chairperson,  
Standing Committee on  
Rural Development.

## APPENDIX I

### COMMITTEE ON RURAL DEVELOPMENT (2012-2013)

#### EXTRACTS OF THE MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 14 DECEMBER, 2012

The Committee sat from 1000 hrs. to 1050 hrs. in Committee Room No. 62, First Floor, Parliament House, New Delhi.

#### PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

#### MEMBERS

##### *Lok Sabha*

2. Shri Maheshwar Hazari
3. Shri Anantha Venkatarami Reddy
4. Dr. Sanjay Singh
5. Smt. Supriya Sule
6. Smt. Annu Tandon
7. Smt. Usha Verma
8. Shri Madhu Goud Yaskhi

##### *Rajya Sabha*

9. Shri Mahendra Singh Mahra
10. Dr. Chandan Mitra
11. Shri C.P. Narayanan
12. Shri Mohan Singh
13. Prof. Saif-ud-Din Soz

#### SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Smt. Meenakshi Sharma — *Deputy Secretary*



## APPENDIX II

[Vide Introduction of Report]

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

I. Total number of recommendations:	13
II. Recommendations that have been accepted by the Government:	
Serial Nos. 1, 2, 7, 8, 9, 10, 11 and 12	
Total:	08
Percentage:	61.55%
III. Recommendations which the Committee do not desire to pursue in view of the Government's replies:	
Serial No. 5	
Total:	01
Percentage:	7.69%
IV. Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
Serial No. 6	
Total:	01
Percentage:	7.69%
V. Recommendations in respect of which final replies of the Government are still awaited:	
Serial Nos. 3, 4 and 13	
Total:	03
Percentage:	23.07%