

## MINISTRY OF DRINKING WATER AND SANITATION

### EVALUATION OF RURAL DRINKING WATER PROGRAMMES

[Action taken by Government on the recommendations contained in the Second Report (Sixteenth Lok Sabha) of the Committee on Estimates]

### COMMITTEE ON ESTIMATES (2016-17)

### SIXTEENTH REPORT

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(SIXTEENTH LOK SABHA)



LOK SABHA SECRETARIAT  
NEW DELHI

**SIXTEENTH REPORT**

**COMMITTEE ON ESTIMATES  
(2016-17)**

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Report (Sixteenth Lok Sabha) of the Committee on Estimates]**

(Presented to Lok Sabha on 11.08.2016)

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**LOK SABHA SECRETARIAT  
NEW DELHI  
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## **COMPOSITION OF THE COMMITTEE ON ESTIMATES (2016-17)**

Dr. Murli Manohar Joshi – Chairperson

### **MEMBERS**

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3. Shri A. Arunmozhithevan
4. Shri George Baker
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29. Shri Rajesh Verma
30. Shri Jai Prakash Narayan Yadav

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\* Elected Vide Lok Sabha Bulletin Part-II No. 3908 dated 28.07.2016 vice Shri Arjun Ram Meghwal appointed as Minister.

## SECRETARIAT

1. Shri Devender Singh - Additional Secretary
2. Shri Vipin Kumar - Director
3. Shri Srinivasulu Gunda - Additional Director
4. Shri R. S. Negi - Under Secretary

## INTRODUCTION

I, the Chairman of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this Sixteenth Report on action taken by the Government on the observations/recommendations contained in the Second Report of Estimates Committee (Sixteenth Lok Sabha) on the subject 'Evaluation of Rural Drinking Water Programmes' pertaining to the Ministry of Drinking Water and Sanitation.

2. The Second Report of the Committee was presented to Lok Sabha on 28 April, 2015. Action Taken Notes on the Observations/Recommendations pertaining to the Ministry of Drinking Water and Sanitation were received by 18 December, 2015. The Draft Report was considered and adopted by the Committee on Estimates (2016-17) at their sitting held on the 20 May, 2016.

3. An analysis of action taken by Government on the recommendations contained in the Second Report of the Committee on Estimates (Sixteenth Lok Sabha) is given in Appendix II.

**NEW DELHI;**  
**04 August, 2016**  
**13 Shrawana, 1938 (saka)**

**DR. MURLI MANOHAR JOSHI**  
**Chairperson,**  
**Committee on Estimates.**

## CHAPTER I

### REPORT

This Report of the Committee deals with the action taken by the Government on the recommendations contained in the Second Report (Sixteenth Lok Sabha) on the subject 'Evaluation of Rural Drinking Water Programmes' pertaining to the Ministry of Drinking Water and Sanitation.

1.2 The 2<sup>nd</sup> Report (16<sup>th</sup> Lok Sabha) was presented to Lok Sabha on April 28, 2015. It contained 13 observations/recommendations. Action Taken Notes on all these observations/recommendations were received from the Ministry of Drinking Water and Sanitation on 18.12.2015.

1.3 Replies to the observations and recommendations contained in the Report have broadly been categorized as under:-

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

Sl. Nos. 3, 4, 5, 6, 7, 8, 9, 10, 12 and 13 (Total 10 )  
(Chapter-II)

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

Sl. No. 1 (Total 1 )  
(Chapter-III)

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

Sl. Nos. 2 and 11 (Total 2 )  
(Chapter IV)



(iv) Recommendations/Observations in respect of which final reply of Government is still awaited:

Sl. Nos.	Nil	(Total )
		(Chapter V)

**1.4. The Committee desire that response to the comments contained in Chapter I of this Report should be furnished to them expeditiously.**

1.5 The Committee will now deal with the action taken by the Government on some of their recommendations.

**Coverage of Rural Habitations under National Rural Drinking Water Programme (NRDWP)**  
**(Recommendation Para No.2)**

1.6 The Committee noted that despite bestowed with sources of surface water in abundance, most of it is contaminated or allowed to go waste in the sea and the country faces chronic drinking water shortage. They further noted that the problem of drinking water has aggravated by the competing pressures of the eco-systems, the agriculture, industry and energy sectors. The Committee note that having regard to the magnitude of the problem, the Union Government pro-actively supplements and coordinates the efforts of the State Governments. To tackle the problem of safe drinking water in the rural areas of the country, the first water supply and sanitation programme was introduced in social sector in 1954. Thereafter, a major intervention of Government of India started in 1972-73 through the Accelerated Rural Water Supply Programme (ARWSP) to accelerate the coverage of drinking water. ARWSP was modified and renamed as the 'National Rural Drinking Water Programme' (NRDWP) and a separate Ministry of Drinking Water and Sanitation was set up in the year 2011.

1.7 While examining the Outcome Budget of the Ministry of Drinking Water and Sanitation, the Committee observed that despite a massive investment of more than ₹1,64,700 crore in the rural water supply sector by the Central and State Governments

since the first Five Year Plan, only 75% of the total rural habitations have been covered with adequate potable water. As per the National Sample Survey Organisation (NSSO), upto December 2012 only 88.5% of rural households had access to drinking water from protected sources whereas 11.5% households were yet to have access to safe drinking water. However, according to the Ministry after adding 3,68,463 rural habitations which are partially covered, the total percentage of habitations which have access to safe drinking water reaches 95.34% as per the data entered by States as on 1 April, 2014 on Integrated Management Information System (IMIS).

1.8 They further noted that the Environment Hygiene Committee (Bhor Committee) had in 1949 recommended a very reasonable and achievable target of providing drinking water to 90% of the population of the country in 40 years i.e. by 1989. The Committee are deeply dismayed that even after 67 years of independence, the basic objective of a Welfare State to provide adequate and safe drinking water to all its citizenry specially those living in rural/remote/hard areas whose economic conditions are compelling is yet to be achieved despite infusion of a massive investment of ₹ 1.65 lakh crore. The Committee, therefore, recommended that the Government fix the norms of potable water availability for semi urban and rural areas and the timeline by which the envisaged quality and quantity of potable water would be made available to all rural parts and regions of the country.

1.9 In their Action Taken Replies the Ministry have stated that in its guidelines of National Rural Drinking Water Programme (NRDWP), norms of 40 liters per capita per day of potable drinking water to the rural population has already been fixed. The States have, however, been given flexibility to increase this norm based on the demand and availability of water and the resources available with the States. Once the service delivery level of 40 lpcd (Liters per capita per day) is achieved, the norm can be gradually increased to 55 lpcd, and thereafter to 70lpcd or more. As on 14.12.2015 a total of 12,91,947 rural habitations with a population coverage of 6594.39 lakhs is getting 40 lpcd or more of potable drinking water which is 72.95 % of the total rural population in the country. If the norm is taken as 55 lpcd, then a total of 7,76,280 rural habitations with a population coverage of 3779.08 lakhs are getting drinking water which

is 41.80 % of the total rural population in the country. The fixation of norms for semi urban areas is not done separately as they are primarily rural areas adjacent to urban towns/ cities.

1.10 Regarding the timeline by which the envisaged quality and quantity of potable water (40lpcd) could be achieved throughout the country without any exception, it is submitted that providing the drinking water to the rural population is ongoing and continuous process and the Government both at the State and Centre have to contend with various issues and constraining factors while executing the programme. A large number of the slippages of fully covered habitations to the status of partially covered is happening due to reduction in yield of tube wells /hand pumps and due to depletion of ground water level which is caused essentially by inadequate rainfall. Scanty and irregular rainfall in many parts of the country is a phenomenon which has been happening in considerable parts of the country since last many years. The source security of drinking water can be achieved on a 100% basis only when our entire rural drinking water supply is based on water grids with water intake from perennial surface water sources is ensured throughout the year. As of now about 85% of our current rural water supply schemes are based on groundwater sources and as recharge of groundwater is primarily through adequate rainfall, the slippages of habitations to partially covered status would continue to some extent and cannot be eliminated altogether.

**1.11 The Committee take a serious note of the casual reply furnished by the Ministry of Drinking Water and Sanitation. In course of examination of the Outcome Budget, the Committee were informed that 75 % of the total rural habitations had adequate potable water supply. After adding 3,68,463 rural habitations which were partially covered, the total percentage of rural habitations which have access to safe drinking water reaches 95.34% as per the data entered by the States as on 1 April, 2014 on Integrated Management Information System (IMIS). However, in the Action Taken reply it is stated that as on 14.12.2015, a total of 12,91,947 rural habitations with a population coverage of 6594.39 lakhs is getting**

**40 lpcd or more of potable drinking water which is 72.95% of the total rural population in the country. The Committee would therefore like to have a clarification as to how the percentage of rural population has declined by 22.39% as on 14.12.15 vis-a-vis the percentage of population covered as on 1.4.14. If the norm is taken as 55 lpcd, then a total of 7,76,280 rural habitations with a population coverage of 3779.08 lakhs are getting drinking water which is 41.80% of the total rural population in the country. The fixation of norms for semi urban areas is not done separately as they are primarily rural areas adjacent to urban towns/ cities. The Committee are not convinced how the country will become open defecation free and emerge a Swatch Bharat with so little per capita water supply barely able to meet drinking and other domestic needs. The Committee further note that the security of drinking water can be achieved on a 100% basis only when the entire rural drinking water supply is based on water grids and water intake from perennial surface water sources throughout the year. They therefore, recommend that the norms for allocation of potable water in rural habitations be amended suitably and expeditiously and also the work on development of entire rural drinking water supply based on water grids and water intake from perennial surface water sources be taken up in a time bound manner considering the fact the right to have adequate and safe drinking water is an integral part of the fundamental right to life.**

**Drinking Water Supply Programmes**  
**(Recommendation Para No. 3)**

1.12 The Committee had deplored that the programme(s) meant for drinking water supply in rural areas and allocating resources was renamed without addressing responsibility and accountability issues so vital for the success of these programme(s). The examination by the Committee had established that the continued failure of the successive schemes for provision of drinking water to rural areas is attributable to lack of proper planning, coordination and control on the part of the Union Government. They were of the considered view that mobilization of resources, their allocation, release to States and sustained monitoring are an integral part of any developmental architecture. More so, a scheme of such a magnitude requires continuous monitoring, constant

supervision and coordination by the Union Government as the implementing agencies belong to the States. The Committee were surprised how the Union Government, the major contributor towards funding of all the schemes pertaining to drinking water in rural areas, remained oblivious to the stark ground situation. This indifference of the Government was evident from the way the Integrated Management Information System data was being got verified. The Committee noted that an independent evaluation study was commissioned by the Union Government for the purpose in 2011-12 but there was no trace of the report more than three years later. Keeping in view the dismal potable water supply scenario, the depleting water table and the rising dark blocks, acute power shortages affecting water supply and the unreliable system of collecting and monitoring the vital data regarding the drinking water supply programme, the Committee had recommended that a complete reorientation of the role and strategy of the Union Government was essential to make the scheme a success. Further, a system of concurrent and continuous monitoring and evaluation was needed to be put in place without any delay and the Committee was to be apprised of the same within three months.

1.13 The Ministry in their Action Taken Reply have stated that they are of the view that the NRDWP or its earlier version Accelerated Rural Water Supply Programme (ARWSP) has not been a failure. With the available resources, both human and financial, at its disposal, the Ministry has made significant if not outstanding achievements to showcase. It is true and much is being spoken and written about the total investments of Rs. 1,64,700 crores in this sector since last 67 years . In per capita terms, considering a total rural population of 9038.94 lakhs, it comes to a mere Rs.272 per capita per year which in the view of the Ministry is not adequate. The Ministry takes all efforts to monitor the ground realities of rural drinking water supply situation in the country by having field visits of Area Officers, video-conferencing, surprise-checks in the villages etc. The Government monitors the execution of the Programme through National Level Monitors also who submit their report to the Ministry of Drinking Water and Sanitation. The Ministry has an online Integrated Management Information System (IMIS) in which data related to various components of the programme upto the

habitation level are being captured and maintained. It is dynamic system in which overview and the current status of the programme are reflected and is in public domain for everyone to see.

With respect to the recommendations regarding the complete reorientation of the scheme it is submitted that as per the recommendations, the scheme guidelines are being looked into for necessary modifications / improvements.

**1.14 The Committee are not convinced with the reply of the Government that with the available resources at its disposal, both human and financial, that made significant achievements. Apparently, despite being aware of the shortcomings in implementation of NRDWP and APWSP, timely corrective measures for the success of these programmes were not taken. However, as the Government have agreed to look into the NRDWP scheme for necessary modification/improvements, the Committee would like to be apprised of the modifications made and their likely impact. The Committee also wish to reiterate that citizenship being a Union subject and that the citizens have an inalienable right to have adequate and safe drinking water, the Union Government must evolve a sound policy on allocation of water for drinking, irrigation, industrial and other purposes within a definitive time frame and the Committee be apprised.**

**Availability of Water**  
**(Recommendation Para No.4)**

1.15 The Committee note that no holistic and comprehensive mapping of all sources of water in the country has been done. Further, there is sheer want of effective coordination between the Union Ministries *inter se* and the Union and the State Governments and there is no vision document on water availability and usages, the Committee, therefore, recommend that:

- (i) A comprehensive water mapping of all sources of water be done to facilitate rational allocation and distribution of water to agriculture, industry, drinking water and other sectors in a well-prioritized manner;

(ii) A close watch be kept on the allocation, distribution and usage of water by the competing sectors so that concurrent and effective remedial measures could be taken in any situation without any loss of time;

(iii) The Ministry of Water Resources, River Development and Ganga Rejuvenation should make this a well-coordinated and continuous affair on the lines of 'State of Agriculture in India' Report being annually brought out by the Ministry of Agriculture (Department of Agriculture and Cooperation) and bring out a Report on 'State of Water in India' and in like manner present it to Parliament every year during the Budget Session;

(iv) Further, the Government should also come up with a 'White Paper' on their efforts made so far in the light of recommendations made by Bhor Committee, 1949 so that not only the problematic areas are clearly identified and understood but also the hugely belated course correction is put in place at once to ensure universal availability and accessibility of drinking water in rural areas at least by the end of Twelfth Plan.

(v) The Government should come up with a Vision Document on water availability and its usage in various sectors so that the much needed balance in the demands of various competing sectors is restored and maintained; and

(vi) The independent evaluation study of the data entered into IMIS by the States which is lingering on since 2012-13 be completed without any further delay. The Committee would like to be apprised of its findings and action taken thereupon by the Union Government within three months of the presentation of this Report.

1.16 The Ministry in their Action Taken Reply has stated that the holistic and comprehensive mapping of sources of water in the country essentially fall under the domain of Ministry of Water Resources, River Development and Ganga Rejuvenation. However, the point wise response of the Ministry are given below:

(i) The Central Water Commission of the Ministry of Water Resources, River Development and Ganga Rejuvenation has developed a web-enabled Geographic Information System (GIS) called Water Resources Information System (WRIS) which monitors surface water availability in various sources across the country. Since 85% of

the drinking water sources are based on groundwater, the Ministry of Drinking Water and Sanitation in collaboration with National Remote Sensing Centre (NRSC), Hyderabad has completed 4,898 groundwater prospect maps based on hydro geomorphology (HGM) using GIS and satellite data. These maps have been shared in the WRIS portal as well as in the Bhuvan portal maintained by NRSC, Hyderabad. Using these two systems, conjunctive use of surface water and groundwater for various sectors like agriculture, drinking and industry, etc. can be planned. The digital data on groundwater prospect maps have also been shared with Central Ground Water Board (CGWB) through a tripartite Memorandum of Understanding (MoU) between the Ministry of Drinking Water and Sanitation, CGWB and NRSC, Hyderabad for the purpose of National Aquifer Mapping.

(ii) The National Water Policy has been prepared by the Ministry of Water Resources, RD & GR. Though the policy specify first charge on all sources is for drinking and domestic purposes, specific allocations for various competing sectors need to be assessed concurrently and monitored closely.

(iii) The matter pertains to Ministry of Water Resources, RD & GR.

(iv) The major aim of the Bhore Committee was to survey the existing position regarding the health conditions and the health organizations of the country and to make recommendations for development in order to improve public health system in India with specific focus on rural India. In this regard, the Ministry of Water Resources shall have to take a concerted view with related Ministries like Health & Family Welfare, Drinking Water and Sanitation, Urban Development, Environment & Forests, etc. We agree that in order to provide focus on drinking water availability in rural areas, there is a necessity to map the social, economic and health indicators given in the National Health Profile brought out by Central Bureau of Health Intelligence, Ministry of Health and Family Welfare on WRIS data and groundwater prospect maps.

(v) The overall mandate of water management in the country is with the Ministry of Water Resources, RD& GR. In their Vision Document, clear emphasis shall have to be



provided for conjunctive use of surface water, groundwater and rain water so that demands for competing sectors are balanced in specific regions of interest.

(vi) The third party independent evaluation on data entry made by the States into the online Integrated Management Information System (IMIS) of the Ministry of Drinking Water and Sanitation has been completed and the final report has been received. The Ministry is presently deputing teams of officials from the Ministry to cross-verify the data analysis given in the Evaluation Report and the actual field conditions. After this exercise is completed, the key recommendations along with observations of the Ministry will be submitted to the Committee.

It may be kept in mind that drinking water constitutes a minuscule portion of the total fresh water availability in the country. With competing demands of agriculture and industry on the available water resources in the country, any improvement in the overall management of water in the country would definitely have a positive impact on the drinking water availability and vice-versa.

**1.17 The Committee note that as per demarcation of responsibility of Ministries, the M/o DWS has the responsibility to make arrangements of Drinking Water and Sanitation for rural habitations in the country and for execution of their responsibility they have to take up the matter with all concerned. Simply responding to the Committee that the matter pertains to Ministry of WR, RD and GR that the overall mandate of water management in the country is with the M/o WR, RD & GR is not acceptable to the Committee. The Committee had clearly indicated the areas where the matter was to be taken up with the Ministry of WR, RD and GR but the fact remains that the Government is one and indivisible and the Ministry of DW & S had a duty to collect the information and furnish the action taken replies. They, therefore, ask the M/o DW & S to take up the matter with the concerned Ministries/Departments and furnish comprehensive reply to the Committee within six months of the presentation of this Report.**

**The Committee also note that independent evaluation on data entry made by the States into the online Integrated Management Information System of the**

**Ministry has been completed and the Ministry has been deputing teams to cross verify the data analysis contained in the Evaluation Report. The Committee desire the Ministry to complete the cross verification process expeditiously in a time bound manner and apprise the Committee of the outcome within six months.**

**Slippage of covered habitations and sustainability of water sources  
(Recommendation Para No.5)**

1.18 While noting that as per the IMIS data entered by the States as on 1 April, 2014, out of the 16,96,664 rural habitations in the country 12,49,695 (73.6%) habitations are fully covered (on the basis of 40 lpcd norm), 3,68,463 (21.17%) are partially covered and 78,506 (4.6%) are quality affected. The number of covered habitations slipping back to partially covered/quality affected habitation status is quite alarming as on an average approximately 1.4 lakh habitations per year have slipped back during the last seven years or so. The Ministry has attributed reasons for this slippage to over dependence of rural water supply schemes on ground water, indiscriminate extraction of ground water for irrigation, uncontrolled pollution of surface water, erratic pattern of rainfall, natural calamities and erratic/non-availability of power, etc. They observed that upto 67% of the allocation to States under NRDWP were earmarked for covering water quality affected habitations. Apart from this, from the year 2012, 5% of allocation at the national level provided to States having chemical contamination as well as to States with high incidence of Japanese Encephalitis and Acute Encephalitis Syndrome cases. Similarly, 10% of the funds under NRDWP were provided to States on 100% Central share basis to be spent on ensuring sustainability of drinking water sources by constructing structures for recharge of ground water. In addition, States were also provided 15% funds under NRDWP for Operation & Maintenance activities to ensure sustainable service delivery and the Ministry asked the States Governments to seek participation of local Panchayats so that schemes once installed do not slip back in terms of service delivery.

1.19 The Committee further found that the Ministry had written to States to identify the surface water reservoirs in their respective States for sourcing water for new piped

water supply schemes. They had also written to the Union Ministry of Water Resources, River Development and Ganga Rejuvenation to allow/reserve a certain percentage of water from these reservoirs for being used in drinking water supply schemes. However, surprisingly, beyond writing the letters, the nodal Ministry did not care to conduct any study of the recurring phenomenon of significant slip backs. The Committee also observed that only a few States have shown their interest in creating sustainability structures and a continuous decline in total sustainability structures has been noticed. This shows either the States have not been fully sensitized to the importance and pivotal role of the sustainability structure or there are some inherent bottlenecks or constraints in creation of these structures. Having regard to the fact that sustainability structures are a sine qua non for ensuring universal availability of drinking water in the rural areas, the Committee felt strongly that it is incumbent upon the Ministry to take immediate corrective measures so that the creation of sustainability structures gathers the requisite momentum without any further loss of time.

1.20 The Ministry in their Action Taken reply has stated that the provision of rural drinking water supply is a continuous process and as more than 85% of our rural drinking water supply schemes are based on ground water, the phenomena of slippages would continue to exist and it cannot be eliminated completely. It can be reduced significantly only when the entire rural drinking water system switches over to secured perennial surface water sources. The sustainability of ground water based drinking water supply scheme is dependent on rejuvenation of ground water with rain water. As the phenomena of recurrent drought has been witnessed in the country since last many years, the creation of sustainability structures throughout the country have also not yielded desired results.

1.21 The Ministry has been imploring States continuously through video-conference to give utmost importance to sustainability component of the Programme by dovetailing funds from MNREGS / Watershed Development Projects, etc. and has urged them to gradually shift rural drinking water supply schemes to perennial , secured , surface water sources so that the problem of slippages is brought down to a minimum , if not totally eliminated. However, this would require massive investment in rural drinking

water supply sector as such schemes would require creation of large water supply grids and transportation of water over long distances. This is a highly capital intensive programme for which the commensurate resources have not been made available to this Ministry. In fact the budget for the programmer is reducing gradually as more funds have gone to States through Fourteenth Finance Commission grants. However, the Ministry have asked the States to take External funding for water grid from domestic lending agencies like NABADRD, HUDCO or from international lending agencies like World Bank, JICA, etc.

The Ministry also stated that States like Telangana and Madhya Pradesh have started making arrangement of funds for water grid. The State of Madhya Pradesh has also formed a separate agency namely Madhya Pradesh Jal Nigam to carry out piped drinking water supply to its rural population and has approached World Bank and JICA to fund these projects on a large scale.

**1.22 The Committee appreciate the efforts made by the Ministry for sustainability component of the programme by dovetailing funds from MNREGS/ Watershed Development Projects, etc. for shifting rural water supply schemes to perennial, secured, surface water sources to reduce slippage problem. The Committee note that for implementation and creation of large water supply grids, a massive investment would be required. The Committee would like the Ministry to furnish a status note with respect to drinking water supply position in each State, State-wise and the funding of such water grids and the timelines by which the work would be completed.**

**Focus and Objective of XII Plan**  
**(Recommendation Para No.8)**

1.23 The Committee observed that the Strategic Plan (2011-2022) of the Ministry of Drinking Water and Sanitation ensures that every rural person in the country have access to 70 lpcd within their household premises or at a horizontal or vertical distance of not more than 50 meters from the household without barriers of social and financial discrimination. However, subsequently the Twelfth Five Year Plan (2012-2017)

envisaged 55 lpcd from the present limit of 40 lpcd. The Committee were apprehensive over the compatibility of the targets of Strategic Plan (2011-2022) chalked out by the nodal Ministry and the XII Plan (2012-2017).

1.24 The Committee observed that while water sources and Water Policy came under the exclusive domain of the Ministry of Water Resources, the drinking water aspect in respect of rural areas be assigned to the Ministry of Drinking Water and Sanitation which has no control over water sources and has no independent policy on drinking water for rural areas. They therefore, recommended establishment of permanent standing machinery for effective coordination and cooperation for all matters related to Rural Drinking Water Supply. Further, the Committee also desired to know as to how the target of piped water supply would be met when the Ministry of Drinking Water and Sanitation has first and foremost, to ensure supply of adequate water from the available water sources which were exclusively administered by the Ministry of Water Resources and fall within the legislative jurisdiction of respective State(s).

1.25 The Ministry in their Action Taken reply has stated that the execution of rural drinking water supply schemes is within the mandate of the respective State Governments. Issues relating to sourcing and availability of water for rural drinking water supply schemes would be served effectively if there is a linkage of State/Regional offices of Ministry of Water Resources, River Development and Ganga Rejuvenation with that of the rural drinking water supply executing bodies (PHEDs) of the respective State Governments.

The Ministry has already requested the Ministry of Water Resources, River Development and Ganga Rejuvenation in July 2014, to supply to this Ministry, state wise, spare/ additional capacity available in various dams and reservoirs which could be tapped through pipe lines for taking drinking water to various villages and the capacity of each such source which could be utilized for drinking water, so that States could be sensitized to plan drinking water scheme through pipe lines.

1.26 The Committee note that the Ministry had requested the Ministry of Water Resource, River Development and Ganga Rejuvenation in July, 2014 to supply state-wise, spare/additional capacity available in various dams and reservoirs which could be tapped through pipe line for taking drinking water to various villages and the capacity of each such source which could be utilized for drinking water. The Committee would therefore like the Ministry of Water Resources, River Development and Ganga Rejuvenation and the Ministry of Drinking Water and Sanitation to apprise the Committee about the action taken in this regard by both the Ministries, separately, within six months of the presentation of their Report.

**Jurisdictional and related matters**  
**(Recommendation Para No. 9)**

1.27 The Committee took note of the competing jurisdictions of various ministries/departments on water related matters, the performance of the Ministry of Drinking Water and Sanitation, the mission mode nature and the time bound implementation schedule of the scheme being handled by the Ministry, the enhanced devolution of funds to the States following the recommendation of the Fourteenth Finance Commission and the consequent effect on the role and responsibility of the Ministry, the human resources shortage besetting the Ministry and affecting its effective functioning. The Committee also carefully examined the mandate of the Ministry, their intrinsic linkage with the mandate of the Ministry of Rural Development, the Ministry of Water Resources, River Development and Ganga Rejuvenation and the Ministry of Human Resource Development. The Committee felt that in the extant scenario, the Government ought to give a serious consideration to retaining the Ministry as a standalone entity or bring the Ministry again within the more cohesive ambit of the Ministry of Rural Development.

1.28 The Ministry in their Action Taken reply have stated that Swachh Bharat Mission – Gramin (SBM-G) has been launched by the Government on 2<sup>nd</sup> October, 2015 and a

goal has been set to achieve 100% sanitation by 2<sup>nd</sup> October,2019 for which this Ministry is the coordinating Ministry. Lot of activities are going on in the Ministry to achieve the goal set by the Government. At this juncture, it is the view of Ministry that it will not be appropriate to reduce the Ministry to a Department under the Ministry of Rural Development.

**1.29 The Committee accept the submission of the Ministry to maintain the status quo. However, they would like to be apprised the firm timeline, State-wise, by which safe tapped water would be supplied to every household across the country.**

**Achievement under NRDWP**  
**(Recommendation Para No. 11)**

1.30 While noting the utilization of funds earmarked for NRDWP during the Eleventh Plan and the first two years of Twelfth Plan viz 2012-13 and 2013-14 was almost cent per cent. During the Eleventh Plan, the R E allocation was ₹ 39199 crore and the actual expenditure was ₹ 39210 crore. The Committee further noted that during the year 2008-09, against a target of providing drinking water to 217898 habitations the achievement was 152990, that is 70 odd per cent. The allocation of Rs. 7298.78 crore was almost utilized for this 70% achievement. In the year 2009-10, out of 158589 habitations to be covered, 148879 (93.88%) habitations were covered, involving the actual expenditure of Rs. 7989.72 crore. In the year 2010-11 against a target of 135000, the achievement was 88.45% at 119401 habitations. To achieve this, out of the BE/RE Rs. 9000 crore, Rs. 8986.74 crore were actually spent. During the year 2011-12 against an aggregate target of 145169 habitations 138367 habitations (95.31%) were covered. The amount spent during the year was Rs.8493.15 crore from RE amount of Rs.8500 crore. During 2012-13 and 2013-14 against the RE allocation of ₹ 10500 crore and ₹ 9700 crore, sums of ₹ 10489.05 crore and ₹ 9691.29 crore respectively were actually incurred. Inexplicably, however, the physical achievements have not been commensurate with the expenditure incurred. During 2012-13, against a physical target of 91750 partially

covered habitations the achievement was merely 77388 habitations which is approximately 84% of the targets fixed. During 2013-14, the figures under this category were 53657 (target) and 51823 (achievement) respectively. For the quality affected habitations against a target of 28642, only 19402 i.e. just 68% habitations were covered in 2012-13. In 2013-14, against a target of 21771 only 16649 i.e. 76% habitations were covered. As regards habitations with piped water supply against the target of 63297 habitations, only 52021 i.e. 82% habitations were covered. During 2013-14 against 64342 habitations 56384 habitations i.e. 88% were covered under this category. The Committee distressed to note the under achievement in physical target vis-a-vis the expenditure incurred. They, therefore, desired that the reasons for this mismatch may be studied in depth and corrective measures put in place without any further loss of time. They also wanted to be apprised of the outcome of such a study and also the measures initiated within three months of presentation of this Report to Lok Sabha.

1.31 The Ministry in their Action Taken reply has stated that under the NRDWP , a portion of the annual allocation to the States is released at the fag end of the financial year in the months of February and March every year in the form of second installments / additional installments as States do not submit their required documents in time and this allocation remains utilized in that financial year and is carried forward to the next year and thus the effective availability of funds for execution of schemes with the States is less in a year vis a vis actual releases in a year which results in less physical achievement and its subsequent reflection on the IMIS. Moreover, many States in recent past are taking up surface water based mega piped water schemes for which the gestation period is 3 to 4 years, hence funds spent in a year are not resulting in actual coverage of habitations. Similarly, in quality affected habitations, ground water is contaminated and water is made available from distant sources which is taking time. However, this Ministry has been asking the States through video conferencing, review meetings, etc. to achieve their physical targets as envisaged in the Annual Action Plan. It may be seen that States have been improving their physical achievements year after year.



1.32 The Committee are surprised that the Ministry have furnished expenditure figures for the years 2012-2013 and 2013-2014 without indicating the physical achievements in the implementation of NRDWP. The Committee, therefore, reiterate that the physical achievements made year-wise and State-wise vis-a-vis expenditure incurred on implementation of NRDWP be furnished to the Committee within next six months. Further, since the programme is an on going one, the Ministry must collect the requisite statistics indicating the expenditure and physical achievements and submit the same to Parliament through their Annual Reports on regular basis.

## **CHAPTER II**

### **Recommendations/Observations which have been accepted by the Government**

#### **Observation/Recommendation (Sl. No. 3)**

##### **Rural Drinking Water Programme**

The Committee deplored that the Government merely kept on renaming the programme(s) meant for drinking water supply in rural areas and allocating resources without addressing responsibility and accountability issues so vital for the success of these programme(s). The examination by the Committee has established beyond any manner of doubt that the continued failure of the successive schemes for provision of drinking water to rural areas is attributable to lack of proper planning, coordination and control on the part of the Union Government. The Committee are of the considered view that mobilisation of resources, their allocation, release to States and sustained monitoring are an integral part of any developmental architecture. More so, a scheme of such a magnitude requires continuous monitoring, constant supervision and coordination by the Union Government as the implementing agencies belong to the State Governments. It is beyond comprehension as to how the Union Government, the major contributor towards funding of all the schemes pertaining to drinking water in rural areas, remained oblivious to the stark ground situation. This indifference of the Government is evident from the way the Integrated Management information System data is being got verified. The Committee note that an independent evaluation study was commissioned by the Union Government for the purpose in 2011-12 but there is no trace of the report more than three years later. Keeping in view the dismal potable water supply scenario, the depleting water table and the rising dark blocks, acute power shortages affecting water supply and the unreliable system of collecting and monitoring the vital data regarding the drinking water supply programme, the Committee recommend that a complete reorientation of the role and strategy of the Union Government is essential to make the scheme a success. Further, a system of concurrent and continuous monitoring and evaluation needs to be put in place without any delay and the Committee be apprised of the same within three months.

## **Reply of the Government**

The observations of the Committee with regard to the continued failure of successive schemes for provision of drinking water to rural areas is attributable to lack of proper coordination, planning and control on the part of the Union Government is not true. The Ministry is of the view that the NRDWP or its earlier version Accelerated Rural Water Supply Programme (ARWSP) has not been a failure. With the available resources, both human and financial, at its disposal, the Ministry has made significant if not outstanding achievements to showcase. It is true and much is being spoken and written about the total investments of Rs. 1,64,700 crores in this sector since last 67 years . In per capita terms, considering a total rural population of 9038.94 lakhs, it comes to a mere Rs.272 per capita per year which in the views of the Ministry is not adequate. The Ministry takes all efforts to monitor the ground realities of rural drinking water supply situation in the country by having field visits of Area Officers, video-conferencing, surprise-checks in the villages etc. The Government monitors the execution of the Programme through National Level Monitors also who submit their report to this Ministry. The Ministry has an online Integrated management Information System (IMJS) in which data related to various components of the programme upto the habitation level are being captured and maintained. It is dynamic system in which overview and the current status of the programme are reflected and is in public domain for everyone to see.

With respect to the recommendations regarding the complete reorientation of the scheme it is submitted that as per the recommendations, the scheme guidelines are being looked into for necessary modifications I improvements.

## **Comments of the Committee**

( Please see Para No. 1.14 of Chapter I )

### **Observation/Recommendation (SI. No. 4)**

#### **Availability of Water**

The Committee note that no holistic and comprehensive mapping of all sources of water in the country has been done. Further, there is sheer want of effective

coordination between the Union Ministries *inter se* and the Union and the State Governments and there is no vision document on water availability and usages, the Committee, therefore, recommend that:

The Committee note that no holistic and comprehensive mapping of all sources of water in the country has been done. Further, there is sheer want of effective coordination between the Union Ministries *inter se* and the Union and the State Governments and there is no vision document on water availability and usages, the Committee, therefore, recommend that:

- (i) A comprehensive water mapping of all sources of water be done to facilitate rational allocation and distribution of water to agriculture, industry, drinking water and other sectors in a well-prioritized manner;
- (ii) A close watch be kept on the allocation, distribution and usage of water by the competing sectors so that concurrent and effective remedial measures could be taken in any situation without any loss of time;
- (iii) The Ministry of Water Resources, River Development and Ganga Rejuvenation should make this a well-coordinated and continuous affair on the lines of 'State of Agriculture in India' Report being annually brought out by the Ministry of Agriculture (Department of Agriculture and Cooperation) and bring out a Report on 'State of Water in India' and in like manner present it to Parliament every year during the Budget Session;
- (iv) Further, the Government should also come up with a 'White Paper' on their efforts made so far in the light of recommendations made by Bhor Committee, 1949 so that not only the problematic areas are clearly identified and understood but also the hugely belated course correction is put in place at once to ensure universal availability and accessibility of drinking water in rural areas at least by the end of Twelfth Plan.
- (v) The Government should come up with a Vision Document on water availability and its usage in various sectors so that the much needed balance in the demands of various competing sectors is restored and maintained; and
- (vi) The independent evaluation study of the data entered into IMIS by the States which is lingering on since 2012-13 be completed without any further delay. The Committee would like to be apprised of its findings and action taken thereupon by the Union Government within three months of the presentation of this Report.

### **Reply of the Government**

As regards recommendations of the Committee with regard to the holistic and comprehensive mapping of sources of water in the country it is stated that the recommendations essentially fall under the domain of Ministry of Water Resources,

River Development and Ganga Rejuvenation. However, the point wise response of the Ministry on the recommendations of the committee are given below:

- (i) The Central Water Commission of the Ministry of Water Resources, River Development and Ganga Rejuvenation has developed a web-enabled Geographic Information System (GIS) called Water Resources Information System (WRIS) which monitors surface water availability in various sources across the country. Since 85% of the drinking water sources are based on groundwater, the Ministry of Drinking Water and Sanitation in collaboration with National Remote Sensing Centre (NRSC), Hyderabad has completed 4,898 groundwater prospect maps based on hydro geomorphology (HGM) using GIS and satellite data. These maps have been shared in the WRIS portal as well as in the Bhuvan portal maintained by NRSC, Hyderabad. Using these two systems, conjunctive use of surface -water and groundwater for various sectors like agriculture, drinking water and industries, etc. can be planned. The digital data on groundwater prospect maps have also been shared with Central Ground Water Board (CGWB) through a tripartite Memorandum of Understanding (MoU) between the Ministry of Drinking Water and Sanitation, CGWB and NRSC, Hyderabad for the purpose of National Aquifer Mapping.
- (ii) The National Water Policy has been prepared by the Ministry of Water Resources, RD & GR. Though the policy specify first charge on all sources is for drinking and domestic purposes, specific allocations for various competing sectors need to be assessed concurrently and monitored closely.
- (iii) The matter pertains to Ministry of Water Resources, RD & GR.
- (iv) The major aim of the Bhore Committee was to survey the existing position regarding the health conditions and the health organizations of the country and to make recommendations for development in order to improve public health system in India with specific focus on rural India. In this regard, the Ministry of Water Resources shall have to take a concerted view with related Ministries like Health & Family Welfare, Drinking Water and Sanitation, Urban Development, Environment & Forests, etc. We agree that in order to provide focus on drinking water availability in rural areas, there is a necessity to map the social, economic and health indicators given in the National Health Profile brought out by Central Bureau of Health Intelligence, Ministry of Health and Family Welfare on WRJS data and groundwater prospect maps.
- (v) The overall mandate of water management in the country is with the Ministry of Water Resources, RD& GR. In their Vision Document, clear emphasis shall have to be provided for conjunctive use of surface water, groundwater and rain water so that demands for competing sectors are balanced in specific

regions of interest.

- (vi) The third party independent evaluation on data entry made by the States into the online Integrated Management Information System (IMIS) of the Ministry of Drinking Water and Sanitation has been completed and the final report has been received. The Ministry is presently deputing teams of officials from the Ministry to cross-verify the data analysis given in the Evaluation Report and the actual field conditions. After this exercise is completed, the key recommendations along with observations of the Ministry will be submitted to the Committee.

It may be kept in mind that drinking water constitutes a minuscule portion of the total fresh water availability in the country. With competing demands of agriculture and industry on the available water resources in the country, any improvement in the overall management of water in the country would definitely have a positive impact on the drinking water availability and vice-versa.

### **Comments of the Committee**

( Please see Para No. 1.17 of Chapter I )

### **Observation/Recommendation (Sl. No. 5)**

#### **Slippage of covered habitations and sustainability of water sources**

The Committee note that as per the IMIS data entered by the States as on 1 April, 2014, out of the 16,96,664 rural habitations in the country 12,49,695 (73.6%) habitations are fully covered (on the basis of 40 lpcd norm), 3,68,463 (21.17%) are partially covered and 78,506 (4.6%) are quality affected. They further note that the number of covered habitations slipping back to partially covered/quality affected habitation status is quite alarming as on an average approximately 1.4 lakh habitations per year have slipped back during the last seven years or so. The Ministry has attributed reasons for this slippage to over dependence of rural water supply schemes on ground water, indiscriminate extraction of ground water for irrigation, uncontrolled pollution of surface water, erratic pattern of rainfall, natural calamities and erratic/non-availability of power, etc. The Committee observe that up to 67% of the

allocation to States under NRDWP are earmarked for covering water quality affected habitations. Apart from this, from the year 2012, 5% of allocation at the national level is provided to States having chemical contamination as well as to States with high incidence of Japanese Encephalitis and Acute Encephalitis Syndrome cases. Similarly, 10% of the funds under NRDWP are provided to States on 100% Central share basis to be spent on ensuring sustainability of drinking water sources by constructing structures for recharge of ground water. In addition, States are also provided 15% funds under NRDWP for Operation & Maintenance activities to ensure sustainable service delivery and the Ministry has been asking the States Governments to seek participation of local Panchayats so that schemes once installed do not slip back in terms of service delivery.

The Committee further find that the Ministry of Drinking Water and Sanitation has written to States to identify the surface water reservoirs in their respective States for sourcing water for new piped water supply schemes. The Ministry has also written to the Union Ministry of Water Resources, River Development and Ganga Rejuvenation to allow/reserve ascertain percentage of water from these reservoirs for being used in drinking water supply schemes. However, surprisingly, beyond writing the letters, the nodal Ministry did not care to conduct any study of the recurring phenomenon of significant slip backs. The Committee further observe that only a few States have shown their interest in creating sustainability structures and a continuous decline in total sustainability structures has been noticed 29217 in 2011-12 vis-a-vis that 36870 of 2010-11 and 25057 in 2013-14 vis-a-vis that 48281 of 2012-13. Apparently, this shows either the States have not been fully sensitized to the importance and pivotal role of the sustainability structure or there are some inherent bottlenecks or constraints in creation of these structures. Having regard to the fact that sustainability structures are a sine qua non for ensuring universal availability of drinking water in the rural areas, the Committee feel strongly that it is incumbent upon the Ministry to take immediate corrective measures so that the creation of sustainability structures gathers the requisite momentum without any further loss of time. The Committee would like to be apprised of the specific interventions of the Ministry in this regard at the earliest but positively within three months of the presentation of this Report.

### **Reply of the Government**

With regard to the observations regarding phenomena of significant slippages of rural habitations from fully covered status to partially covered it is submitted that the provision of rural drinking water supply is a continuous process and as more than 85%

of our rural drinking water supply schemes are based on ground water, the phenomena of slippages would continue to exist and it cannot be eliminated completely. It can be reduced significantly only when the entire rural drinking water system switches over to secured perennial surface water sources. The sustainability of ground water based drinking water supply scheme is dependent on rejuvenation of ground water with rain water. As the phenomena of recurrent drought has been witnessed in the country since last many years, the creation of sustainability structures throughout the country have also not yielded desired results.

The Ministry has been imploring States continuously through video-conference to give utmost importance to sustainability component of the Programme by dovetailing funds from MNREGS I Watershed Development Projects etc. and has urged them to gradually shift rural drinking water supply schemes to perennial, secured, surface water sources so that the problem of slippages is brought down to a minimum, if not totally eliminated. However, this would require massive investment in rural drinking water supply sector as such schemes would require creation of large water supply grids and transportation of water over long distances. This is a highly capital intensive programme for which the commensurate resources have not been made available to this Ministry. In fact the budget for the programmer is reducing gradually as more funds have gone to States through Fourteenth Finance Commission grants. However, the Ministry have asked the States to take External funding for water grid from domestic lending agencies like NABARD, HUDCO or from international lending agencies like World Bank, JICA etc.

Here, the Ministry wants to highlight that States like Telangana and Madhya Pradesh have started making arrangement of funds for water grid. The State of Madhya Pradesh has also formed a separate agency namely Madhya Pradesh Jal Nigam to carry out piped drinking water supply to its rural population and has approached World Bank and JICA to fund these projects in a large scale.

### **Comments of the Committee**

( Please see Para No. 1.22 of Chapter I )



## **Observation/Recommendation (Sl. No. 6)**

### **Sustainability of Water Sources**

Besides, creation of sustainability structure, the sustainability of water sources has been a serious challenge and impediment in view of the unabated and indiscriminate use of underground water and unchecked huge release of water contaminating effluents therein including surface water. The examination by the Committee reveals that adequate concerted and conducive efforts have not been made by the Government to tackle this gargantuan problem. The Committee, therefore, strongly recommend that the reasons for pollution of both surface as well as underground water, depletion in level of ground water in various parts of the country including the Tea Gardens in Assam, and rising incidence of natural calamities leading to slip-back problem of already covered habitations, etc. need to be revisited on priority basis and remedial measures initiated with full fidelity and alacrity. Further, the Committee would like to be apprised of the steps being taken to recharge ground water, to rejuvenate water bodies through check dams and other methods also taking into account the highly reliable old water systems which were created, charged and also interlinked. The Committee would like to be apprised of the same within six months of the presentation of this Report.

### **Reply of the Government**

The observations of the Committee that sustainability of water sources has been a serious challenge in view of indiscriminate use of underground water and unchecked huge use of water contaminant affluent therein it is submitted that the mandate of Ministry of Drinking Water and Sanitation is very limited as far as containment of the effluents in water sources is concerned. A concerted action is required on the part of the different Ministries under the umbrella of Ministry of Water Resources to see how this can be prevented and sustainability of water sources is achieved by dovetailing of funds from Rural Development | Agriculture | Department of Land Resources to take up large scale check dams and to rejuvenate water sources.

However, on water bodies it is submitted that majority of the schemes are administered by Ministry of water Resources. The pollution of surface water bodies is due to large scale release of industrial effluents and is under the Ministry of

Environment and Forests and Climate Change (Central Pollution Control Board). The pollution in ground water is geogenic in nature and hence water quality layer mapping has been started and states have been advised to tap water from safe aquifers.

### **Observation/Recommendation (Sl. No. 7)**

#### **Per Capita Availability of Safe Drinking Water**

The Committee note that the Ministry of Drinking Water and Sanitation has prepared a Strategic Plan (2011-2022) which stipulates to cover 50% of all rural households with piped water supply and 35% with household tap connections up to 2017. By 2022 the goal is to cover 90% rural households with piped water supply and 80% with household tap connection to ensure safe drinking water @70 liter per capita per day (lpcd) instead of 40 lpcd being provided for the last four decades. The NRDWP Guidelines, 2013 has fixed an interim norm of 55 lpcd to meet the water requirement under this Strategic Plan. However, the Secretary Ministry of Drinking Water and Sanitation deposed before the Committee that in some urban areas the limit of availability of this water per person has been found in the range of 100-135 lped. They further notice that the Ministry has already issued NRDWP Guidelines-2013 (updated) to implement piped water supply schemes and accordingly issued a manual for preparation of Detailed Project Report of piped water supply schemes along with the request to formulate their own 'State Pipe Policy'. As a result, the States like Tamil Nadu, Kerala, Rajasthan, Haryana, Uttar Pradesh, etc. have prepared their own Pipe Policy and published the same. Apart from this, the Committee also note that piped water supply has been ensured up to 47% of the total rural households including 15% through household tap connections. The Committee, therefore, urge the MDWS to pursue vigorously with the remaining States who have not formulated and published their own Pipe Policy / drinking water policy and to expedite the same and keep the Union Government apprised. The Government also need to ensure that each household gets assured and safe supply of 70 liter water per capita per day(70 IPCD). Further, any consumption beyond the permissible ceiling must be made prohibitive so as to discourage extravagant usage of water. In their considered view, the Committee feel that there is an imperative need for enunciating a National Policy on water usage and water charges.

## **Reply of the Government**

The Ministry of Drinking Water and Sanitation has written to all States and has been pursuing vigorously to formulate their own Pipe Policy/drinking water policy. The States have been asked to give a higher level of drinking water delivery beyond 40 lpcd if they are able to do so based on the availability of water in their States. The Ministry has asked the States that wherever piped drinking water is being supplied, collection of user charges be made mandatory and a part of the O&M of the rural drinking water supply infrastructure be met through the user charges thus collected. This has been happening in many States, as has been observed during the field visits of the officers to the States.

### **Observation/Recommendation (Sl. No. 8)**

#### **Focus and Objective of XII Plan**

The Committee observe that the Strategic Plan (2011-2022) of the Ministry of Drinking Water and Sanitation ensures that every rural person in the country will have access to 70 lpcd within their household premises or at a horizontal or vertical distance of not more than 50 meters from the household without barriers of social and financial discrimination. However, subsequently the Twelfth Five Year Plan (2012-2017) envisaged 55 lpcd from the present limit of 40 lpcd. The Committee are, however, apprehensive over the compatibility of the targets of Strategic Plan (2011-2022) chalked out by the nodal Ministry and the XII Plan (2012-2017).

Having examined the drinking water perspective from all dimensions, the Committee observe that while water sources and Water Policy are in the exclusive domain of the Ministry of Water Resources, the drinking water aspect in respect of rural areas has been assigned to the Ministry of Drinking Water and Sanitation which has no control over water sources and has no independent policy on drinking water for rural areas. The Committee, therefore, recommend establishment of a permanent standing machinery for effective coordination and cooperation between the Ministry of Water Resource and the Ministry of Drinking Water and Sanitation for all matters related to Rural Drinking Water Supply. Further, the Committee would also like to be apprised as to how the target of piped water supply would be met when the Ministry of Drinking

Water and Sanitation has first and foremost, to ensure supply of adequate water from the available water sources which are being exclusively administered by the Ministry of Water Resources and fall within the legislative jurisdiction of respective State(s).

### **Reply of the Government**

With regard to the recommendation for establishment of permanent standing machinery for effective coordination and cooperation between the Ministry of Water Resources River Development and Ganga Rejuvenation and Ministry of Drinking Water & Sanitation for all matters relating to rural drinking water supply , it is submitted that the execution of rural drinking water supply schemes is within the mandate of the respective State Governments. Issues relating to sourcing and availability of water for rural drinking water supply schemes would be served effectively if there is a linkage of State/Regional offices of Ministry of Water Resources, River Development and Ganga Rejuvenation with that of the rural drinking water supply executing bodies (PHEDs) of the respective State Governments.

The Ministry has already requested the Ministry of Water Resources, River Development and Ganga Rejuvenation in July 2014, to supply to this Ministry, state wise, spare/ additional capacity available in various dams and reservoirs which could be tapped through pipe lines for taking drinking water to various villages and the capacity of each such source which could be utilized for drinking water, so that States could be sensitized to plan drinking water scheme through pipe lines.

### **Comments of the Committee**

( Please see Para No. 1.26 of Chapter I )

### **Observation/Recommendation (SI. No. 9)**

### **Jurisdictional and Related Matters**

The Committee have also taken note of the competing jurisdictions of various ministries/departments on water related matters, the performance of the Ministry of

Drinking Water and Sanitation, the mission mode nature and the time bound implementation schedule of the scheme being handled by the Ministry, the enhanced devolution of funds to the States by the Fourteenth Finance Commission and the consequent effect on the role and responsibility of the Ministry, the human resources shortage besetting the Ministry and affecting its effective functioning. The Committee have also carefully examined the mandate of the Ministry, their intrinsic linkage with the mandate of the Ministry of Rural Development., the Ministry of Water Resources, River Development and Ganga Rejuvenation and the Ministry of Human Resource Development. The Committee feel that in the extant scenario, the Government ought to give a serious consideration to retaining the Ministry as a standalone entity or bring the Ministry again within the more cohesive ambit of the Ministry of Rural Development. The Committee would like to be apprised of the considered views of the Government in the matter within three months of the presentation of this Report to Lok Sabha.

### **Reply of the Government**

Swachh Bharat Mission – Gramin (SBM-G) has been launched by the Government on 2nd October, 2015 and a goal has been set to achieve 100% sanitation by 2nd October, 2019 for which this Ministry is the coordinating Ministry. Lot of activities are going on in the Ministry to achieve the goal set by the Government. At this juncture, it is the view of Ministry that it will not be appropriate to reduce the Ministry to a Department under the Ministry of Rural Development.

### **Comments of the Committee**

( Please see Para No. 1.29 of Chapter I )

### **Observation/Recommendation (Sl. No. 10)**

#### **Water Quality Testing Infrastructure**

The Committee note that out of the aggregate 16,96,664 rural habitations, 78,506 habitations (4.62%) are water quality affected. However, there are

conflicting reports regarding the exact numbers as the NSSO survey conducted up to July 2012 shows that 88.5% of total rural habitation have access of drinking water from protected sources and the remaining 11.5% are yet to have access of drinking water from protected sources. This Committee have extensively dealt with arsenic contamination in their First Report on Occurrence of High Arsenic Content in Ground Water presented to Lok Sabha on 11 December, 2014. The Committee further note that the achievements under coverage of quality affected habitations has been 68% and 76% during the year 2012-13 and 2013-14 respectively. While the corrective measures are obviously sluggish, the Committee observe that the identification machinery for monitoring of water quality testing infrastructure is also in a pathetic state, thereby, raising a big question mark on the veracity of the statistics collected pertaining to water quality affected areas and the efforts being made by the Government to address the situation. The Committee are ill at ease to find that there are approximately 2300 labs in the country to check the drinking water quality of about 58 lakh sources of water (out of which 70% are hand pumps) in the Country. Out of these nearly half (30 lakhs) of the water sources are tested regularly, though, even by the admission of the Ministry ideally 66,24,000 samples should be tested annually @ 3000 sample per lab per year. Furthermore, this very less number of laboratories is compounded by the low salary (between ₹ 8000 and ₹ 12000) being paid to the personnel manning them. Thus, there is always a perennial shortage of manpower in these laboratories. The equipments available in these laboratories, as per the Ministry's own admission is not of international standards for want of adequate funds and training to the staff.

The Committee are dismayed over the fact that a paltry 3% of the NRDWP funds are allocated for the component of WQ Monitoring and Surveillance. The real issue in the opinion of the Committee is the paltry 3% funds that are allocated under NRDWP for setting up water quality monitoring and surveillance mechanism including wages for technical manpower in laboratories, field test kits, refills for chemical testing, etc. Given the immense significance of testing and quality control of drinking water, the Committee strongly recommend:

- (i) that the amount allocated for Water Quality Monitoring and Surveillance may be augmented to not less than 5% of NRDWP funds;
- (ii) the International Centre for Drinking Water Quality (ICDWQ) which has been recently opened at Kolkata be made fully functional without any further delay;
- (iii) additional water quality laboratories of international standards may be established across the country as per necessity or the existing ones be upgraded at strategic locations within the shortest timeframe. These regional laboratories

may be networked with the Centre at Kolkata which apart from testing purposes may also be utilized for training and capacity building of the technical personnel;

- (iv) a simple test kit be developed expeditiously by the CSIR which can be used by the common people easily to test the drinking water quality, these kits may be distributed to begin with free of charge in the fluoride affected tribal belts; and
- (v) considering the fact that the water quality of surface and ground water sources available in the country is being monitored by different organisations / agencies under different administrative Departments /Ministries leading to avoidable overlapping, duplication of efforts and wasteful expenditure, a single body/agency/authority ought to be assigned the exclusive task to address the different aspects related to water supply quality, efficiency and economy.

### **Reply of the Government**

- (i) The Ministry appreciates the concerns of the Committee for recommending increase of allocation for water quality monitoring and surveillance (WQMS) to not less than 5% of the National Rural Drinking Water Programme (NRDWP) funds. Erstwhile, under NRDWP, 3% of the funds allocated to the States under NRDWP were earmarked for WQMS and the 100% Central share basis. With effect from 01.04.2015, the fund sharing pattern for WQMS has been changed to 60:40 between Centre and State. This means that the States have to contribute matching 2% funds for the purpose thereby making the overall availability of funds for WQMS raised to 5%.
- (ii) The design and construction work of international Centre for Drinking Water Quality (JCDWQ) has been awarded to Central Public Works Department (CPWD), Kolkata. The Committee might be aware that land measuring 8.72 acre is already in the possession of the ICDWQ Society. To start functioning of JCDWQ immediately, six posts including that of Director, ICDWQ has already been created and will be recruited shortly.
- (iii) As on 15 December 2015, 30 proposals from various Water Quality Testing Laboratories across the country have already been submitted to National Accreditation Board for Testing and Calibration Laboratories (NABL) for its accreditation, which follows international

Standard of IS017025. States have been advised to get all the Laboratories accredited in a phased manner from NABL. The Ministry would like to inform the Committee that networking of professional organizations including Water Quality Testing Laboratories is one of the objectives of the JCDWQ. Capacities of manpower working in State, District and Sub-Divisional Water Quality Testing Laboratories will be built by the JCDWQ in a phased manner.

- (iv) Various CSJR institutions and other Government organizations like Baba Atomic Research Centre (BARC), NEER] (National Environmental Engineering Research Institute), Indian Institute of Toxicology Research (IITR) have already developed technologies for development of field test kits, technology of which have been transferred to various private organizations which are already providing such kits. The Ministry of Drinking Water and Sanitation would like to inform the Committee that the distribution of field testing kits (chemical) and refills along with bacteriological veils to all Gram Panchayats is one of the activities being taken up by the Ministry under Water Quality Monitoring and Surveillance through the respective State Departments dealing with Rural Drinking Water Supply.
- (v) The Ministry submits to the Committee that Rural Water Supply is a State Subject and water quality availability and assurance for water quality is the responsibility of the State Governments. The Ministry would render financial and technical assistance to the concerned State Departments dealing with Rural Drinking Water Supply, while the Ministry coordinate with other concerned Ministries like Water Resources, River Development & Ganga Rejuvenation; Environment, Forest and Climate Change; Health & Family Welfare, etc.

### **Observation/Recommendation (Sl. No. 12)**

#### **Externally Funded Projects**

The Committee were apprised that the Government do not maintain the data regarding the proposals to finance drinking water projects which are undertaken by the different States/UT Governments out of their own resources other than the ones being undertaken under NRDWP. The Committee find this totally unacceptable as any holistic planning in the subject matter is inconceivable without factoring in the works being done for similar purposes under other schemes and programmes. Apart from this, the Committee also



find that eight high value externally aided major projects/schemes in eleven States have been undertaken by the respective States/UTs. Some of these projects also have sanitation components as well. Notably, the total external funding involved in these projects is 1776.47million dollars (approx. 1 1046 crore) for the period 2006-15 to 2019-2020. The Committee find that a substantial number of villages/habitations have been/are being covered under these externally funded Schemes/Programmes. Taking note of the fact that there is no central data as regards the drinking water projects undertaken by the States without the aid of NRDWP funds and the high value externally aided drinking water projects executed by eleven States, the Committee recommend that

- (i) a central data base must be maintained of all drinking water projects at district and State level, year-wise; and
- (ii) a comprehensive statement be submitted to the Committee within three months of the presentation of this Report indicating the achievements/targets of the externally aided Schemes/Projects, State-wise and the physical targets and achievements and the financial commitments of the Union Government and the concerned State Government (s) under their respective Schemes/Projects during the corresponding period in the areas where these externally funded Schemes/Projects are being implemented.

### **Reply of the Government**

- As Rural Drinking water supply is a State subject, the State Governments are vested with powers to implement drinking water supply schemes. Ministry of Drinking Water & Sanitation through National Rural Drinking Water Programme (NRDWP) supplements the efforts of States to provide drinking water to rural population by providing technical & financial assistance.
- Government of India has made a Strategic Plan for providing drinking water supply in rural areas in the country for the period 2011-2022. The interim goal till 2017 is to cover 50% of all rural households with piped water supply and by 2022, the goal is to cover 90% of rural households -with piped water supply.
- For expeditious coverage of rural population with pipe water supply, states need more funding than what MDWS can provide to them. As such many states went for external assistance through the agency like World Bank and Japan International Co-operation Agency (JICA). For this, they submit their proposal to Department of Economic Affairs (DEA) directly or through MDWS.

- Drinking water schemes & projects of the States do not come to MDWS for approval. States have State Level Scheme Sanctioning Committee (SLSSC) which approves the rural drinking water supply projects to be taken up in the State.
- Although MDWS does not monitor the progress of such externally aided projects, this Ministry in its Integrated Management Information System (IMIS) started maintaining a data base of such schemes. As reported by the States in the IMIS, state-wise, district-wise detail is in Annexure- I & II.
- For some States (having least coverage of pipe water supply) which didn't come forward for such externally aided projects such as Assam, Bihar, Jharkhand & UP, MDWS took the project Rural Water Supply and Sanitation Project for Low-Income States, RWSSP- LJS, with the assistance of World Bank. These projects are being progressed directly by the States and monitored by MDWS. State-wise, district-wise detail is in Annexure-III.

### **Observation/Recommendation (Sl. No.13)**

#### **Progress of World Bank funded projects in the Punjab**

The Committee also note that under the World Bank funded Punjab Rural Water and Sanitation Project executed between March 2007 and December, 2014 achievements under various components of the Project have exceeded the targets by 35.6% and 57% respectively. The Committee would like to be apprised about the strategy and approach adopted for the execution of the projects leading to substantial over achievements. The Committee would also like to be informed about the exact timelines for various stages of execution in respect of the remaining seven externally aided projects within three months of the presentation of this Report.

### **Reply of the Government**

- ***Punjab Rural Water Supply and Sanitation Project***  
1. ***The main objectives of this project is as under:***

- a. Coverage of habitations
  - b. Individual House Connections
  - c. Performance improvement in water supply schemes
  - d. Sewerage Development
2. **The Strategy & approach adopted for the execution of the Project are as under:**
- a. Provide Universal access of safe drinking water through individual water connections point to each household.
  - b. Set up exemplary role model villages. Provision of water taps on each water connection points to check wastage of water.
  - c. Supply of water minimum two times in a day and for more than 10 hours water supply in 50 schemes.
  - d. Supply of good quality of water to minimize water borne diseases.
  - e. Disclosure of information on Project website to enhance transparency as well as to Gram Panchayat Water and Sanitation Committee (GPWSC)
  - f. Tele-calling system introduced in which each District Project Management Committee (DPMC) seeks feedback from 5 GPWSCs on daily basis to expedite the redressal of water supply related complaints if any.
  - g. To enhance the efficiency and effectiveness of the water supply scheme, all single village scheme as well as intra village distribution system of a multi village scheme were transferred to GPWSC.
  - h. Power to sanction schemes costing up to Rs. 30 lakhs decentralized at district level through committee system.
  - i. Reduction in illegal tapping of water was achieved.
  - j. Full financing of O&M expenditure through user charges in more than 50% schemes done.
  - k. Selection of source of water /technology to be adopted and localities to be covered with distribution system were decided by GPWSC.

3. The original plan was based on the preliminary feasibility reports (PFR). However the project was executed through various schemes based on the actual Detailed Project Reports (DPR). The variation in the original plan and the achievement is because of this reason.

- Timelines of the other externally aided projects is in Annexure IV

### **Observation/Recommendation**

The sum, up the Committee find that ensuring universal availability of drinking water in rural areas has been a priority area for the successive Governments almost from the time of Independence. Regrettably, however, the achievements over the last

six decades are far from commensurate with the huge amount of physical efforts and money (Rs. 1,65,000 crore) spent. The Rural Area Drinking Water Programme has continued under one or the other name for all these years though universal availability of drinking water in many rural areas still remains elusive. Surprisingly, according to the Strategic Plan for rural drinking water for the period 2011-22, the stated interim goal is to cover 50% of rural households with piped water supply by 2017 and 35% of rural households with tap connection and to cover 90% of rural household with proper water supply and 80% with tap connection by 2022. The Committee are startled to observe want of effective coordination between the concerned Union Ministries and the State Governments. That water is a State subject cannot be a tenable ground for absolving the Union Government of its responsibility to provide drinking water with tap connection to every household since citizenship is a Union subject and it is the Fundamental Right of every citizen to live with dignity. The Committee, therefore, recommend that the Government take an early and holistic view of the competing demands on water from industry, agriculture and growing urbanization; the availability of water in the rivers and all water bodies, the need for ensuring minimum and constant flow of water in the rivers; the need for checking all kind of contaminations entering into the water bodies and the ground water; the reasons for shrinking water bodies and depleting ground water table; over exploitation of ground water and rising dark blocks; the need for creating participatory approach among all stakeholders for efficient conservation and management of water including compulsory water harvesting, so as to provide safe and adequate water with tap connection to every household. If felt necessary, the Government may consider to bring an overarching federal law for efficient water conservation, management including distribution of safe and adequate drinking water to every household.

### **Reply of the Government**

The Ministry has carefully noted the summary of Recommendations of the Committee of Estimates regarding universal availability of drinking water in rural areas, competing usage of water in various sectors, contamination of water resources, need for improvement in physical performance, participatory approach, over-exploitation of groundwater and coordination between State and the Centre as well as among various related Ministries. In this regard, the Ministry of Drinking Water and Sanitation intend to take appropriate action which are as below:-

- (i) Coordination with Ministry of Water Resources, River Development and Ganga Rejuvenation for universal availability of water, rationalizing water for

various competing sectors, mapping of water quality hotspots in conjunction with Ministry of Health & Family Welfare and Ministry of Environment, Forest & Climate Change and promote conjunctive use of surface water, rain water and groundwater. Ministry of Drinking Water and Sanitation will also request the Ministry of Water Resources, River Development and Ganga Rejuvenation and Ministry of Rural Development (MGNREGA) for bringing in more improvements in de-silting of all surface water bodies including MI (Minor Irrigation) tanks along with streamlining broken supply channels to these water bodies.

- (ii) The Committee is aware that a large number of water supply projects are half-way in commissioning because of paucity of fund. This is especially true in case of coverage of water quality affected habitations where safe surface water bodies are at a distance and the project cost is reasonably high. This will be higher than the other projects. In this regard, the Ministry will also advise all the State Governments to rope in more State budgets to complete all these projects. Participatory approach will be followed in all water supply projects, including Panchayati Raj institutions, so that inter-village distribution network are maintained properly by the Gram Panchayats and operation and maintenance expenditure be met from the 14 Finance Commission funds provided to them. About 80% of the water is used for agriculture and horticulture and therefore, the Ministry of Agriculture will be requested to provide more focus on use of drip and sprinkler irrigation methods instead of conventional flooding irrigation.
- (iii) The Ministry will advise all the State Governments to concretize up-gradation of all water quality testing laboratories, follow the uniform drinking water quality monitoring protocol published by the Ministry and then seek NABL accreditation in a phased manner so that the water quality data generated by the Laboratories gets its due credibility.
- (iv) Finally, the Ministry contemplates to achieve the strategic goals of providing piped water supply to 90% rural households of the country by the year 2022. In this regard, the Ministry urges the Committee of Estimates to recommend the Government to provide adequate budgetary support for achieving these goals.

## **CHAPTER III**

### **Recommendations/Observations which the Committee do not desire to pursue in view of the Government's reply**

#### **Observation/Recommendation (Sl. No.1)**

#### **Rural Drinking Water Programme**

##### **General**

The Committee note that water is the primordial source of life on earth and is virtually the umbilical cord for all life forms. Humankind since time immemorial has venerated it as a symbol of divinity and purity. The scriptures including the Vedas expound the virtues and importance of water and its sources, viz. rains, rivers, streams and other bodies and hail water as 'ambrosia', 'nourisher of life' and 'bestower of bliss'. Article 21 of the Constitution proclaims 'Protection to Life' implicitly taking care of these basic needs without which life is impossible. Besides, Article 47, enshrining one of the Directive Principles of State Policy, enjoins upon the State the duty to raise the level of nutrition and the standard of living and to improve public health. The Committee note that even before the Constitution was adopted, enacted and given to 'We, the people', the Environment Hygiene Committee (Bhor Committee) had recommended in 1949 safe water supply to cover 90 percent of India's population in a time frame of 40 years i.e. by 1989. The Committee, however, note that after considerable delay the Government could announce on 1 April, 2011 that no identified habitation remained uncovered. The Committee's examination shows in the succeeding paragraphs that the provision of safe and adequate drinking water to the rural people still remains a daunting task.

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

*General observations of the Committee and hence no comments.*

## CHAPTER IV

### **Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee**

#### **Observation/Recommendation (Sl.No.2)**

#### **Coverage of Rural Habitations under National Rural Drinking Water Programme (NRDWP):-**

India has been facing chronic problem of drinking water shortage, stress and scarcity in different parts due to its vast and varied geographical and topographical conditions. Though the country is bestowed with sources of surface water in abundance, most of it is contaminated or allowed to go waste in the sea. The situation, the Committee note, has been further aggravated by the competing pressures of the eco-systems, the agriculture, industry and energy sectors. Although rural drinking water supply is a State subject and has been included in the Eleventh Schedule of the Constitution amongst the subjects that may be entrusted to Panchayats by the State, the Committee note that having regard to the magnitude of the problem, the Union Government pro-actively supplements and coordinates the efforts of the State Governments. To tackle the problem of safe drinking water in the rural areas of the country, the first water supply and sanitation programme was introduced in social sector in 1954. Thereafter, a major intervention of Government of India started in 1972-73 through the Accelerated Rural Water Supply Programme (ARWSP) to accelerate the coverage of drinking water. ARWSP was modified and renamed as the 'National Rural Drinking Water Programme' (NRDWP) and a separate Ministry of Drinking Water and Sanitation was set up in the year 2011.

While examining the Outcome Budget of the Ministry of Drinking Water and Sanitation, the Committee observe that despite a massive investment of more than Rs. 1, 64,700 crore in the rural water supply sector by the Central and State Governments since the first Five Year Plan, only 75% of the total rural habitations have been covered with adequate potable water. As per the National Sample Survey Organisation (NSSO), up to December 2012 only 88.5% of rural households had access to drinking water from protected sources whereas 11.5% households were yet to have access to safe drinking water. However, according to the Ministry after adding 368,463 rural habitations which are partially covered, the total percentage of habitations which have access to safe drinking water reaches

95.34% as per the data entered by States as on 1 April, 2014 on Integrated Management Information System (IMIS).

The Committee further note that the Environment Hygiene Committee (Bhor Committee) had in 1949 recommended a very reasonable and achievable target of providing drinking water to 90% of the population of the country in 40 years i.e. by 1989. The Committee are deeply dismayed that even after 67 years of independence, the basic objective of a Welfare State to provide adequate and safe drinking water to all its citizenry specially those living in rural/remote/hard areas whose economic conditions are compelling is yet to be achieved despite infusion of a massive investment of 1.65 lakh crore. The Committee, therefore, recommend that the Government fix the norms of potable water availability for semi urban and rural areas and the timeline by which the envisaged quality and quantity of potable water would be made available to all rural parts and regions of the country.

### **Reply of the Government**

As regards recommendations of the Committee asking the Government to fix norms of potable drinking water in semi-urban and rural areas, it is stated that the Ministry of Drinking Water and Sanitation in its guidelines of National Rural Drinking Water Programme (NRDWP) has already fixed norms of 40 liters per capita per day of potable drinking water to the rural population. The States, however, been given flexibility to increase this norm based on the demand and availability of water and the resources available with the States. Once the service delivery level of 40 lpcd (Liters per capita per day) is achieved the norm can be gradually increased to 55lpcd, and thereafter to 70 lpcd or more. As on 14.12.2015 a total of 12,91,947 rural habitations with a population coverage of 6594.39 lakhs is getting 40 lpcd or more of potable drinking water which is 72.95 % of the total rural population in the country. If the norm is taken as 55 lpcd, then a total of 7,76,280 rural habitations with a population coverage of 3779.08 lakhs are getting drinking water which is 41.80 % of the total rural population in the country. The fixation of norms/or semi urban areas is not done separately as they are primarily rural areas adjacent to urban towns/ cities.

Regarding the timeline by which the envisaged quality and quantity of potable water (40lpcd) could be achieved throughout the country without any exception, it is submitted that providing the drinking water to the rural population is ongoing and continuous process and the Government both at the State and Centre have to contend with various issues and constraining factors while executing the programme. A large



number of the slippages of fully covered habitations to the status of partially covered is happening due to reduction in yield of tube wells I hand pumps and due to depletion of ground water level which is caused essentially by inadequate rainfall . Scanty and irregular rainfall in many parts of the country is a phenomenon which has been happening in considerable parts of the country since last many years. The source security of drinking water can be achieved on a 100% based only when our entire rural drinking water supply is based on water grids with water intake from perennial surface water sources is ensured throughout the year. As of now about 85% of our current rural water supply schemes are based on groundwater sources and as recharge of groundwater is primarily through adequate rainfall, the slippages of habitations to partially covered status would continue to some extent and cannot be eliminated altogether. To avoid this , the Ministry is now focusing on surface water based piped water schemes which will reduce the contamination and slippage problem now being faced due to over dependence on ground water. This will also red e the health related problems.

### **Comments of the Committee**

( Please see Para No. 1.11 of Chapter I )

### **Observation/Recommendation (Sl. No.11)**

#### **Achievement under NRDWP**

The Committee note that the utilization of funds earmarked for NRDWP during the Eleventh Plan and the first two years of Twelfth Plan viz 2012-13 and 2013-14 was almost cent per cent. During the Eleventh Plan, the RE allocation was ₹ 39199 crore and the actual expenditure was ₹ 39210 crore. The Committee further note that during the year 2008-09, against a target of providing drinking water to 217898 habitations the achievement was 152990, that is 70 odd per cent. The allocation of Rs. 7298.78 crore was almost utilized for this 70% achievement. In the year 2009-10, out of 158589 habitations to be covered, 148879 (93.88%) habitations were covered, involving the actual expenditure of Rs. 7989.72 crore. In the year 2010-11 against a target of 135000, the achievement was 88.45% at 119401 habitations. To achieve this, out of the BE/RE Rs. 9000 crore, Rs. 8986.74 crore were actually spent. During the year 2011-12 against an aggregate target of 145169 habitations 138367 habitations (95.31%) were covered. The amount spent during the year was ₹ 8493.15 crore from RE amount of ₹ 8500 crore. During 2012-13 and 2013-14 against the RE allocation of ₹ 10500 crore and ₹ 9700 crore, sums of ₹ 10489.05 crore and ₹ 9691.29 crore respectively were actually incurred. Inexplicably, however, the physical achievements have not been commensurate with the expenditure incurred. During 2012-13, against a physical target of 91750 partially covered habitations the

achievement was merely 77388 habitations which is approximately 84% of the targets fixed. During 2013-14, the figures under this category were 53657 (target) and 51823 (achievement) respectively. For the quality affected habitations against a target of 28642, only 19402 i.e. just 68% habitations were covered in 2012-13. In 2013-14, against a target of 21771 only 16649 i.e. 76% habitations were covered. As regards habitations with piped water supply against the target of 63297 habitations, only 52021 i.e. 82% habitations were covered. During 2013-14 against 64342 habitations 56384 habitations i.e. 88% were covered under this category. The Committee are distressed to note the under achievement in physical target vis-a-vis the expenditure incurred. They, therefore, desire that the reasons for this mismatch may be studied in depth and corrective measures be put in place without any further loss of time. The Committee would also like to be apprised of the outcome of such a study and also the measures initiated within three months of presentation of this Report to Lok Sabha.

### **Reply of the Government**

Under the NRDWP, a portion of the annual allocation to the States is released at the end of the financial year in the months of February and March every year in the form of second installments or additional installments as States do not submit their required documents in time and this allocation remains utilized in that financial year and is carried forward to the next year and thus the effective availability of funds for execution of schemes with the States is less in a year vis-a-vis actual releases in a year which results in less physical achievement and its subsequent reflection on the IMIS. Moreover, many States in recent past are taking up surface water based mega piped water schemes for which the gestation period is 3 to 4 years, hence funds spent in a year is not resulting in actual coverage of habitations. Similarly in quality affected habitations ground water is contaminated and water is made available from distant sources which is taking time. However, this Ministry has been asking the States through video conferencing, review meetings etc. to achieve their physical targets as envisaged in the Annual Action Plan. It may be seen that States have been improving their physical achievements year after year.

### **Comments of the Committee**

( Please see Para No. 1.11 of Chapter I )

## **CHAPTER V**

**Recommendations/Observations in respect of which final reply of Government is still awaited**

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**NEW DELHI;**  
**04 August, 2016**  
**13 Shravana, 1938 (saka)**

**DR. MURLI MANOHAR JOSHI**  
**Chairperson,**  
**Committee on Estimates.**

## APPENDIX II

### MINUTES OF THIRD SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Friday, the 20<sup>th</sup> May, 2016 from 1100 hrs. to 1200 hrs. in Room No. '53', Parliament House, New Delhi.

#### PRESENT

Dr. Murli Manohar Joshi – Chairperson

#### Members

2. Shri A. Arunmozhithevan
3. Shri George Baker
4. Shri Dushyant Chautala
5. Shri Ashok Shankarrao Chavan
6. Shri Ashwini Kumar Choubey
7. Col. Sonaram Choudhary
8. Shri Sanjay Dhotre
9. Shri P.C.Gaddigoudar
10. Shri P. Kumar
11. Shri K.H. Muniyappa
12. Shri Rajesh Pandey
13. Shri Ravindra Kumar Pandey
14. Shri Md. Salim
15. Shri Arvind Sawant
16. Shri Jugal Kishore Sharma
17. Shri Gajendra Singh Shekhawat

#### SECRETARIAT

- |    |                        |   |                      |
|----|------------------------|---|----------------------|
| 1. | Shri Devender Singh    | - | Additional Secretary |
| 2. | Shri Vipin Kumar       | - | Director             |
| 3. | Shri Srinivasulu Gunda | - | Additional Director  |

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee.

3. The Committee then took up for consideration the draft Report on the Action Taken by the Government on the Observations/Recommendations contained in the Second Report of the Committee on Estimates (2014-15) (Sixteenth Lok Sabha) on the subject 'Evaluation of Rural Drinking Water Programmes' pertaining to the Ministry of Drinking Water and Sanitation. The

Committee expressed their dissatisfaction over the action taken replies submitted by the Government on the recommendations made in the 2<sup>nd</sup> Report of the Committee. The Committee adopted the draft Report with some modifications and authorized the Chairperson to finalise and present the same to Lok Sabha.

4. xxx

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**The Committee then adjourned.**

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xxx Matter not related to this Report.

## APPENDIX II

### ANALYSIS OF THE ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SECOND REPORT OF THE COMMITTEE ON ESTIMATES (SIXTEENTH LOK SABHA)

(i)	Total number of recommendations/observations	13
(ii)	Recommendations/Observations which have been accepted by the Government	10
	(Sl Nos. 3, 4, 5, 6,7, 8, 9, 10, 12 and 13)	
	Percentage of total recommendations	77%
(iii)	Recommendation/Observation which the Committee do no desire to pursue in view of the Government's reply	01
	(Sl. No. 1)	
	Percentage of total recommendations	9.53%
(iv)	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee	02
	(Sl. Nos. 2 &11)	
	Percentage of total recommendations	15%
(v)	Recommendation/Observation in respect of which final replies of the Government is still awaited	Nil
	Percentage of total recommendations	Nil