

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2014-2015)**

**13**

**SIXTEENTH LOK SABHA**

**MINISTRY OF DRINKING WATER & SANITATION**

*[Action taken by the Government on the recommendations contained in the Fourth Report (Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation]*

**THIRTEENTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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(2014-2015)

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*[Action taken by the Government on the recommendations contained in the Fourth Report (Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation]*

Presented to Lok Sabha on 12 August, 2015

Laid in Rajya Sabha on 12 August, 2015



LOK SABHA SECRETARIAT

NEW DELHI

August, 2015/Shravana, 1937 (Saka)

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## CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE (2014-2015) .....	(ii)
INTRODUCTION .....	(iii)
CHAPTER I Report .....	1
CHAPTER II Recommendations which have been accepted by the Government .....	10
CHAPTER III Recommendations which the Committee do not desire to pursue in view of the Government's replies .....	24
CHAPTER IV Recommendations in respect of which replies of the Government have not been accepted by the Committee .....	25
CHAPTER V Recommendations in respect of which final replies of the Government are still awaited .....	26

## APPENDICES

I. Minutes of the Sitting of the Committee held on 10 August, 2015.....	29
II. Analysis of Action taken by the Government on the recommendations contained in the Fourth Report (16 <sup>th</sup> Lok Sabha) of the Standing Committee on Rural Development .....	31

## COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)

Dr. P. Venugopal -*Chairperson*

### MEMBERS

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28. Dr. Vijaylaxmi Sadho<sup>\$</sup>
29. Shri A. K. Selvaraj
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#### **SECRETARIAT**

- |    |                    |   |                     |
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| 1. | Shri Abhijit Kumar | - | Joint Secretary     |
| 2. | Shri R.C. Tiwari   | - | Director            |
| 3. | Smt. B. Visala     | - | Additional Director |
| 4. | Shri Satish Kumar  | - | Committee Assistant |

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\* Nominated to the Committee w.e.f. 07.10.2014.

@ Nominated to the Committee w.e.f. 13.05.2015

\*\* Nominated to the Committee w.e.f. 25.09.2014 *vice* Shri Narayan Lal Panchariya.

\$ Nominated to the Committee w.e.f. 28.11.2014 *vice* Shri Jairam Ramesh

# Nominated to the Committee w.e.f. 16.07.2015

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Thirteenth Report on the action taken by the Government on the recommendations contained in the 4<sup>th</sup> Report of the Standing Committee on Rural Development (Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation.

2. The 4<sup>th</sup> Report was presented to Lok Sabha/laid in Rajya Sabha on 19 December, 2014. Replies of the Government to all the recommendations contained in the Report were received on 5 March, 2015.

3. The Report was considered and adopted by the Committee at their sitting held on 10 August, 2015.

4. An analysis of the action taken by the Government on the recommendations contained in the 4<sup>th</sup> Report of the Committee (Sixteenth Lok Sabha) is given in **Appendix-II.**

**NEW DELHI;**  
**10 August, 2015**  
**19 Shravana, 1937 (Saka)**

**DR. P. VENUGOPAL**  
***Chairperson,***  
**Standing Committee on Rural Development**

## CHAPTER I

### REPORT

This Report of the Standing Committee on Rural Development (2014-15) deals with the action taken by the Government on the Observations/Recommendations contained in their Fourth Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2014-2015.

2. The Fourth Report was presented to Lok Sabha on 19 December, 2014 and was laid on the Table of Rajya Sabha on the same date. The Report contained 17 Observations/Recommendations.

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

- |  |                                 |
|--|---------------------------------|
| (i) Observations/Recommendations which have been accepted by the Government:<br>Serial Nos. 1, 2, 4, 5, 6, 7, 8, 9, 10, 13, 14, 15, 16 and 17, | Total:14<br><b>Chapter-II</b>   |
| (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:<br>Serial No. NIL          | Total:NIL<br><b>Chapter-III</b> |
| (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:<br>Serial Nos. NIL   | Total:NIL<br><b>Chapter-IV</b>  |
| (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:<br>Serial Nos. 3, 11 and 12.          | Total:03<br><b>Chapter-V</b>    |

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

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

**A. Coverage of drinking water scenario in the rural areas**

**[Recommendation Serial No. 3 (Para No. 2.5)]**

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

"The Committee are perturbed to note that even after 60 years of implementing the programmes with different nomenclature and delivery mechanism, there is no uniformity with respect to figures on the coverage of providing drinking water to the rural populace. As per NSSO 69<sup>th</sup> Round Survey covering Household conditions and amenities in India for the period of July 2012 to December 2012, 88.5% of the rural households had access to drinking water from protected sources. The Census 2011 figures however revealed that about 30.8% of rural households had access to piped drinking water from taps and 22.10% of rural population had drinking water sources at a distance of more than 500 meters from their homes. The Committee in their 27<sup>th</sup> and 40<sup>th</sup> Reports of 15<sup>th</sup> Lok Sabha on Demands for Grants had recommends that an independent evaluation study may be carried out to determine the actual coverage of drinking water in the rural areas so that the planning process may be properly calibrated for taking corrective measures to cover the entire rural populace at the earliest. The Committee have been informed that the Ministry has already commissioned an Independent evaluation study of the data entered by States. The Committee would like to be apprised of the findings of the said study and follow up action taken thereon."

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

"This Ministry has commissioned an independent evaluation study of the Data entered by the States in the online Integrated Monitoring Information System (IMIS) and the final report of the study is expected by the end of March 2015. As and when the same is received by this Ministry, will be communicated to the Committee as well."



8. The Committee while examining the Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2014-15 had expressed concern over the fact that there was no uniformity with respect to the figures on the coverage of providing drinking water to the rural population and, therefore, the Committee had desired to be apprised of the findings of the independent evaluation study which was being undertaken as per the earlier recommendations of the Committee in their 27<sup>th</sup> and 40<sup>th</sup> Reports of Fifteenth Lok Sabha. The Committee observe that the Ministry in their action taken note has stated that the final report will be communicated to the Committee as and when the same is received by them. The Committee are of the strong view that for proper planning and effective execution of the scheme of providing safe drinking water to the rural populace of the country, accurate data with regard to the coverage of population with such facility is the fundamental requirement. The Committee, therefore, desire that the independent evaluation study should be completed at the earliest and the findings of the study should be thoroughly analyzed to have better planning of the scheme.

**B. Community Water Purification Plants**

**[Recommendation Serial No. 8 (Para No. 2.10)]**

9. With regard to functioning of Community Water Purification Plants, the Committee had recommended as under:-

"The Committee are apprised that various technologies are being used to remove contamination in the water sources. For arsenic removal, adsorption through activated alumina and tapping arsenic free deeper aquifers are used. As regards fluoride removal, reverse-osmosis, activate alumina and solar

electrolytic defluoridation are used. The Committee have been informed that aeration and terracotta filtration techniques have been adopted for removal of iron contamination in water. For removal of salinity, the most preferred technology used is Reverse Osmosis (RO) whereas RO and ion exchange are used for removal of nitrate. The Committee are happy to note that a proposal is underway to provide Community Water Purification Plants in fluoride, arsenic, uranium and other heavy/toxic metals and pesticide/fertilizer affected rural habitations in the country so as to provide safe drinking water immediately for which the anticipated expenditure of Rs.3600 crore will be shared in the ratio of 75:25 between Centre and States. A total of 20,000 quality affected habitations will be benefitted by such plants. Out of these 20,000 habitations, 4000 habitations are proposed to be covered during 2014-15, 8000 habitations in 2015-16 and the remaining habitations in 2016-17. While appreciating the proposal for setting up Community Water Purification Plants, the Committee recommend that the Ministry should ensure timely commissioning of these plants and also should explore the feasibilities of installing similar plants in all water quality affected habitations in the country. The Committee also recommend setting up of desalination plants to provide clean drinking water in coastal regions."

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

"It is true that approximately 20,000 habitations (figures are dynamic and likely to vary) are affected with heavy metals namely Manganese, Copper, Aluminium, Mercury, Uranium, Lead, Cadmium, Chromium, Selenium and Zinc. A total of 5,713 habitations have been reported with such contamination in one or more drinking water sources as entered into the laboratory records of the IMIS which needs to be verified and confirmed by the respective State Governments. However, in these heavy metal affected habitations and remaining arsenic and fluoride affected habitations, the Ministry has formulated a plan of commissioning community water purification plants to provide 8 to 10 LPCD of safe drinking water for drinking and cooking purposes only as sustainable solution of piped water supply through house-hold connections will take some time. In order to technically facilitate the States, the Ministry has constituted a High Level Technical Committee headed by Dr. R.A. Mashelkar, ex-Director General, CSIR which verifies the correctness of the technologies uploaded into the website of the Ministry by various agencies and provides a basket of technologies to the State Governments with a disclaimer that the Ministry does not support any product / manufacturer and that it is the duty of the State Department dealing with the rural drinking water to select correct technologies suitable to remove various contaminations of local importance in rural drinking water sources in their respective States. The Ministry also agrees with the Committee that desalination plants could be a good option when the total dissolved solids / chlorides exceed permissible limits in drinking water sources. As rural drinking water supply is a State subject, it is up to the State Government to decide setting up of such desalination plants in coastal areas, wherever applicable."

11. The Committee are happy to note that in pursuance of their recommendation, a number of measures have been taken by the Ministry which *inter alia* include formulation of a plan of commissioning of community water purification plants to provide 8 to 10 LPCD of safe drinking water for drinking and cooking purposes, constitution of a High Level Technical Committee headed by Dr. R.A. Mashelkar, ex-Director General, CSIR for verification of the correctness of the technologies uploaded into the website of the Ministry by various agencies and providing a basket of technologies to the State Governments to select correct technologies suitable to remove various contaminations in their respective States. The Committee are however constrained to note that about setting up of desalination plants, the Ministry have left it with the State Governments to decide on this issue. The Committee are of the view that Ministry of Drinking Water & Sanitation being a nodal Ministry is under obligation to address the problem in a systematic manner by persuading and also wherever necessary, by providing adequate technical assistance to the States to commission Water Purification Plants as well as Desalination Plants. The Committee would further expect the Ministry to expedite setting up of Community Water Purification plants in the water quality affected areas of the country so that clean drinking water is available to the rural populace.

### **C. Setting up Research and Development project**

#### **[Recommendation Serial No. 11, Para No. 2.13]**

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

"The Committee note that with a view to promote Research and Development in the area of water quality, R&D projects are funded by the Ministry to premier institutions, universities, autonomous organizations including NGOs/voluntary agencies. The Government is also setting up an International Centre for Drinking Water Quality (ICDWQ) which would be a world class R&D Institute, at Joka, Diamond Harbour Road, Kolkata. The main areas of operation of ICDWQ will be Research & Development, Technical Guidance, Training, Validation & Monitoring, Completion & Dissemination, Networking, Formulation of Policy and Action Plans for the Ministry and Academic programmes. The Committee welcome setting up of ICDWQ as a world class R&D institution and expect that this will immensely help in areas of research and development of different dimensions of water quality. The Committee desire that the Government should expedite the set up process so that the Institution become functional during the time frame and its research findings could be utilized for improvement of the quality of water."

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

"The Ministry would like to inform the Committee that the International Centre for Drinking Water Quality (ICDWQ) has been registered as a Society under Societies Registration Act, 1860, at New Delhi. For commissioning the Institute at Kolkata, land admeasuring 8.72 acres has been taken into possession from the Government of West Bengal on 14<sup>th</sup> May 2014. A reputed Project Management Consultant (a Govt. Undertaking) has been selected and Letter of Intent has been issued to the agency. A proposal for creation of 31 posts including Director of the Institute that will be required during the 12<sup>th</sup> Plan period has been submitted to Joint Secretary (Expenditure) of Department of Personnel and Training, Government of India."

**14. The Committee are happy to note that the process of setting up of International Centre for Drinking Water Quality (ICDWQ) has been set in motion with getting it registered under the Societies Registration Act, 1860, acquiring land measuring 8.72 acres in Kolkata and submitting proposal to DOPT for creation of 31 posts in the institute. Since, the Centre will be**

**world class R&D institution which will immensely help in areas of research and development of different dimensions of water quality, the Committee desire that all the processes involved need to be expedited so that the institution becomes functional at the earliest.**

**D. Open Defecation Free India by 2019**

**[Recommendation Serial No. 13 and 14, Para No. 2.15, 2.16 & 2.17]**

15. The Committee had recommended as under:-

"The Committee find that as per Census 2011 figures, only 32.7 % rural families have access to sanitation facilities in the country whereas the findings of the NSSO 2012 survey reveals that only 40.60 % rural households have access to toilets. The Committee are informed that a large number of rural households still do not have access to safe sanitation facilities and therefore, to tackle this problem on war footing in a time bound manner, the Government has launched the Swachh Bharat Mission (Gramin) on 2nd October, 2014 earlier known as Nirmal Bharat Abhiyan (NBA) which aims at attaining a 100 % Open Defecation Free India by 2019. The main objectives of SBM(G) inter alia is to bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation and accelerate sanitation coverage in rural areas. The Committee are apprised that main activities under the SBM(G) are incentives for Individual Household Latrine (IHHL), construction of Community Sanitary Complexes (CSCs), Solid and Liquid Waste Management (SLWM) projects, Information Education and Communication (IEC), Capacity building and monitoring and evaluation etc. The Committee also note that total assistance for IHHL has been enhanced from Rs. 10000 to Rs. 12000 and the funding from MGNREGA for IHHLs has also been delinked. Further the centre share funding has been increased from Rs. 3200 per unit to Rs. 9000 per unit, with the entire amount coming from SBM(G)."

(Recommendation Para No. 2.15)

The Committee are happy to note that SBM(G) has been launched on 2<sup>nd</sup> October, 2014 to make India 100 % Open Defecation Free by 2019 by removing shortcomings of earlier scheme. The Committee, therefore, urge the Government to put indefatigable efforts so that target of 100 % Open Defecation Free India is achieved by 2019. They would like the Ministry to apprise them of year-wise targets set and achievements made in this regard.

(Recommendation Para No. 2.16)

The Committee note that there is under achievement with regard to construction of Individual House Hold Latrines (IHHL) and Community Sanitary Complexes (CSCs) as out of 12,57,26,727 sanctioned IHHL, only 9,65,92,830 were constructed. Similarly, out of 33,684 Sanitary Complexes sanctioned, the achievement was only 27,709. The Committee are also apprised that to enable

better monitoring and management of School and Anganwadi Toilets under Swachh Bharat Mission (Gramin), the responsibility of construction of all School Toilets has been transferred to the Department of School Education & Literacy and that of construction of Anganwadi toilets has been transferred to the Ministry of Women and Child Development w.e.f. 2nd October, 2014. The Committee desire the Ministry to apprise them about the reasons for under achievement of physical targets and take concerted efforts to achieve the set targets during the current fiscal. The Committee also urge the Government to set up of Bio-toilets in areas having scarcity of water."

(Recommendation Para No. 2.17)

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

"As per Baseline Survey 2013 carried out by this Ministry with the assistance of the state Governments, 11.11 Crore household toilets need to be constructed in rural areas. Out of which 8.84 crore households are eligible to get Incentives. 6.84 crore household toilets will be provided by Ministry of Drinking Water and Sanitation. 2 Crore household latrines will be constructed by Ministry of Rural Development under MGNREGA. 2.27 crore Households (0.88 crore non entitled APL + 1.39 crores dysfunctional) are to be motivated through IEC and Inter Personal Communication methods to build their own toilets. For this category, provision of low interest loans through priority sector lending will be promoted Year wise targets under SBM(G) is as under :

	2014-15	2015-16	2016-17	2017-18	2018-19
Household latrines(in Cr.)	0.6	1.2	1.5	1.7	1.84

Against target of construction of 60,00,000 household latrine for the year 2014, 2015 only 33,79,966 toilets have constructed upto 12<sup>th</sup> February,2015 as reported by States.

(Reply to Recommendation Para Nos. 2.15 and 2.16)

In the rural sanitation programme, slow progress in expenditure was reported during the initial months of 2013-14 mainly due to problems in implementation with respect to the financial convergence with of NBA with MGNREGS at the field level. The Government of India has recognised the flaw in the design of programme and through a Cabinet decision on 24-9-2014 has inter-alia decided to discontinue the part funding of Individual household latrine(IHHL) from MGNREGS and provide entire funding from the Swachh Bharat Mission (G) launched on 2/10/2014. Government of India has also decided to enhance the total assistance available for IHHL from Rs. 10000 to Rs. 12000. The central government share for IHHL has therefore gone up from Rs. 3200 to Rs. 9000(Rs. 10800 for Special Category States. The changes brought about recently will lead to a substantial increase in the pace of implementation of the programme.

Advisory issued to all States for using the bio-toilet according to need of area."

(Reply to Recommendation Para No. 2.17)

17. Taking note that the programme of Swachh Bharat Mission (Gramin) has been launched on 2<sup>nd</sup> October, 2014 with the aim to attain 100 % Open Defecation Free (ODF) India by 2019, the Committee had urged the Government to put indefatigable efforts for achieving the target of 100 % ODF India by 2019 and had also desired the Ministry to apprise the Committee with the year-wise targets and achievements. In their action taken reply, the Government *inter alia* informed that a total of 11.11 crore household toilets need to be constructed in rural areas and out of which 8.84 crore households are eligible to get incentives. The Committee have been further informed that 6.84 crore households toilets will be provided by Ministry of Drinking Water and Sanitation and 2 crore households latrines will be constructed by Ministry of Rural Development under MGNREGA. While analyzing the targets viz-a-viz achievement during the year 2014-15, the Committee find that as against target of construction of 60 lakh household toilets for the year 2014-15, only 33,79,966 toilets have been constructed upto 12 February, 2015 which is approximately 55% of the target. The Committee, thus, feel that the progress of construction of household toilets during the year 2014-15 has not been upto the mark and with this pace, a serious doubt arises to achieve the target of ODF by 2019. The Committee, therefore, strongly recommend to speed up the construction of toilets throughout the country so that the country could attain Open Defecation Free status by 2019. The Committee further expect the Government to persuade all the State Governments for construction of bio-toilets in the areas having scarcity of water.

## **CHAPTER II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (Serial No. 1, Para No. 2.3)**

The Committee observe that for the fiscal year 2014-15, the Ministry has been allocated Rs. 15266.85 crore, with a Plan component of Rs. 15260 crore and Non-Plan component of Rs. 6.85 crore which is almost same i.e. Rs. 15265.70 crore as what was allocated during the fiscal 2013-14. The Committee find that during the year 2013-14, Rs. 15265.70 crore was allocated at BE stage which was subsequently slashed to Rs. 12006.24 crore at RE stage and Ministry spent Rs. 11947.60 crore showing almost full utilization of the allocations made at RE stage.

The Committee while noting a continuous declining trend at RE stage during the years 2012-13 and 2013-14, express their serious concern that any cut in funds at RE stage would hamper achievement of targets of the schemes of the Ministry which are meant to meet basic human needs of the people. The Committee, therefore, recommend the Ministry to make sincere and concerted efforts to fully absorb the allocated budget so as to avoid reduction of budget at RE stage in future.

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

##### Swachh Bharat Mission(Gramin)

Reduction in RE amount was done by Ministry of Finance, due to various reasons which interalia included availability of funds and expenditures under the programmes. In the rural sanitation programme, slow progress in expenditure was reported during the initial months of 2013-14 mainly due to problems in implementation with respect to the financial convergence with of NBA with MGNREGS at the field level. The Government of India has recognised the flaw in the design of programme and through a Cabinet decision on 24-9-2014 has inter-alia decided to discontinue the part funding of Individual household latrine(IHHL) from MGNREGS and provide entire funding from the Swachh Bharat Mission (G) launched on 2/10/2014. Gol has also decided to enhance the total assistance available for IHHL from Rs. 10000 to Rs. 12000. The central government share for IHHL has therefore gone up from Rs. 3200 to Rs. 9000(Rs. 10800 for Special Category States. The changes brought about recently will lead to a substantial increase in the pace of implementation of the programme. The combined effect of the increased pace of implementation because of removal of hindrance of part funding from MGNREGS and increase in Central Government share is likely to result in 4-5 fold increase in the rate of expenditure of central government fund.

##### National Rural Drinking Water Programme

The Ministry had been allocated Rs.15260 crores under the Plan component and Rs.6.85 crore under the Non-Plan component in the year 2014-15 as mentioned by the Hon'ble Committee above. This year also there has been huge budget cut in the Plan component at the RE stage. The same has been reduced to Rs.12100 crores for Plan



component at the RE stage of 2014-15. The Ministry is in full agreement with the serious concern expressed by the Hon'ble Committee that cut in funds allocation at the RE stage seriously hampers the achievement of targets set under the schemes of the Ministry (NRDWP and SBM-G). As regards the observations of the Hon'ble Committee regarding the absorption of allocated budget it is submitted that the Ministry under NRDWP Programme has been releasing 100% funds allocated to the States. There have been no shortcomings on the part of the Ministry to get the required utilization certificates and audit reports of previous years from the States within time and releasing funds to the States as per their allocation.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 2, Para No. 2.4)**

The committee note that the government of India's major intervention in water sector started in 1972-73 through the Accelerated Rural Water Supply Programme (ARWSP) for assisting States/UTs to accelerate the coverage of drinking water supply in 'problem villages'. The Committee further note that a Technology Mission with stress on water quality, appropriate technology intervention, human resource development support and other related activities was introduced in 1986 which was subsequently renamed as the Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991. In 1999-2000, Sector reform Project was started to involve the community in planning, implementation and management of drinking water schemes which was scaled up as the Swajaldhara Programme in 2002. The programme was revised w.e.f. 01.04.2009 and was named as National Rural Drinking Water Programme (NRDWP). The Committee express their deep concern over the fact that more than Rs. 1,65,000 crore have been invested by the Union/State Governments since the beginning of Plan period for achieving the objectives of providing safe and adequate drinking water to rural populace of the country but the achievement of the objectives still remains a distant dream. The Committee feel that a serious introspection needs to be done by the Ministry in this regard so that genuine needs of rural population are met in a time bound manner. The Committee also emphasize that necessary measures needs to be taken to recharge ground water.

### **Reply of the Government**

The Ministry under National Rural Drinking Water Programme (NRDWP) provides assistance to the States to provide safe drinking water to the rural population. It is submitted that the provision of drinking water supply to the rural population is a continuous process. The funds which have been allocated to this Ministry over a period of years have been instrumental in creating infrastructure for providing drinking water to the rural population in a very big way. However, it needs to be accepted that the coverage of rural habitation with safe drinking water cannot be kept at a constant level after the creation of infrastructure alone. Many of the habitations slip back from fully

covered status to partially covered status or get back a status where drinking water becomes contaminated and unfit for use. This happens due to multiple factors.

As regards the observations of the Hon'ble Committee on the emphasis regarding measures to charge ground water it is submitted that under the NRDWP 10% of the total funds provided to the States could be utilised towards the source sustainability which inter-alia means ground water recharged and creation of surface water impounding structure for sources sustainable for rural drinking water supply projects. Thus, it is submitted that under the NRDWP guidelines due emphasis has already been given for recharge of ground water as about 85% rural water supply schemes at present are based on ground water source only.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 4, Para No. 2.6)**

The Committee note that NRDWP is a Centrally Sponsored Scheme aimed at providing adequate and safe drinking water to the rural population of the country. The Committee note that during the 12th Five Year Plan, the focus of the Ministry would be on providing piped water supply in rural households thereby reducing burden of fetching water on women and children. It is also proposed to raise the service level of supply of safe drinking water to 55 lpcd from present level of 40 lpcd. The Committee are apprised that by the end of 2017, at least 50% of rural households would be covered by piped water supply and at least 90% of rural households would be covered by piped water supply by the end of 2022 and remaining households would be covered by Hand Pumps or others means. The Committee note that as on 01.04.2014, only 12,49,695 habitations had access to safe drinking water throughout the year and 420,601,482 habitations i.e. only 46.77% rural population have access to piped drinking water supply. The Committee also find that only 35% of rural households have access to drinking water source within their premises, 42.90% of have access to drinking water near their premises i.e. less than 500 meters and 22.10% have access to drinking water source more than 500 meters from their premises. While appreciating the steps being taken by the Ministry during the 12th Five Year Plan for providing piped water supply to the rural households, the Committee desire the Ministry to speed up the pace of implementation of the programmes to achieve the objectives in a minimum possible time. Being well aware that water is a State subject and NRDWP is a scheme of Union Government which is meant to supplement the efforts of the State Governments, the Committee recommend the Government to make indefatigable efforts to accelerate coverage of rural habitations by way of proper planning so that rural populace have access to clean and safe drinking water and the targets set for the Twelfth Five Year Plan are fully achieved. The Committee also urge the Government to provide water for livestock also.

### **Reply of the Government**

The Ministry fully agrees with the observations of the Hon'ble Committee that there is a need to accelerate coverage of rural habitation by way of proper planning so that rural population have access to clean and safe drinking water. The focus of the Ministry under National Rural Drinking Water Programme is to go for coverage of rural habitation from safe and perennial surface water sources and a gradual shift from the dependence on ground water as a source for rural water supply schemes. During the

Annual Action Plan with the States at the beginning of every year the Ministry is emphasizing on and asking the States to take up surface water based rural water supply schemes. With this shifting in focus, Ministry intends to reduce the constant slippages of fully covered habitations due to lowering of ground water level and ground water becoming contaminated with various chemical components.

As regards the recommendation of the Hon'ble Committee to provide water for livestock also, it is submitted that at present there is no provisions of providing water to livestock under the NRDWP norms for providing potable drinking water in rural areas. The current norms are very modest at present (40 to 55 lpcd) and hundred percent achievement is still unachieved as per the existing norms. As and when the norms are increased to a water supply level of 70 lpcd which invariably require further investments in creating and adding to already existing rural water supply infrastructure, the consideration for giving water to livestock can be taken and appropriate amendments in the guidelines would be carried out regarding this.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 5, Para No. 2.7)**

The Committee note with satisfaction that financial performance during the years 2012-13 and 2013-14 has been almost 100 %. The committee however, are concerned to note that during the current fiscal year (upto 14.11.2014), utilisation has been only Rs. 5407.91 crore out of the allocated funds of Rs. 11000 crore whose comes to about 50% only. Similarly, the Committee find that there have been slippages in achievements of physical targets also. For instance, during 2013-14, out of 25,345 Quality affected habitations proposed for coverage, only 16,649 were actually covered. Whereas during the current fiscal against the target of 23,427 quality affected habitations, only 4,944 habitations have been covered upto 14.11.2014 which is less than 22%. As regards slipped-back habitations, only 46089 habitations are covered till 14.11.2014 against the target of 118671. The Committee while expressing their concern over the low achievements in both the physical and financial targets, recommend that the Ministry must re-work out their strategy so as to achieve fully the financial and physical targets for the current fiscal.

### **Reply of the Government**

- The figures quoted in the para for 2014-15 are as on 14<sup>th</sup> November 2014. The final targets and achievements under the NRDWP for 2014-15 as on 19.2.2015 are as follows:-
- Against a total target to cover 137041 rural habitations, the achievement is 85179 habitations (62.15%). Against a target of covering 114479 Slipped-back/Partially covered habitations, the achievement is 75931 habitations (66.32%) while in the case of Quality affected habitations, against a target of 22562 habitations, achievement is 9248 habitations (40.98%). During the AAP meetings for the year 2015-16, most of the States where shortfall of achievement have been noticed, have stated that they would be able to achieve the targets given by 31<sup>st</sup> March, 2015 and have further stated that the many of the schemes especially multi village piped water supply schemes which are in the process of commissioning start giving yield once they are completed and the status of coverage will increase after that.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

**Recommendation (Serial No. 6, Para No. 2.8)**

Another area which causes serious concern to the Committee is the slow rate of progress in the implementation of programmes for improvement of the quality of water. The Committee is of the considered opinion that though there is an absolute requirement for larger coverage of habitations for providing adequate drinking water, it also becomes imperative at the same time that the supply of water should be from the secured and safe sources to ensure that the water so supplied is free from pollutants and contaminants. The Committee accordingly, urge the Ministry to have close and effective coordination with the States for according high priority to ensure adequate and safe water availability to the habitations affected by poor quality water.

**Reply of the Government**

The Ministry accepts the recommendation of the Committee in its totality as safe drinking water in adequate quantity has to be ensured to reach every rural citizen in the country under the Centrally sponsored National Rural Drinking Water Programme (NRDWP). The Committee might be aware that chemical contamination in rural drinking water sources is mostly geo-genic in nature. Therefore, during the Annual Action Plan meetings, the Ministry is directing all the States to tackle all water quality problems on high priority through piped water supply schemes from alternate safe surface / ground water sources. Out of the chemical contaminants, top-most priority is accorded to commission projects in arsenic and fluoride affected habitations.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

**Recommendation (Serial No. 7, Para No. 2.9)**

The Committee note that to meet the emerging challenges of contamination of water sources, 5% of the annual NRDWP allocation is earmarked for allocation to States having drinking water sources affected with chemical contaminants and with Japanese Encephalitis / Acute Encephalitis Syndrome (JE/AES). These funds are an additional allocation which is to be used in covering water quality habitations and this amount is over and above of 20% water quality component funds. The Committee are, however, constrained to note that as on 01.04.2014, there were 78,506 water quality affected habitations. The Committee note that 1991 habitations are affected by arsenic, 14,132 habitations by fluoride, 42,093 habitations by iron, 17,472 habitations by salinity and 2,818 habitations by nitrate in the country. The Committee feel that this is alarming situation as contaminated water is a serious health hazards for the population residing in such habitations and therefore the Committee urge the Ministry that addressing these issues in water quality affected habitations should be given the due focus it requires. The Committee expect the Government to complete all the works required in this regard in a time bound manner. The Committee also recommend that proper planning should be made to ensure availability of clean potable drinking water through a special campaign in the areas of UP and Bihar bordering Nepal which are affected by high level of arsenic and other contaminants leading to serious health hazards and efforts should also be made for purification of water from arsenic and other contaminants.

### Reply of the Government

The Ministry agree with the Committee that as on 1.4.2014, there were 78,506 habitations affected with chemical contamination in excess of permissible limits namely arsenic, fluoride, salinity, iron and nitrate. The Committee is aware that alternate drinking water sources especially surface water bodies, in many occasions, are situated far away from the water quality affected habitations and therefore, commissioning of piped water supply schemes from these water supply sources take a gestation period of 2 to 5 years, depending upon the local topography, slope and aspect. At times, where land acquisition involving road / railway crossing / forest situated in between, clearances from such authorities also take time. The Committee will appreciate that as on 19/2/2015, as reported by States into the IMIS of the Ministry, during 2014-15, 9,268 quality affected habitations have been provided safe drinking water while 10,695 habitations are having ongoing projects, in addition, new projects in 12,061 water quality affected habitations have also been accorded sanction. All the States have been advised to provide safe drinking water in all the contaminated habitations in a time bound manner and report to the Ministry.

The Ministry also accepts the recommendation of the Committee on special campaigns which inter-alia include one-week awareness campaign on safe drinking water and improved sanitation facilities conducted during 20<sup>th</sup> to 26<sup>th</sup> February, 2014 and another such campaign is being planned during 16-22 March 2015, the final day of which commemorates with the World Water Day.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### Recommendation (Serial No. 8, Para No. 2.10)

The Committee are apprised that various technologies are being used to remove contamination in the water sources. For arsenic removal, adsorption through activated alumina and tapping arsenic free deeper aquifers are used. As regards fluoride removal, reverse-osmosis, activate alumina and solar electrolytic defluoridation are used. The Committee have been informed that aeration and terracotta filtration techniques have been adopted for removal of iron contamination in water. For removal of salinity, the most preferred technology used is Reverse Osmosis (RO) whereas RO and ion exchange are used for removal of nitrate. The Committee are happy to note that a proposal is underway to provide Community Water Purification Plants in fluoride, arsenic, uranium and other heavy/toxic metals and pesticide/fertilizer affected rural habitations in the country so as to provide safe drinking water immediately for which the anticipated expenditure of Rs.3600 crore will be shared in the ratio of 75:25 between Centre and States. A total of 20,000 quality affected habitations will be benefitted by such plants. Out of these 20,000 habitations, 4000 habitations are proposed to be covered during 2014-15, 8000 habitations in 2015-16 and the remaining habitations in 2016-17. While appreciating the proposal for setting up Community Water Purification Plants, the Committee recommend that the Ministry should ensure timely commissioning of these plants and also should explore the feasibilities of installing similar plants in all water quality affected habitations in the country. The Committee also recommend setting up of desalination plants to provide clean drinking water in coastal regions.

## **Reply of the Government**

It is true that approximately 20,000 habitations (figures are dynamic and likely to vary) are affected with heavy metals namely Manganese, Copper, Aluminium, Mercury, Uranium, Lead, Cadmium, Chromium, Selenium and Zinc. A total of 5,713 habitations have been reported with such contamination in one or more drinking water sources as entered into the laboratory records of the IMIS which needs to be verified and confirmed by the respective State Governments. However, in these heavy metal affected habitations and remaining arsenic and fluoride affected habitations, the Ministry has formulated a plan of commissioning community water purification plants to provide 8 to 10 LPCD of safe drinking water for drinking and cooking purposes only as sustainable solution of piped water supply through household connections will take some time. In order to technically facilitate the States, the Ministry has constituted a High Level Technical Committee headed by Dr. R.A. Mashelkar, ex-Director General, CSIR which verifies the correctness of the technologies uploaded into the website of the Ministry by various agencies and provides a basket of technologies to the State Governments with a disclaimer that the Ministry does not support any product / manufacturer and that it is the duty of the State Department dealing with the rural drinking water to select correct technologies suitable to remove various contaminations of local importance in rural drinking water sources in their respective States. The Ministry also agrees with the Committee that desalination plants could be a good option when the total dissolved solids / chlorides exceed permissible limits in drinking water sources. As rural drinking water supply is a State subject, it is up to the State Government to decide setting up of such desalination plants in coastal areas, wherever applicable.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

## **Comments of the Committee**

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

### **Recommendation (Serial No. 9, Para No. 2.11)**

The Committee note that Jalmani Scheme was initiated in the year 2008 with a view to provide safe and clean drinking water to children studying in water deficient rural schools. Under this Scheme, 100% financial assistance is provided to the States to install standalone water purification system in one lakh water deficient rural schools. The Committee are informed that as per Report of 12 March, 2014 on the online IMIS, 98,685 rural schools have been covered and the remaining schools are expected to be covered shortly. The reasons for not achieving the targets are stated to be the problems faced during tendering, absence of overhead tanks and difficulties faced during selection of technologies. Finding this situation unsatisfactory, the Committee are of the view that none of these reasons appear to be so insurmountable as to effect the pace of implementation of such an important programme for providing safe and clean drinking water to children studying in water deficient rural schools. The Committee, therefore, strongly recommend to take necessary steps to cover all the remaining schools and apprise the Committee accordingly and also verify the efficacy of the scheme on the ground to achieve this end Officers may be deputed to make periodical visits at random to some of these schools for test check the implementation of the scheme which huge sums are invested.

### **Reply of the Government**

As reported by the States, as on 19/2/2015, the States have reported achievement of 1,00,194 rural schools with standalone community purification plants against a target of 1,00,000 schools, for which, 100% Central funding was provided to the tune of Rs.100 crore each year during 2008-09 and 2009-10. Very few States are yet to achieve their set targets, and in such situations, wherever required, the Ministry is deploying Officers/Consultants of the Ministry for periodical check-up and review of implementation of this programme. Monitoring and review of this scheme is also being taken up through video conferences.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 10, Para No. 2.12)**

The Committee are apprised that 720 district laboratories and 1413 sub-divisional/block level laboratories have been set up in various States as on 30.03.2014. The Committee are further apprised that as reported by States on IMIS, there are 2869 people including assistants working in various laboratories in States which are inadequate in many States considering the minimum number of staff required for laboratories as per Uniform Drinking Water Quality Monitoring Protocol. It has been admitted before the Committee during the evidence that there are not enough qualified personnel in labs and these labs are not accredited from National Accreditation Board for Testing and Calibration of Laboratories (NABL). The Committee express their unhappiness as the potential of these labs has not been fully explored only because of paucity of technical staff as well as non-availability of the equipments and thus and the very purpose for which these labs were setup is defeated. This is apparent that the due attention which needs to be given by the Ministry in this area is perhaps missing. The Committee are of the considered view that in the absence of proper infrastructure and adequate manpower in the labs, the quality of water cannot be effectively tested and thereby negating the whole purpose of providing quality potable water. Therefore, the Committee strongly recommend the Ministry to take immediate steps to established well equipped laboratories with NABL accreditation in the contamination affected areas and to provide adequate manpower in these labs on war footing, so that area-wise contamination can be detected and remedial measures taken accordingly. The Committee also desire the Ministry to explore the possibility of private sector participation in setting up of such labs in water quality affected habitations throughout the country.

### **Reply of the Government**

As reported by the States into the IMIS of the Ministry, there are 28 State-level laboratories, 746 District level laboratories (including sub-laboratories from where drinking water samples are being tested through out-sourcing) and 1,640 Block / Sub-Divisional laboratories in the country. There are 2,882 personnel working in District level laboratories, as reported. During Annual Action Plan meetings, in some States, it was known that manpower have been hired in the laboratories but not reported into the IMIS of the Ministry. The Committee will appreciate that during the year 2014-15, till 19/2/2015, 30.4 lakh drinking water sources have been reported tested.

It is true that a Uniform Drinking Water Quality Monitoring Protocol was published and released by the Ministry to all the States in February 2013 with an aim to standardize laboratory testing protocols including requisite manpower that might be required at various levels in order to achieve the final target of testing at least 3,000 drinking water samples in a year in a phased manner when they are fully commissioned. The Committee might be aware that the State level water quality testing laboratories are more sophisticated and could easily NABL accredited at an early date. Accordingly, all the States have been advised to initially seek NABL accreditation for the State level laboratory which in turn becomes the referral laboratory to build capacities of the District / Block / Sub-Divisional laboratories to get such accreditation in future in a phased manner.

The Ministry also conducted national level workshop on water and sanitation with corporate social responsibilities of select public sector undertakings to explore the possibility of helping State Governments in providing safe drinking water in rural areas of the country.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 13, Para No. 2.15 & 2.16)**

The Committee find that as per Census 2011 figures, only 32.7 % rural families have access to sanitation facilities in the country whereas the findings of the NSSO 2012 survey reveals that only 40.60 % rural households have access to toilets. The Committee are informed that a large number of rural households still do not have access to safe sanitation facilities and therefore, to tackle this problem on war footing in a time bound manner, the Government has launched the Swachh Bharat Mission (Gramin) on 2nd October, 2014 earlier known as Nirmal Bharat Abhiyan (NBA) which aims at attaining a 100 % Open Defecation Free India by 2019. The main objectives of SBM(G) inter alia is to bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation and accelerate sanitation coverage in rural areas. The Committee are apprised that main activities under the SBM(G) are incentives for Individual Household Latrine (IHHL), construction of Community Sanitary Complexes (CSCs), Solid and Liquid Waste Management (SLWM) projects, Information Education and Communication (IEC), Capacity building and monitoring and evaluation etc. The Committee also note that total assistance for IHHL has been enhanced from Rs. 10000 to Rs. 12000 and the funding from MGNREGA for IHHLs has also been delinked. Further the centre share funding has been increased from Rs. 3200 per unit to Rs. 9000 per unit, with the entire amount coming from SBM(G).

The Committee are happy to note that SBM(G) has been launched on 2<sup>nd</sup> October, 2014 to make India 100 % Open Defecation Free by 2019 by removing shortcomings of earlier scheme. The Committee, therefore, urge the Government to put indefatigable efforts so that target of 100 % Open Defecation Free India is achieved by 2019. They would like the Ministry to apprise them of year-wise targets set and achievements made in this regard.

(Recommendation Para No. 2.15 & 2.16)



### Reply of the Government

As per Baseline Survey 2013 carried out by this Ministry with the assistance of the state Governments, 11.11 Crore household toilets need to be constructed in rural areas. Out of which 8.84 crore households are eligible to get Incentives. 6.84 crore household toilets will be provided by Ministry of Drinking Water and Sanitation. 2 Crore household latrines will be constructed by Ministry of Rural Development under MGNREGA. 2.27 crore Households (0.88 crore non entitled APL + 1.39 crores dysfunctional) are to be motivated through IEC and Inter Personal Communication methods to build their own toilets. For this category, provision of low interest loans through priority sector lending will be promoted

Year wise targets under SBM(G) is as under :

	2014-15	2015-16	2016-17	2017-18	2018-19
Household latrines(in Cr.)	0.6	1.2	1.5	1.7	1.84

Against target of construction of 60,00,000 household latrine for the year 2014, 2015 only 33,79,966 toilets have constructed upto 12<sup>th</sup> February,2015 as reported by States.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### Comments of the Committee

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

### Recommendation (Serial No. 14, Para No. 2.17)

The Committee note that there is under achievement with regard to construction of Individual House Hold Latrines (IHHL) and Community Sanitary Complexes (CSCs) as out of 12,57,26,727 sanctioned IHHL, only 9,65,92,830 were constructed. Similarly, out of 33,684 Sanitary Complexes sanctioned, the achievement was only 27,709. The Committee are also apprised that to enable better monitoring and management of School and Anganwadi Toilets under Swachh Bharat Mission (Gramin), the responsibility of construction of all School Toilets has been transferred to the Department of School Education & Literacy and that of construction of Anganwadi toilets has been transferred to the Ministry of Women and Child Development w.e.f. 2nd October, 2014. The Committee desire the Ministry to apprise them about the reasons for under achievement of physical targets and take concerted efforts to achieve the set targets during the current fiscal. The Committee also urge the Government to set up of Bio-toilets in areas having scarcity of water.

### Reply of the Government

In the rural sanitation programme, slow progress in expenditure was reported during the initial months of 2013-14 mainly due to problems in implementation with respect to the financial convergence with of NBA with MGNREGS at the field level. The Government of India has recognised the flaw in the design of programme and through a

Cabinet decision on 24-9-2014 has inter-alia decided to discontinue the part funding of Individual household latrine(IHHL) from MGNREGS and provide entire funding from the Swachh Bharat Mission (G) launched on 2/10/2014. Government of India has also decided to enhance the total assistance available for IHHL from Rs. 10000 to Rs. 12000. The central government share for IHHL has therefore gone up from Rs. 3200 to Rs. 9000(Rs. 10800 for Special Category States. The changes brought about recently will lead to a substantial increase in the pace of implementation of the programme.

Advisory issued to all States for using the bio-toilet according to need of area.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Comments of the Committee**

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

#### **Recommendation (Serial No. 15, Para No. 2.18)**

The Committee observe that the practice of open defecation in India is due to combination of factors, the most prominent of them being the traditional behavioral pattern and lack of awareness of people about the associated health hazards. While noting the fact that Sanitation is mainly a mindset issue based on socio-cultural issues and habit, the Committee feel that India being a country with varying geographic, cultural and social characteristics, interventions to change mindsets and habits cannot be the same everywhere. The Committee are of the considered view that to bring about behavioral change in the rural population, media should be effectively used to communicate the message of adverse socio-hygienic impact of open defecation and also the benefits of sanitation with special emphasis on not only constructing the toilets but also to using them. For this purpose, Mass Media (Radio, TV, Newspapers), Digital Media, Print Media (Hoardings, posters etc.) and documentary films, Melas, Rallies etc. apart from involving Self Help Groups (SHGs), Non-Governmental Organisation (NGOs) and PRIs could be effectively utilised. The Committee, therefore, urge the Ministry to make efforts to ensure that the toilets constructed are actually used and are not left unused or dysfunctional. The Committee further desire that the Ministry should undertake an exercise of physical verification of toilets constructed and also of their usage and in this exercise, apart from other means, the mobile applications could also be used. The Committee would also like to be apprised of the action taken in this regard.

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

The Ministry's Sanitation Hygiene and Communication Strategy (SHACS) gives a broad framework to the States for the implementation of IEC activities to increase awareness among rural people, generation of demand for sanitation facilities and their usages and creation of clean environment. . The focus of SHACS is on Inter Personal Communication (IPC) on which 60% of the IEC funds is proposed to be spent. The new SBM (G) guidelines places maximum emphasis on effective IEC/IPC permitting the use of various techniques and interventions as well as effective behavior change communication. Mobile application for uploading photographs of toilets constructed after 2.10.2014 has been developed. As of 12.2.2015, 7376 photographs of toilets have been uploaded on MIS of Ministry. Toilet usage is also proposed to be monitored.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 16, Para No. 2.19)**

The Committee are disappointed to note huge amounts lying unspent in both the flagship programmes of the Ministry viz., National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin). During 2013-14, Rs. 3164.75 crore were lying unspent under NRDWP whereas under SBM(G), the unspent balance stood at Rs. 2450.43 crore. The Committee are concerned to note that out of total unspent balance of Rs. 3164.75 crore under NRDWP, Rs. 2105.36 crore is attributed by States of Bihar, Karnataka, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal. Similarly, under SBM(G), States like Andhra Pradesh, Bihar, Madhya Pradesh, Odisha, Tamil Nadu and Uttar Pradesh together are responsible for accumulation of unspent balance to the tune of Rs. 1504.38 crore out of total unspent balance of Rs. 2450.43 crore. Expressing concern over huge unspent balances lying, the Committee strongly urge the Ministry to vigorously pursuing the matter with State Governments by effective monitoring so that funds allocated for the schemes are fully and effectively utilized.

### **Reply of the Government**

Under Swachh Bharat Mission(Gramin),\_the holding higher unspent balance in States automatically reduces their eligibility for further fund release in the subsequent year. Due to this specific modality and inbuilt provision in the NBA/SBM(G) guidelines from 2012, States observe better financial discipline. Strict monitoring methods are adopted to obtain the progress of each District on real time basis using the online monitoring system. Regular review meetings/Video Conferences etc. are organized by the MDWS to discuss issues relating to implementation of the NBA/SBM(G) and utilization of funds.

It has been observed that under various component of NRDWP, States of Bihar, Karnataka, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal have been unable to lift their full allocation before December of the Financial year. The second installment of funds has been released to these States because of the inability of these States to submit their proposals regarding second installment funds in time. Since the second installment to these States have been released during the months of January, February and March , they have not been able to spend the funds before March resulting in huge opening balances. In order to expedite the expenditure under various component of NRDWP, States have been constantly asked to expedite their pace of expenditure through number of reminders, video conference and national review meeting. The Ministry is making all out efforts to reduce the huge opening balances at the end of year under the NRDWP.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Recommendation (Serial No. 17, Para No. 2.20)**

The Committee note that an Integrated Management Information System (IMIS) has been set up by the Ministry, which is online monitoring system under NRDWP and SBM(G). The IMIS allows a bird's eye view to both the Union and State Governments for monitoring progress of schemes. The Committee are happy to note that with a view to ensuring the authenticity of data provided by the States online, it has been kept on

public domain and is open to checking, verification and comments by all. During the course of examination, the Committee observed that there is no proper system of conducting physical verification and monitoring of actual infrastructure work executed and also to monitor the utilization of funds. Although the Ministry has been holding review meetings and video conferences to monitor utilization, the Committee do not find the system very effective to bring the desired results. The Committee desire that the monitoring system should be strengthened and a mechanism should be developed for ensuring transparency and accountability and fixation of responsibility in case of delay or non implementation of projects. The Committee also observed that non-submission of plans or slow pace of expenditure were the major reasons for non-utilization of funds by the States. The Committee are of the opinion that appointment of nodal officers of the Central Government at different levels in the States will help in monitoring the flow of expenditure and implementation of schemes. The Committee, therefore, desire that nodal officers should be appointed by the Central Government at different levels for not only conducting concurrent physical verification of the status of the implementation of various programmes but also to keep a close watch over the utilization of the funds by the States. Such nodal officers should be mandated to have effective coordination with the State Governments and to directly report all the developments to the Central Government.

### **Reply of the Government**

#### Swachh Bharat Mission(Gramin)

The Ministry of Drinking Water and Sanitation has developed a comprehensive system of monitoring the implementation and impact of the Programmes including utilization of funds, through Area Officer's Scheme. Under the Area officer scheme each State is allotted to a nodal office of the Ministry, who is responsible for monitoring of that state.

A panel of National Level Monitors(NLMs) has also been made which includes experts working the water & Sanitation sector in Government of India, State Governments, External Support Agencies, Non Governmental Organisations, Training Institutions etc. They go to the states to review the quality of Implementation as part of Review Mission constituted by Government of India.

#### National Rural Drinking Water Programme

The Ministry admits that there is a shortcomings in the proper system of conducting physical verification and monitoring of actual infrastructure work executed by the State Governments. But this has to be seen in the context of twin perspectives. First execution of works related to Rural Water supply schemes vests with the state governments and it is exclusively within their domain as per the NRDWP Guidelines. In schemes/project selection also the state has the dominant say based on the ground realities. There is a state level scheme sanctioning committee (SLSSC) at the state level which decides about the Rural Water Supply projects to be undertaking. Secondly with the limited manpower available at the central level it is not possible to send officers for field visits to actually do the physical monitoring/verification of Rural Water Supply schemes undertaking by the States all across the country.

The innovative measures to ensure transparency and accountability, the Ministry has been asking all the state governments to switch over to e-tendering process in awarding Rural water supply projects in their states. Most of the states are following

this. As regards accountability, it is submitted that the execution of the Rural Water Supply schemes in their states are subject to audit and this ensures proper accountability and fixing of responsibility in case of delay or non-implementation of the projects. During the annual action plan meetings with the states, the states have been clearly told that delay in implementation of a scheme beyond five years is not to be funded from the central component from the funds allocated to the states under NRDWP.

As regards the recommendation of the Hon'ble Committee on appointment of nodal officer from the Central Government of different levels for concurrent physical verification of implementation of various programs, it is submitted that the ministry has recently structured the concept of Area Officers designated to a State and have appointed 14 officers as Area Officers with one officer for a maximum of two states only. With this the Ministry intends to increase the field visits of officers from the central government for physical verification of implementation of various projects/programs undertaken by the State Governments and especially those projects with a bigger outlays.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Chapter III**

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

**- NIL -**

## **Chapter IV**

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

**- NIL -**

## **Chapter V**

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

#### **Recommendation (Serial No. 3, Para No. 2.5)**

The Committee are perturbed to note that even after 60 years of implementing the programmes with different nomenclature and delivery mechanism, there is no uniformity with respect to figures on the coverage of providing drinking water to the rural populace. As per NSSO 69<sup>th</sup> Round Survey covering Household conditions and amenities in India for the period of July 2012 to December 2012, 88.5% of the rural households had access to drinking water from protected sources. The Census 2011 figures however revealed that about 30.8% of rural households had access to piped drinking water from taps and 22.10% of rural population had drinking water sources at a distance of more than 500 meters from their homes. The Committee in their 27<sup>th</sup> and 40<sup>th</sup> Reports of 15<sup>th</sup> Lok Sabha on Demands for Grants had recommends that an independent evaluation study may be carried out to determine the actual coverage of drinking water in the rural areas so that the planning process may be properly calibrated for taking corrective measures to cover the entire rural populace at the earliest. The Committee have been informed that the Ministry has already commissioned an Independent evaluation study of the data entered by States. The Committee would like to be apprised of the findings of the said study and follow up action taken thereon.

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

This Ministry has commissioned an independent evaluation study of the Data entered by the States in the online Integrated Monitoring Information System (IMIS) and the final report of the study is expected by the end of March 2015. As and when the same is received by this Ministry, will be communicated to the Committee as well.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

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

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

#### **Recommendation (Serial No. 11, Para No. 2.13)**

The Committee note that with a view to promote Research and Development in the area of water quality, R&D projects are funded by the Ministry to premier institutions, universities, autonomous organizations including NGOs/voluntary agencies. The Government is also setting up an International Centre for Drinking Water Quality (ICDWQ) which would be a world class R&D Institute, at Joka, Diamond Harbour Road, Kolkata. The main areas of operation of ICDWQ will be Research & Development, Technical Guidance, Training, Validation & Monitoring, Completion & Dissemination, Networking, Formulation of Policy and Action Plans for the Ministry and Academic



programmes. The Committee welcome setting up of ICDWQ as a world class R&D institution and expect that this will immensely help in areas of research and development of different dimensions of water quality. The Committee desire that the Government should expedite the set up process so that the Institution become functional during the time frame and its research findings could be utilized for improvement of the quality of water.

### **Reply of the Government**

The Ministry would like to inform the Committee that the International Centre for Drinking Water Quality (ICDWQ) has been registered as a Society under Societies Registration Act, 1860, at New Delhi. For commissioning the Institute at Kolkata, land admeasuring 8.72 acres has been taken into possession from the Government of West Bengal on 14<sup>th</sup> May 2014. A reputed Project Management Consultant (a Govt. Undertaking) has been selected and Letter of Intent has been issued to the agency. A proposal for creation of 31 posts including Director of the Institute that will be required during the 12<sup>th</sup> Plan period has been submitted to Joint Secretary (Expenditure) of Department of Personnel and Training, Government of India.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

### **Comments of the Committee**

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

### **Recommendation (Serial No. 12, Para No. 2.14)**

The Committee note that States can identify sites for ground water sources and locations with hydro-geomorphological maps for constructing recharge structures to benefit existing water supply sources for sustainability. The work relating to HGM maps was initiated in the year 1999-2000 and by September, 2014, all the 4898 HGM maps for groundwater prospects in the entire country including Union Territories have been completed. The Committee note that currently the Ministry is in the process of adding a water quality GIS layer into these HGM maps which is expected to be completed within a year's time subject to the condition that the legacy data on water quality during pre and post monsoon season are handed over to National Remote Sensing Centre / concerned State Remote Sensing Application Centre / Principal Investigator nominated by NRSC. It is stated that these HGM maps will be of immense help in identifying the spots for installing hand pumps. The Committee, while taking into consideration the significance of HGM maps to identify sites for ground water sources urge the Government to expedite process of adding a water quality GIS layer by completing within the stipulated time-frame and persuade the States / Union Territories to use these maps particularly while installing hand pumps in the water scarce regions.

### **Reply of the Government**

As reported by the National Remote Sensing Centre (NRSC), Hyderabad, all 4,898 Hydro Geo-morphological Maps (HGM) have been got prepared and circulated to concerned States which are meant for groundwater prospecting both for identification of correct location of drinking water sources and sustainability structures. The State Governments have been advised to generate water quality data say approximately 20-

25 % of the drinking water sources uniformly spread across each district all over the country and send such data along with the GPS coordinates and depth of groundwater both during pre-monsoon and post monsoon seasons to NRSC, Hyderabad under intimation to this Ministry. This information will then be utilized for creation and insertion of GIS layer into the HGM maps. The process though targeted to be completed by March 2015, may extend slightly further for want of legacy data on water quality from all the States.

*[O.M. No. 13011/01/2014-Coordination dated 5 March, 2015]*

**NEW DELHI;**  
**10 August, 2015**  
**19 Shravana, 1937 (Saka)**

**DR. P. VENUGOPAL**  
***Chairperson,***  
**Standing Committee on Rural Development**

## APPENDIX – I

**STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)****MINUTES OF THE TWENTY THIRD SITTING OF THE COMMITTEE HELD ON MONDAY,  
THE 10 AUGUST, 2015**

The Committee sat from 1530 hrs. to 1545 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

**Dr. P. Venugopal** - **Chairperson**

**Members****Lok Sabha**

2. Shri Kirti Azad
3. Shri Harish Chandra Chavan
4. Shri Manshankar Ninama
5. Shri Prahlad Singh Patel
6. Dr. Ramesh Pokhriyal "Nishank"
7. Shri Gokaraju Ganga Raju
8. Smt. Butta Renuka
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Ajay Misra Teni
12. Adv. Chintaman Navasha Wanaga
13. Shri Vijay Kumar Hansdak

**Rajya Sabha**

14. Shri Gulam Rasool Balyawi
15. Shri Ram Narain Dudi
16. Shri Mahendra Singh Mahra
17. Shri Ranvijay Singh Judev
18. Dr. Vijaylaxmi Sadho
19. Shri A. K. Selvaraj
20. Smt. Kanak Lata Singh
21. Shri Ashwani Kumar

**SECRETARIAT**

1. Shri Abhijit Kumar - Joint Secretary
2. Shri R.C. Tiwari - Director
3. Smt. B. Visala - Additional Director

2. At the outset, the Chairperson welcomed the members to the Sitting of the Committee. Thereafter, the Committee took up for consideration the following draft Action Taken Reports:-

(i) XXX XXX XXX XXX

(ii) XXX XXX XXX XXX

(iii) XXX XXX XXX XXX

(iv) Draft Report on Action Taken by the Government on the recommendations contained in the Fourth Report on Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation;

(v) XXX XXX XXX XXX

(vi) XXX XXX XXX XXX

3. After detailed discussions, the Committee adopted the Reports without any modifications. The Committee then authorized the Chairperson to finalize the aforesaid Reports and present the same to the Parliament.

The Committee then adjourned.

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[Vide Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS CONTAINED IN THE FOURTH REPORT  
(16<sup>TH</sup> LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	17
II.	Recommendations that have been accepted by the Government :	
	Serial Nos.1, 2, 4, 5, 6, 7, 8, 9, 10, 13, 14, 15, 16 and 17	
	Total:	14
	Percentage:	82.35 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial No. - NIL -	
	Total:	00
	Percentage:	0.00 %
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Serial No. - NIL -	
	Total:	00
	Percentage:	0.00 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. 3, 11 and 12	
	Total:	03
	Percentage:	17.65 %