

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2015-2016)



SIXTEENTH LOK SABHA

MINISTRY OF DRINKING WATER AND SANITATION

[Action taken by the Government on the recommendations contained in the Fifth Report (Sixteenth Lok Sabha) on Demands for Grants (2015-16) of the Ministry of Drinking Water & Sanitation]

SEVENTEENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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Presented to Lok Sabha on 22.12.2015

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LOK SABHA SECRETARIAT
NEW DELHI

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* Will be appended at printing stage

(ii)

COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

Dr. P. Venugopal -- *Chairperson*

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| 2. Shri Akhilesh Shah | - | Director |
| 3. Smt. B. Visala | - | Additional Director |
| 4. Shri Satish Kumar | - | Committee Assistant |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2015-2016) having been authorised by the Committee to present the Report on their behalf, present the Seventeenth Report on the action taken by the Government on the recommendations contained in the 5th Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants (2015-16) of the Ministry of Drinking Water & Sanitation.

2. The 5th Report was presented to Lok Sabha/laid in Rajya Sabha on 23 April, 2015. Replies of the Government to all the recommendations contained in the Report were received on 10 July, 2015.

3. The Report was considered and adopted by the Committee at their sitting held on 18 December, 2015.

4. An analysis of the action taken by the Government on the recommendations contained in the 5th Report of the Committee (Sixteenth Lok Sabha) is given in **Appendix-II**.

NEW DELHI;
18 December, 2015
27 Agrahayana, 1937 (Saka)

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

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2015-16) deals with the action taken by the Government on the Observations/Recommendations contained in their Fifth Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2015-2016.

2. The Fifth Report was presented to Lok Sabha on 20.04.2015 and was laid on the Table of Rajya Sabha on 23.04.2015. The Report contained 11 Observations/Recommendations.

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

- | | |
|---|----------------------------------|
| (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos. 2, 3, 4,5, 6, 7, 8, 9, 10 and 11. | Total:10
Chapter-II |
| (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:
Serial No. NIL | Total: NIL
Chapter-III |
| (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:
Serial No. NIL | Total: NIL
Chapter-IV |
| (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial No. 1. | Total:01
Chapter-V |

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

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

A. Steep reduction of funds for Twelfth Plan and for 2015-16 for NRDWP and Swachh Bharat Mission (Gramin) (SBM(G) criticized and additional funds for these programmes strongly reiterated.

[Recommendation Serial No. 1 (Para No. 2.1)]

6. In the context of drastic reduction in budgetary allocation for the current financial year, the Committee had recommended as under:-

"The Committee note that the Ministry of Drinking Water and Sanitation has been entrusted with the responsibility of implementing two major Centrally Sponsored Schemes i.e. the National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) SBM(G) through which support is extended to the State Governments in their endeavour to provide safe drinking water in the rural areas of the country and achieving 100 % rural sanitation coverage by 2019. The scrutiny of Demands for Grants of the Ministry of Drinking Water and Sanitation reveals substantial reduction of allocation at RE stage and failure of the Department to fully utilize even the reduced allocations over the last few years. During the year 2013-14, the provision of Rs. 15260 crore at BE stage was reduced to Rs. 12000 crore at the RE stage and the actual expenditure turned out to be only Rs. 11947.60 crore. Similarly, during the fiscal 2014-15, the BE of Rs. 15260 crore was slashed down to Rs. 12100 crore at RE stage and the expenditure incurred upto 27.02.2015 was only Rs. 9881.37 crore. The Committee find that during the current fiscal 2015-16, the allocation of Rs.5243.87 crore to the Ministry of Drinking Water and Sanitation is approximately 66% lower than the BE of the previous year.

The Committee are surprised to note that against the total proposed outlay of Rs. 166686 crore {Rs. 122570 crore for NRDWP and Rs. 44116 crore for SBM(G)} for the Twelfth Five Year Plan, only Rs. 105945 crore {Rs. 68786 crore

for NRDWP and Rs. 37159 crore for SBM(G)} were allocated. Further, the allocation of Rs. 5236 crore (Plan) during the current financial year is only 4.94 % of the 12th Plan allocation. The Committee express serious concern over the drastic reduction in the budgetary allocation for the current financial year which is Rs. 12100 crore less than the RE of the previous year 2014-15. The Committee find the budgetary allocation of Rs.5236 crore quite inadequate to meet the requirements and feel that this would definitely have an adverse impact on both the Schemes i.e. NRDWP and SBM (G) and as a result millions of people living in the rural areas of the country will be affected.

The Committee are of the considered view that the meagre allocation of Rs. 5236 crore does not commensurate with herculean task of providing safe drinking water and sanitation facilities to millions of rural population. The Committee are apprehensive that attainment of the objectives of providing safe drinking water and open defecation free rural areas would remain a distant dream until and unless sufficient funds are allocated to the Ministry. The Committee, therefore, strongly recommend the Ministry to approach the NITI Ayog and the Ministry of Finance with apt justifications to ensure allocation of additional funds for the current financial year so that future development plans are not hampered and the targets fixed are achieved in time."

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

"This Ministry has approached Ministry of Finance at various levels for allocation of sufficient fund to attain the objectives of providing safe drinking water to Rural Population. To discuss the matter, meetings were held with Ministry of Finance, NITI Ayog and PMO. The concern of the Committee and this Ministry have been recognized by all. Accordingly decision has been taken to release the entire fund allocated in the Budget Estimate in one go without any rider to all the States. This is to give a sense of comfort to the States to progress various schemes and activities related to Rural Water Supply. This Ministry is also now moving request for supplementary demands to make the total allocation to Rs.10,000 crore. It is expected that the Ministry may get it for which Ministry will pursue the case.

Under Swachh Bharat Mission (Gramin) against RE of Rs. 2850 crore for the year 2014-15, expenditure amount is Rs. 2850 crore(100%). The issue of inadequate budget in 2015-16 has been taken up with Ministry of Finance and NITI Aayog. Finance Minister has assured that adequate resources, as necessary, will be made available for effective implementation of the scheme. Further, as a comforting factor to the States, against BE of the 2015-16 of Rs. 2625 crore, Rs. 2495 crore have already been released to States."

8. During the course of examination of Demands for Grants (2015-16) of Ministry of Drinking Water & Sanitation, while showing concern regarding huge reduction in funds for important programmes of NRDWP and Swachh Bharat Mission (Gramin) (SBM(G) during Twelfth Plan from the level of Rs. 1,66,686 crore in proposed outlay of Ministry of Drinking Water & Sanitation to as low as Rs. 1,05,945 crore in actual outlay and finding steep reduction of Plan funds from Rs. 15,260 crore at BE level to Rs. 12,100 crore at RE level in 2014-15 and further to as low as Rs. 5,243.87 crore in BE 2015-16, the Committee had observed that the available funds are inadequate to meet the requirement and have felt that this would adversely affect both the programmes. The Committee strongly recommended the Ministry of Drinking Water & Sanitation to take up the matter with the Ministry of Finance and Niti Aayog with apt justifications to ensure additional funds for current year so that future development plans are not hampered and for timely achievement of targets.

In action taken reply, the Ministry of Drinking Water & Sanitation has *inter-alia* informed that they have already approached Ministry of Finance at various levels for allocation of sufficient funds for NRDWP and have discussed the issue with Ministry of Finance, Niti Aayog and PMO and it has been decided to release the entire fund allocated in the Budget Estimate of Rs. 2,611 crore in one go to States without any rider to all the States for Rural Water Supply and the MoDWS is moving a request for Supplementary Demands of Rs. 10,000 crore and is expecting to get it. The Committee also find that 1st Supplementary Grants of Rs. 1,185 crore (Annexure I) have been received by MoDWS.

As regards inadequate funds for Swachh Bharat Mission (Gramin) SBM(G), the MoDWS has stated that the issue was taken up with Ministry of Finance and

Niti Aayog and Hon'ble Finance Minister has also assured that adequate resources will be made available. The MoDWS has further informed that out of Rs. 2,625 crore of BE (2015-16), Rs. 2,495 crore have already been released to States. In this connection, the Committee recall that during the briefing of the representatives of MoDWS on the subject SBM(G) held on 4th November, 2015, the Committee have been informed that Rs. 4,125 crore at RE level have been given upto October, 2015 out of which Rs. 3,526 crore have already been released to States/UTs. The Committee strongly feel that there is a big gap between demand *viz-a-viz* availability of resources for rural water supply and SBM(G) programmes. The Committee also recall that during the aforesaid briefing of the representatives of MoDWS on SBM(G), the Secretary, MoDWS *inter-alia* informed the Committee about other sources of funding for SBM(G) requirements like Swachhata Cess on certain services, Fourteenth Finance Commission Grants, overseas funding, World Bank loan under negotiations etc. The Committee, therefore, feel that with such deluge of resources, the issue of paucity of funds would largely be met and pending these fundings, the Committee strongly reiterate that MoDWS should pursue with Ministry of Finance, Niti Aayog and PMO for making available additional funds for these important sectors of Rural Water Supply and Swachh Bharat Mission (Grameen).

B. Need for the Water Quality Testing Laboratories with adequate manpower and modern equipments and conducting necessary independent survey for working of such labs.

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

9. With regard to functioning of Water Quality Testing Laboratories, the Committee in aforesaid para of the Report had recommended as under:-

"The Committee note that the Ministry supports the setting up and strengthening district level and sub-divisional water quality testing laboratories in the States. The Committee further noted that 25 State level laboratories, 725 district laboratories, 1610 Block level/Sub-divisional laboratories and 82 mobile testing laboratories have been set up by the States/UTs as on 18.03.2015 and about 34.5 lakh drinking water sources are reported to be tested in these laboratories. The Committee, however, find that even where water testing laboratories have been established, they suffer from paucity of technical manpower, qualified personnel and equipments. The Committee are concerned to note that setting up of water quality testing laboratory and making them fully functional has not been accorded due priority which is a prerequisite for providing quality water to the rural population. Since the quality of drinking water has a direct relation with the health of individuals, the Committee strongly recommend the Government to take urgent necessary steps to provide adequate technical manpower as well as all modern equipments to the water testing laboratories and also to set in motion the process of opening new water testing laboratories at all the places having need thereof. The Committee also desire that efforts should also be made to make all such labs accredited by NABL at the earliest. To have an appropriate assessment of the efficacy of working of the water testing laboratories, the Committee recommend that an independent survey should be undertaken so that necessary corrective measures could be taken by the Department.

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

"Under the National Rural Drinking Water Programme (NRDWP), 3% of funds released to the States are earmarked exclusively for water quality monitoring and surveillance which inter- alia include hiring of technically qualified manpower, procuring equipment, glass wares, chemicals required for water quality testing in various laboratories and field test kits for both chemical and bacteriological parameters to be used by the Gram Panchayats. The Uniform Drinking Water Quality Monitoring Protocol issued by the Ministry in February, 2013 recommend at least one Chemist on State Government rolls and the remaining to be hired from Local market if such vacancies are created and filled up. The State Government is also free to open up new laboratories wherever contamination is dynamic/severe. The Ministry also initiated 4-day Training programmes for the Chemists of the State Departments dealing with rural drinking water supply on preparation of Quality Manual and accreditation with NABL. An independent survey on water quality monitoring and surveillance has also been conducted by the Ministry."

11. While noticing that there are 25 State level, 725 District level, 1610 Block level and 8 Mobile Water Quality Testing labs as on 18th March, 2015 set up in different States/UTs and 34.5 lakh drinking water sources have been reportedly tested by these labs and that these labs suffer from paucity of equipments, the Committee had recommended that those labs should be equipped with adequate manpower and modern equipments with accreditation from NABL at the earliest and an independent survey be done for appropriate assessment of their functioning.

In action taken reply, the MoDWS have *inter-alia* stated that under NRDWP programme 3% of funds are earmarked to States/UTs for water quality monitoring and surveillance that includes technically qualified manpower, procuring equipments etc. and the Committee have been apprised that Uniform Drinking Water Quality Monitoring Protocol (February, 2013) issued by MoDWS recommends at least one chemist at State Government rolls and remaining to be hired from local markets, if such vacancies arises, and MoDWS has already started training programmes for chemists of State Governments and independent survey on desired lines has been conducted.

The Committee while appreciating the work done on training of chemists and conducting assessment of functioning of above Water Quality Testing Labs in the country, feel that merely informing the Committee about earmarking of 3% funds for Operation and Maintenance Fund activities under NRDWP to States/UTs is not enough and that MoDWS should also play a pro-active role by issuing necessary advisories to States/UTs to equip their quality testing/quality labs with necessary manpower and equipments. The Committee also desire that findings of

survey referred above conducted by MoDWS be conveyed to the Committee for arriving at logical conclusion. The Committee, therefore, reiterate that water quality testing labs in the country be equipped with adequate manpower and equipment expeditiously for giving safe drinking water to rural areas across the country.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

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

The Committee observe that as per the strategic plan of the Ministry, at least 50% of the rural households are to be provided with piped water supply by the year 2017. The Ministry apprised the Committee during evidence that the emphasis in the 12th Five Year Plan and subsequent Plans would be to provide piped water supply through perennial surface water sources so that there is no problem of slippages and quality. It was also mentioned that once the basic requirement of 40 lpcd (litres per capita per day) is met, service level of 70 lpcd or more is envisaged. The Committee are perturbed to note that since the First Five Year Plan (1951-56), more than Rs. 1,73,950 crore have been invested by the Central and State Governments for achieving the objectives of providing safe and adequate drinking water to rural populace of the country. Despite such huge spending and also even after 67 years of independence, there are continuing problems of quality and quantity of drinking water. The Committee would, therefore, strongly urge the Ministry to have a serious introspection of the operation and maintenance of the Scheme to know the areas of deficiencies and to make sincere and earnest efforts to make them up so that rural population has access to safe and clean drinking water which is the basic requirement for survival. The Committee also desire that the Ministry should reorient their plan to have wider coverage of habitations and populations for the purpose of making availability of the safe drinking water to them in a time bound manner.

Reply of the Government

Ministry in various meetings have asked the states to give thrust / priority on Quality Affected habitations & Partially Covered habitations (with coverage of 50% with basic requirement of 40 lpcd). Ministry had also asked the States to look into the operation and maintenance (O&M) of the schemes to keep them functional. For this, they have been asked to mobilize the concerned agencies and PRI. They have been asked to make full use of O&M component under NRDWP and to follow O&M guidelines circulated by this Ministry.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

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

The Committee observe that the physical performance of NRDWP has not been encouraging as compared to financial performance. For the fiscal year 2014-15, the Ministry was allocated an amount of Rs. 11000 crore at BE stage which was subsequently reduced to Rs. 9250 crore and the Ministry was able to utilize only a sum of Rs. 8657.30 crore upto 18.03.2015. In the ongoing fiscal year 2015-16, they have been allocated only Rs. 2611 crore for providing safe drinking water in the rural areas. The Committee are dismayed to find that the current year allocation under NRDWP is as low as the actuals of the year 2004-05 i.e. Rs. 2931 crore and there is a drastic reduction of Rs. 6639 crore as compared to previous fiscal year's RE of Rs. 9250 crore. The Committee are shocked to observe that due to the reduced budgetary allocation in the year 2015-16, even the Department is not able to come out with any estimation as

to by what time they will be able to cover all the rural households with piped water supply. In so far as the physical performance is concerned, the Committee find that there have been slippages in achievements both in partially covered and quality affected habitations. During the year 2014-15, out of 114479 habitations proposed to be covered, only 69111 were actually covered, whereas, out of 22562 quality-affected habitations, 8195 were actually covered upto 31.12.2014. The Committee are apprised that due to reduced allocation, the Ministry propose to cover only 26400 habitations to provide safe drinking water during the current financial year. The several factors stated to be affection the achievement of targets like poor response to tender, non-availability of shortage of material, adverse seasonal conditions, scarcity of labour, poor workmanship of contractors attracting cancellation of tender, delay in obtaining statutory clearances such as Forest, National Highways etc. and the Public Health Engineering Department (PHED) OF MANY States not getting the funds released by MDWS as well as State share from their Finance Department in time, could have been very well anticipated and managed in time by the Ministry. The Committee, therefore strongly recommend the Ministry to take concrete steps at least now to overcome these factors and should vigorously pursue the matter with the State Government so that targets are achieved in time.

Reply of the Government

This Ministry has written letters and conveyed the matter to the State Government to get the fund released by their Finance Department to their Implementing agencies immediately. In the meeting, the States have assured to overcome the various difficulties to avoid delay in achievement of target.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

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

The Committee note that the Ministry supports the setting up and strengthening district level and sub-divisional water quality testing laboratories in the States. The Committee further noted that 25 State level laboratories, 725 district laboratories, 1610 Block level/Sub-divisional laboratories and 82 mobile testing laboratories have been set up by the States/UTs as on 18.03.2015 and about 34.5 lakh drinking water sources are reported to be tested in these laboratories. The Committee, however, find that even where water testing laboratories have been established, they suffer from paucity of technical manpower, qualified personnel and equipments. The Committee are concerned to note that setting up of water quality testing laboratory and making them fully functional has not been accorded due priority which is a prerequisite for providing quality water to the rural population. Since the quality of drinking water has a direct relation with the health of individuals, the Committee strongly recommend the Government to take urgent necessary steps to provide adequate technical manpower as well as all modern equipments to the water testing laboratories and also to set in motion the process of opening new water testing laboratories at all the places having need thereof. The Committee also desire that efforts should also be made to make all such labs accredited by NABL at the earliest. To have an appropriate assessment of the efficacy of working of the water testing laboratories, the Committee recommend that an independent survey should be undertaken so that necessary corrective measures could be taken by the Department.

Reply of the Government

Under the National Rural Drinking Water Programme (NRDWP), 3% of funds released to the States are earmarked exclusively for water quality monitoring and surveillance which inter- alia include hiring of technically qualified manpower, procuring equipment, glass wares, chemicals required for water quality testing in various laboratories and field test kits for both chemical and bacteriological parameters to be used by the Gram Panchayats. The Uniform Drinking Water Quality Monitoring Protocol issued by the Ministry in February, 2013 recommend at least one Chemist on State Government rolls and the remaining to be hired from Local market if such vacancies are created and filled up. The State Government is also free to open up new laboratories wherever contamination is dynamic/severe. The Ministry also initiated 4-day Training programmes for the Chemists of the State Departments dealing with rural drinking water supply on preparation of Quality Manual and accreditation with NABL. An independent survey on water quality monitoring and surveillance has also been conducted by the Ministry.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015.]

Comments of the Committee

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

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

The Committee are concerned to note that 37 rural districts are affected with arsenic contamination, 175 with Fluoride, 225 with Iron, 121 with Nitrate contamination and 105 are affected with Salinity. The Committee are apprised that to tackle the problem of contamination of drinking water sources, a National Awareness Campaign is being organized to commemorate World Water Day and byundertakingmassive awareness drive/campaign informing people about the impact of consuming unsafe water on health. Further, contaminated hand pumps are being coloured to make a distinction and films are also screened to create awareness amongst people about the ill effects of consumption of contaminated water. The Committee are of the considered view that remedial measures to address the serious problem of quality of water are to be taken by the Ministry by giving it the desired level of urgency and seriousness as continued use of unsafe drinking water is a serious health hazard to millions of people residing in the water quality affected areas. The Committee are also of the view that the piped water supply is the only solution to tackle water quality problems and therefore, a time bound plan is needed to be put in operation to achieve this target. However, till the piped water supply reaches each household/habitation, arrangement should be made to provide alternate supply of clean water by way of installing Reverse Osmosis (R.O.) system or Community Water Purification Plants in each habitation in the country. The Committee, therefore, strongly recommend that the Ministry should address all these water quality related issues on priority basis and in a well chalked out schedule and apprise the Committee on the concrete steps taken in this regard.

Reply of the Government

The Ministry monitors 5 major chemical parameters in drinking water which are specially distributed across the country namely fluoride, arsenic, iron, salinity and nitrate. Apart from these, the emerging contamination like heavy metals, uranium, etc. are also being detected in States like Punjab. The Ministry has accorded highest priority to tackle arsenic, fluoride affected habitations in the country followed by heavy metals and other contaminations. The strategy plan 2022 has also been devised by the Ministry wherein by the year 2022, 90% of the rural households will have piped water supply, subject to availability of funds. The Ministry fully agrees with the Committee that short term solutions like community water purification plants are to be set up by the States especially in arsenic and fluoride affected habitations by March, 2017. However, the long term sustainable solutions of the water quality affected habitations are piped water supply with household connections from safe surface water bodies.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

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

The Committee observe that the Ministry has identified institutions/organizations having domain knowledge and expertise in the field of water and selected them as National Key Resource Centres (KRCs). The Committee further note that the National KRCs are the key institutions engaged in capacity building, reorientation of different stakeholders, in dissemination of knowledge and information, documentation of best practices etc. to achieve the goal of drinking water security in rural areas. The Committee are apprised that 38 KRCs exclusively work for drinking water and 2220 people have been trained by these KRCs designated by the Ministry for capacity building. The Committee, therefore, recommend the Ministry to identify more such institutions/organizations which could be made National key Resource Centres (KRCs) in different areas of the country for imparting training to large number of people which will go a long way in creating knowledge and capacity building in this sector.

Reply of the Government

After the discussion in the committee, this Ministry has empanelled some more Key Resource Centers and as on date there are 51 KRC's empanelled under this Ministry for providing training in the Rural Water and Sanitation sector in the country.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

Comments of the Committee

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

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

The Committee observe that the Central Rural Sanitation Programme (CRSP) was launched 29 years back in 1986 with a view to have a nationwide focus on rural sanitation. The programme was subsequently restructured as Total Sanitation Campaign (TSC) in 1999 and again as Nirmal Bharat Abhiyan in 2012. On 2nd October, 2014, the sanitation programme has been again restructured and launched as Swachh Bharat Mission (Gramin). As per the scheme of the new programme, School and Anganwadi toilets will come under the purview of the Ministry of Human Resource Development and the Ministry of Women & Child Development respectively. The focus of the new programme now is mainly on behavior change, triggering to generate demand and removing the bottlenecks that were hindering the progress of Open Defecation Free (ODF) India. The Committee further observe that as per the information provided by the Ministry, only about 22 % of the rural families had access to toilets in 2001 which went up to 32.70 % as per Census of 2011 and further as per NSSO 2012, 40.60 % rural households had toilets and according to the Baseline Survey conducted by the States in 2012-13, 40.35% toilet coverage was there in the country. The Committee observe that the Government should have an accurate data and also a mechanism for its continuous updation about the coverage of population with regard to the availability of household and public toilets. The Committee, therefore, recommend that instead of relying on the figures from different sources, the Government should pursue the States/UTs to compile the actual figures and provide to the Government so that effective future planning about providing sanitation facilities would be made by the Government.

Reply of the Government

The Ministry has a comprehensive Integrated Management Information System (IMIS) that has further been strengthened. Under IMIS, detailed household level information is being filled by the States on real-time basis. This information is being used for planning as well as monitoring the programme.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

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

The Committee further observe that the total fund requirement under the scheme is estimated to be Rs. 1,34,386 crore, out of which central share is Rs. 1,00,447 crore and the resources for Mission are proposed to be made available *inter-alia* through budgetary allocations to Swachh Bharat Mission, ontributions to the Swachh Bharat Kosh, commitments under Corporate Social Responsibility (CSR) and through cess of 2% on services. The Committee, however, find that the budget of SBM(G) for the current fiscal (2015-16) is inadequate as only Rs. 2625 crore have been allocated against the projected requirement of Rs. 12500 crore. Further, there is also lack of clarity on the funding pattern of the Mission as presently the Centre State share is in the ratio of 75:25 but in the current scenario, it is stated that they have yet to finalize the funding pattern. The Committee also observe that there is no clarity on the guidelines of Swachh Bharat Kosh also. The Committee, therefore, express its serious apprehension as to how the Mission will be successfully accomplished when there is a lack of clarity on different issues and also with inadequate funding. While considering sanitation as a basic human need for survival and growth of the population, the Committee desire the

Ministry to make earnest and sincere efforts not only in setting year-wise targets but also achieving them in time. The Committee also desire that Ministry should vigorously pursue the matter with the Ministry of Finance and other stake holders for finalization of the system of funding pattern, setting up of Swachh Bharat Kosh and getting clarity on various other issues of the Scheme.

Reply of the Government

Regarding inadequacy of budget, response has been given above. Based on assurance by the Finance Minister, the Ministry is going ahead with a plan to construct around 1.2 crore toilets in 2015-16, which is as per the overall plan to achieve Swachh Bharat by 2019. The balance funds have been demanded in the Supplementary Budget. Matter of sharing pattern has also been taken up with Ministry of Finance and at higher levels. Regarding Swachh Bharat Kosh, matter was taken up with Ministry of Finance, who have clarified that funds will be available for various sanitation components as admissible in the Swachh Bharat Kosh guidelines.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015.]

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

The Committee observe that 4308455 Individual Household Latrine (IHHL) and 663 Sanitary Complexes were constructed during the year 2014-15 (upto 17.03.2015) whereas, 4976294 IHHL and 1516 Sanitary Complex were constructed during the year 2013-14. The various factors affecting the achievements of targets were stated to be relating to fund availability, lower prioritization of the programme by the State Governments, inadequate implementation structures, inadequate capacity at grass root level, lack of behavioural change and poor demand generation. The Committee are of considered view that utmost priority should be given to bring about behavioural change in the rural populace by way of undertaking awareness campaigns for the need of sanitation in the form of special drives just like the drive launched for Polio eradication so that the demand to construct the toilets from the rural households is generated at requisite level. The Committee, however, appreciate the initiative taken by the Ministry in utilising social media by creating whatsapp group at National/State Level to share good practices. The Committee feel that the experiences gathered through social media will be effectively used by the Ministry in monitoring the sanitation programmes. The Committee, therefore, desire that the mission of Open Defecation Free (ODF) India by 2019 is to be taken up on war footing with the involvement of every Gram Panchayat, Panchayat Samiti and Zila Parishad in the country. In this context, the Committee urged the Government to construct bio-toilets as well as community toilets in a time bound manner and apprise them of the year-wise targets fixed and achievements made there against.

Reply of the Government

Under the new SBM(G) programme, the focus is on behavior change. Community based collective behavior change, entailing triggering the entire village into changing their behavior rather than dealing individually with beneficiaries, is being preferred, although the States are free to choose the approach best suited to them. To promote behavior change, various training programmes, such as training of Collectors are being organized. Massive awareness programmes through audio-visual media and inter-personal communication are also being undertaken. Use of social media is being

further propagated and the Ministry will be actively using twitter and facebook, besides the WhatsApp. The website of the Ministry also provides for various interactive feedback/comments, including best practices from the field.

State-level Workshops involving the State officials, Collectors, Zila Panchayat Presidents are being organized to emphasise focus on behavior change as well as involvement of panchayat representatives in the implementation.

As far as technologies for toilet construction is concerned, an Expert Committee headed by Dr. R.A. Mashelkar has enlisted various innovative technologies and a compendium consisting of such technologies has been published and uploaded in the website of the Ministry for benefit of various stakeholders. A display of latest technologies – Indovation – is organized quarterly to disseminate information. The States are free to choose the technology, (including biotoilets, wherever necessary) most suited to them.

During 2014-15, against a target of 50 lakh, 58.54 lakh household latrines were constructed. More importantly 49.49 lakh household latrines were constructed after launch of Swachh Bharat Mission (Gramin). Indicating more than 446% increase in construction of toilets after the launch of SBM(G) as compared to pre-SBM period of 2014-15. Besides, 1,109 Community Sanitary Complexes were also constructed.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015.]

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

The Committee are apprised that to monitor the SBM(G) periodic review meetings, regular video conferencing are organized to review progress of SBM(G) and suggest corrective measures wherever required to achieve physical and financial objectives. Field visits are also undertaken to oversee the implementation of sanitation programmes in the States which are lagging behind. The Committee are further informed that strict online based monitoring methods have also been adopted to obtain the progress of each District on real time basis using the online monitoring system. While taking note of the various steps taken by the Ministry to monitor SBM(G), the Committee desire that the existing monitoring mechanism should be further strengthened to achieve the set targets in the prescribed time schedule and also to plug the loopholes detected during such inspections/visits.

Reply of the Government

The existing MIS of the Ministry has been further strengthened to capture beneficiary level data. The data is in public domain and citizens can directly provide feedback on the data being uploaded. A mobile application for uploading photographs of toilets constructed after 2.10.2014 has been developed and as of 28.6.2015, 1,18,336 photographs of toilets have been uploaded on MIS of Ministry. A module to monitor ODF (Open Defecation Free) villages has also been introduced in the MIS. Third party monitoring is also being done through NSSO, Key Resource Centres, National Level Monitors, etc.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015.]

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

The Committee are dismayed to note substantial unspent balances under National Rural Drinking Water Supply Programme (NRDWP) at the end of the financial years 2012-13, 2013-14 and 2014-15 which are to the tune of Rs. 4273.66 crore, Rs. 3158.23 crore and Rs. 4236.25 crore respectively. Similarly, under Swachh Bharat Mission (Gramin) (SBM-G), there are consistent unspent balances to the tune of Rs. 2341.80 crore, Rs. 2587.43 crore and Rs. 2632.83 crore at the end of the financial years 2012-13, 2013-14 and 2014-15 respectively. The Committee are concerned to note that the problem of unspent balances is more prominent in certain States than others under both the programmes, namely, NRDWP and SBM(G). To address the issue of unspent balances, the Committee are apprised of various efforts made in this regard viz. under NRDWP, the States are being persuaded through Video Conferencing, Field Visits of Officers and regular Review Meetings to timely complete the rural water supply schemes so that funds are utilized in a proper and timely manner. It is also ensured that at the time of release of second installment, opening balance (OB) amount is also accounted for. It has also been stated that strict online based monitoring methods are being 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 to discuss issues relating to implementation and utilization of funds. The Committee are constrained to note that despite various efforts made by the Ministry, there has been huge unspent balances year after year in the National Rural Drinking Water Supply Programme (NRDWP) and also under the renamed sanitation programme i.e. Swachh Bharat Mission (Gramin) still persists and is increasing. The Committee, therefore, strongly recommend that the Ministry should vigorously pursue with State Governments and all other stake holders for optimum utilization of allocated funds. For this purpose the Ministry may have strict monitoring mechanism and sound financial management to ensure not only full utilization of the allocations but also achieving the targets fixed in each Scheme and also to realize the dream of Open Defecation Free India by the year 2019 and to provide safe drinking water to rural India.

Reply of the Government

Under NRDWP, closing (unspent) balance at the end of 2013-14 was Rs.3158.23 crore. In the entire year of 2014-15, the efforts were made by this Ministry by persuading the States through Video Conferencing, Review Meetings, Field Visits and through various correspondences to expedite the progress of the scheme which will in turn results into gainful utilization of the releases and also reduce the closing (unspent) balances. Finally, the closing (unspent) balances came down to Rs. 2,628.70Crore as on 31.03.2015.

Under Swachh Bharat Mission(Gramin),the monitoring has been strengthened to ensure better financial discipline. Public Financial Management System (PFMS) is being examined for introduction so that monitoring of fund-flow can be done on real-time basis. It is also expected that as the work progresses due to various interventions by the Ministry and the States, the unspent balances may reduce. Close coordination with States is being attempted to help the States address various challenges that constrain efficient utilization of funds.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 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. 1, Para No. 2.1)

The Committee note that the Ministry of Drinking Water and Sanitation has been entrusted with the responsibility of implementing two major Centrally Sponsored Schemes i.e. the National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) SBM(G) through which support is extended to the State Governments in their endeavour to provide safe drinking water in the rural areas of the country and achieving 100 % rural sanitation coverage by 2019. The scrutiny of Demands for Grants of the Ministry of Drinking Water and Sanitation reveals substantial reduction of allocation at RE stage and failure of the Department to fully utilize even the reduced allocations over the last few years. During the year 2013-14, the provision of Rs. 15260 crore at BE stage was reduced to Rs. 12000 crore at the RE stage and the actual expenditure turned out to be only Rs. 11947.60 crore. Similarly, during the fiscal 2014-15, the BE of Rs. 15260 crore was slashed down to Rs. 12100 crore at RE stage and the expenditure incurred upto 27.02.2015 was only Rs. 9881.37 crore. The Committee find that during the current fiscal 2015-16, the allocation of Rs.5243.87 crore to the Ministry of Drinking Water and Sanitation is approximately 66% lower than the BE of the previous year.

The Committee are surprised to note that against the total proposed outlay of Rs. 166686 crore {Rs. 122570 crore for NRDWP and Rs. 44116 crore for SBM(G)} for the Twelfth Five Year Plan, only Rs. 105945 crore {Rs. 68786 crore for NRDWP and Rs. 37159 crore for SBM(G)} were allocated. Further, the allocation of Rs. 5236 crore (Plan) during the current financial year is only 4.94 % of the 12th Plan allocation. The Committee express serious concern over the drastic reduction in the budgetary allocation for the current financial year which is Rs. 12100 crore less than the RE of the previous year 2014-15. The Committee find the budgetary allocation of Rs.5236 crore quite inadequate to meet the requirements and feel that this would definitely have an adverse impact on both the Schemes i.e. NRDWP and SBM (G) and as a result millions of people living in the rural areas of the country will be affected.

The Committee are of the considered view that the meagre allocation of Rs. 5236 crore does not commensurate with herculean task of providing safe drinking water and sanitation facilities to millions of rural population. The Committee are apprehensive that attainment of the objectives of providing safe drinking water and open defecation free rural areas would remain a distant dream until and unless sufficient funds are allocated to the Ministry. The Committee, therefore, strongly recommend the Ministry to approach the NITI Ayog and the Ministry of Finance with apt justifications to ensure allocation of additional funds for the current financial year so that future development plans are not hampered and the targets fixed are achieved in time.

Reply of the Government

This Ministry has approached Ministry of Finance at various levels for allocation of sufficient fund to attain the objectives of providing safe drinking water to Rural Population. To discuss the matter, meetings were held with Ministry of Finance, NITI Ayog and PMO. The concern of the Committee and this Ministry have been recognized by all. Accordingly decision has been taken to release the entire fund allocated in the Budget Estimate in one go without any rider to all the States. This is to give a sense of comfort to the States to progress various schemes and activities related to Rural Water Supply. This Ministry is also now moving request for supplementary demands to make the total allocation to Rs.10,000 crore. It is expected that the Ministry may get it for which Ministry will pursue the case.

Under Swachh Bharat Mission (Gramin) against RE of Rs. 2850 crore for the year 2014-15, expenditure amount is Rs. 2850 crore(100%). The issue of inadequate budget in 2015-16 has been taken up with Ministry of Finance and NITI Aayog. Finance Minister has assured that adequate resources, as necessary, will be made available for effective implementation of the scheme. Further, as a comforting factor to the States, against BE of the 2015-16 of Rs. 2625 crore, Rs. 2495 crore have already been released to States.

[O.M. No. H.11013(12)/12/2015-Parliament dated 10 July, 2015,]

Comments of the Committee

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

NEW DELHI;
18 December, 2015
27 Agrahayana, 1937 (Saka)

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

COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

**MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 18 DECEMBER, 2015**

The Committee sat from 1000 hrs. to 1030 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

Dr. P. Venugopal - *Chairperson*

MEMBERS

LOK SABHA

2. Smt. Renuka Butta
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Misra (Teni)
6. Shri Manshankar Ninama
7. Smt. Mausam Noor
8. Shri Prahlad Singh Patel
9. Shri Gokaraju Ganga Raju
10. Shri Jugal Kishore Sharma
11. Dr. Yashwant Singh
12. Shri Ladu Kishore Swain
13. Shri Chintaman Navasha Wanaga

RAJYA SABHA

14. Shri D. Bandyopadhyay
15. Shri Ram Narain Dudi
16. Shri Ranvijay Singh Judev
17. Shri A.K. Selvaraj

SECRETARIAT

- | | | | |
|----|--------------------|---|---------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri A.K. Shah | - | Director |
| 3. | Smt. B. Visala | - | Additional Director |

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee convened for consideration of one draft Report on the subject X X X' and four draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2015-16) in respect of Ministry of Drinking Water and Sanitation, X X X X X.

3. The Committee then took up for consideration the following draft Reports:-

(i) X X X X X X X X X X X;

(ii) Draft Report on Action taken by the Government on the recommendations contained in the Fifth Report on Demands for Grants (2015-16) of the Ministry of Drinking Water and Sanitation;

(ii) X X X X X X X X X X X;

(ii) X X X X X X X X X X X;; and

(ii) X X X X X X X X X X X.

4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports at Sl.No. (i), (ii), (iv) and (v) without any modification and Draft Report at Sl.No. (iii) with minor modifications. The Committee then authorized the Chairperson to finalize the aforesaid Reports and present the same to the Parliament.

5. X X X X X X X X X X X.

The Committee then adjourned.

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

APPENDIX - II

[Vide Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE FIFTH REPORT
(16TH LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	11
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 2, 4, 5, 6, 9, 11, 12, 13, 14, 15, 17, 18 and 19	
	Total:	10
	Percentage:	91 %
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. 8 and 16	
	Total:	00
	Percentage:	10.52 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. 3, 7 and 10	
	Total:	01
	Percentage:	09 %