

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2015-2016)**



**SIXTEENTH LOK SABHA**

**MINISTRY OF DRINKING WATER & SANITATION**

**Demands for Grants  
(2016-17)**

**TWENTY THIRD REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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**(2016-17)**

Presented to Lok Sabha on 02.05.2016

Laid in Rajya Sabha on 02.05.2016



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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

Dr. P. Venugopal -*Chairperson*

**MEMBERS**

**Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shrimati Butta Renuka
5. Shri Harish Chandra Chavan
6. Shri Biren Singh Engti
7. Shri Vijay Kumar Hansdak
8. Shri Ajay Misra Teni
9. Shri Manshankar Ninama
10. Shrimati Mausam Noor
11. Shri Mahendra Nath Pandey
12. Shri Prahlad Singh Patel
13. Dr. Ramesh Pokhriyal "Nishank"
14. Shri Gokaraju Ganga Raju
15. Dr. Anbumani Ramadoss
16. Shri Jugal Kishore
17. Dr. Yashwant Singh
18. Shri Niramalli Sivaprasad
19. Shri Balka Suman
20. Shri Ladu Kishore Swain
21. Adv. Chintaman Wanaga

**Rajya Sabha**

22. Shri Munquad Ali
23. Shri Gulam Rasool Balyawi
24. Shri D. Bandyopadhyay
25. Shri Ram Narain Dudi
26. Shri Ranvijay Singh Judev
27. Vacant\*
28. Shri Mahendra Singh Mahra
29. Dr. Vijaylaxmi Sadho
30. Shri A.K. Selvaraj
31. Shrimati Kanak Lata Singh

**SECRETARIAT**

- |    |                    |   |                            |
|----|--------------------|---|----------------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary            |
| 2. | Shri A.K. Shah     | - | Director                   |
| 3. | Smt. B. Visala     | - | Additional Director        |
| 4. | Shri Satish Kumar  | - | Senior Committee Assistant |

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\* Vacancy caused due to retirement of Shri Ashwani Kumar on 09.04.2016

(iii)

## **INTRODUCTION**

I, the Chairperson of the Standing Committee on Rural Development (2015-2016) having been authorised by the Committee to submit the Report on their behalf, present the Twenty-third Report on Demands for Grants (2016-17) of the Ministry of Drinking Water & Sanitation.

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

3. The Committee took evidence of the representatives of the Ministry of Drinking Water and Sanitation on 22 March, 2016.

4. The Report was considered and adopted by the Committee at their sitting held on 29 April, 2016

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

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

**NEW DELHI;**  
**29 April, 2016**  
**09 Vaisakha, 1938 (Saka)**

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

**ABBREVIATIONS**

<b>AAP</b>	:	Annual Action Plan
<b>APL</b>	:	Above Poverty Line
<b>ARWSP</b>	:	Accelerated Rural Water Supply Programme.
<b>ADB</b>	:	Asian Development Bank.
<b>ASHA</b>	:	Accredited Social Health Activist
<b>AES</b>	:	Acute Encephalitis Syndrome
<b>BP</b>	:	Block Panchayat
<b>BPL</b>	:	Below Poverty Line
<b>BRC</b>	:	Block Resource Centre
<b>CCDU</b>	:	Communication and Capacity Development Unit
<b>CGWB</b>	:	Central Ground Water Board
<b>CSIR</b>	:	Council for Scientific and Industrial Research
<b>CRSP</b>	:	Central Rural Sanitation Programme
<b>CBO</b>	:	Community Based Organization
<b>CPGRAMS</b>	:	Centralized Public Grievances Redressal and Monitoring System
<b>DDP</b>	:	Desert Development Programme
<b>DDWS</b>	:	Department of Drinking Water & Sanitation
<b>DPAP</b>	:	Drought Prone Areas Programme
<b>DRDA</b>	:	District Rural Development Agency
<b>DWSM</b>	:	District Water and Sanitation Mission
<b>ECBI</b>	:	External Capacity Building Initiatives.
<b>EPC</b>	:	Engineering, Procurement & Construction.
<b>FTK</b>	:	Field Test Kits
<b>GoI</b>	:	Government of India
<b>GP</b>	:	Gram Panchayat
<b>GSDA</b>	:	Groundwater Surveys and Development Agency
<b>HADP</b>	:	Hill Areas Development Programme
<b>HGM</b>	:	Hydro-geo-morphological Maps
<b>HRD</b>	:	Human Resource Development
<b>HH</b>	:	Hearing Handicapped.
<b>IAP</b>	:	Integrated Action Plan
<b>IRC</b>	:	International Resource Centre
<b>ICDWQ</b>	:	International Centre for Drinking Water Quality
<b>IITF</b>	:	India International Trade Fair
<b>IEC</b>	:	Information, Education & Communication
<b>IHHL</b>	:	Individual Household Latrine
<b>IMIS</b>	:	Integrated Management Information System
<b>IWMP</b>	:	Integrated Watershed Management Programme
<b>IT</b>	:	Information Technology
<b>JE</b>	:	Japanese Encephalitis
<b>KRC</b>	:	Key Resource Centre
<b>IPCD</b>	:	liters per capita per day



<b>LWE</b>	:	Left Wing Extremism
<b>LSK</b>	:	Lump-sum Turn Key
<b>M &amp; E</b>	:	Monitoring and Evaluation
<b>MGNREGS</b>	:	Mahatma Gandhi National Rural Employment Generation Scheme
<b>MPR</b>	:	Monthly Progress Report
<b>MDG</b>	:	Millennium Development Goal
<b>MIS</b>	:	Monitoring Information System
<b>MCD</b>	:	Minority Concentrated Districts
<b>MVS</b>	:	Multi Village Scheme
<b>MDWS</b>	:	Ministry of Drinking Water and Sanitation
<b>MHM</b>	:	Menstrual Hygiene Management
<b>NBA</b>	:	Nirmal Bharat Abhiyan
<b>NEERI</b>	:	National Environment Engineering Research Institute
<b>NES</b>	:	North Eastern States
<b>NFHS</b>	:	National Family Health Survey
<b>NGO</b>	:	Non-Governmental Organization
<b>NGP</b>	:	Nirmal Gram Puraskar
<b>NIC</b>	:	National Informatics Centre
<b>NRDWP</b>	:	National Rural Drinking Water Programme
<b>NRHM</b>	:	National Rural Health Mission
<b>NRSC</b>	:	National Remote Sensing Centre
<b>NSSO</b>	:	National Sample Survey Organization
<b>O &amp; M</b>	:	Operation & Maintenance
<b>ODF</b>	:	Open Defecation Free
<b>OLIC</b>	:	Official Language Implementation Committee
<b>O&amp;M</b>	:	Organisation & Management.
<b>OH</b>	:	Orthopedically Handicapped
<b>PC</b>	:	Production Centre
<b>PHED</b>	:	Public Health Engineering Department
<b>PRI</b>	:	Panchayati Raj Institution
<b>R &amp; D</b>	:	Research & Development
<b>R &amp; DAC</b>	:	Research & Development Advisory Committee
<b>RGNDWM</b>	:	Rajiv Gandhi National Drinking Water Mission
<b>RSM</b>	:	Rural Sanitary Mart
<b>SWSM</b>	:	State Water & Sanitation Mission
<b>SBM(G)</b>	:	Swachh Bharat Mission (Gramin)
<b>SHG</b>	:	Self-help Group
<b>SSA</b>	:	Sarva Shiksha Abhiyan
<b>TSC</b>	:	Total Sanitation Campaign
<b>UNICEF</b>	:	United Nations Children Fund
<b>UT</b>	:	Union Territory
<b>WSP</b>	:	Water and Sanitation Programme
<b>ZP</b>	:	Zila Panchayat

**REPORT  
PART I  
NARRATION ANALYSIS**

**I. Introductory**

Provision of safe drinking water is one of the basic necessities of life. Rural drinking water supply is a State subject and it has been included in the Eleventh Schedule of the Constitution among the subjects that may be entrusted to Panchayats by the States. Thus the participation of the Panchayati Raj Institutions in the rural drinking water supply sector is an important area of focus.

1.2 The Government of India's first major intervention in the rural drinking water sector, started in 1972-73, through the Accelerated Rural Water Supply Programme (ARWS). 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 Projects was started to involve the community in planning, implementation and management of drinking water schemes which was in 2002 scaled up as the Swajaldhara Programme. The Programme was revised on 01.04.2009 and named as National Rural Drinking Water Programme (NRDWP). Upgrading the Mission, the Department of Drinking Water Supply (DDWS) was created in the Ministry of Rural Development in 1999 which was subsequently renamed as the Department of Drinking Water and Sanitation in 2010. Keeping in view the significance of rural water supply and sanitation, the Government of India created and notified the Ministry of Drinking Water and Sanitation as a separate Ministry on 13th July, 2011.

(i) **Role of the Ministry of Drinking Water & Sanitation**

1.3 The Ministry of Drinking Water & Sanitation is the nodal Ministry for the overall policy, planning, funding and coordination of the flagship programmes of the Government of India viz. the National Rural Drinking Water Programme (NRDWP) for rural drinking water supply and the Swachh Bharat Mission (Gramin) [SBM(G)] for sanitation in the country.

(ii) **Goal of the Ministry**

1.4 The goal of the Ministry is to provide every rural person with adequate safe water for drinking, cooking and other domestic needs on a sustainable basis. This basic requirement should meet water quality standards and be readily and conveniently accessible at all times and in all situations. Similarly, the goal under Swachh Bharat Mission (Gramin) is to attain Open Defecation Free India by 2019.

(iii) **Objectives of the Ministry**

1.5 The objectives of the Ministry are as under:-

- (a) Enable all households to have access and use of safe & adequate drinking water and within a reasonable distance.
- (b) Enable communities to monitor and keep surveillance on their drinking water sources.
- (c) Ensure portability, reliability, sustainability, convenience, equality and consumers preference with regard to drinking water supply. These are to be the guiding principles while planning for a community based water supply system.
- (d) Provide drinking water facility, especially piped water supply, to Gram Panchayats that have achieved open-defecation-free status on priority basis.
- (e) Ensure all government schools and anganwadis to have access to safe drinking water.
- (f) Provide support and environment for Panchayati Raj Institutions and local communities to manage their own drinking water sources and systems in their villages.

- (g) Provide access to information through an online reporting mechanism with information placed in public domain to bring transparency and informed decision making.
- (h) Cover all BPL households, identified APL households including SC/ST, physically handicapped, small and marginal farmers and women headed households with sanitation facilities in each Gram Panchayat
- (i) Follow conjoint approach of sanitation and water supply which would progressively lead to Swachh Bharat and ensure running water availability to all Government School toilets.
- (j) Massive Information Education and Communication campaigns to promote behaviour change and ensure use, Sustainability and adequate 'Operation & Maintenance' (O&M) of toilets.
- (k) Take up Solid and Liquid Waste Management in all Gram Panchayats.

1.6 In the present Report, the Committee have examined in the context of overall budgetary allocation made in the Demands for Grants for the year 2016-17, the implementation of the Schemes of drinking water and sanitation.

## II. Demands for Grants (2016-17) At a Glance

1.7 The Demands for Grants (2016-17) in respect of Ministry of Drinking Water & Sanitation laid on the Table of Lok Sabha on 10 March, 2016 *vide* Demand No. 25 have made a provision of Rs. 14,000 crore (Rs. 9000 crore under SBM (G) and Rs. 5,000 crore for NRDWP) with Plan component and Rs. 9.70 crore with Non-Plan component. The analysis of DFG (2016-17) of MoDWS is as under:-

		Rs. in crore
Plan	Name of Programme	Amount
	Swachh Bharat Mission (Gramin)	9,000
	National Rural Drinking Water Programme	5,000
<b>Total Plan</b>		<b>14,000</b>
<b>Non-Plan</b>		9.70
<b>Total Plan + Non Plan</b>		<b>14009.70</b>

### III. 12<sup>th</sup> Plan (2012-17) Outlay vis-a-vis Expenditure

1.8 During the Twelfth Five Year Plan proposed outlays before the then Planning Commission allocated by the then Planning Commission, BE, RE and Expenditure so far the year-wise are as under:

(Rs. in crore)

Year	Proposed to NITI Aayog	Allocated by the NITI Aayog BE	RE	Expenditure
<b>NRDWP</b>				
2012-13	68,786 crore	10,500	10,500	10,489.91
2013-14		11,000	9,700	9,697.27
2014-15		11,000	9,250	9,242.76
2015-16		2,611	4,373	3,166.75 (upto 20.02.2016)
2016-17		5,000		
<b>SBM(G)</b>				<b>Releases</b>
2012-13	44,116 crore	3,500	2,500	2,473.29
2013-14		4,260	2,300	2,250.32
2014-15		4,260	2,800	2,840.98
2015-16		2,625	6,525	5,557.68 (upto 29.02.2016)
2016-17		9,000		

1.9 In the Twelfth Five Year Plan beginning 2012 a provision of Rs. 68,786 crores was made for NRDWP. So far in the first 5 years of the Plan we have received an amount of Rs. 38,823 crore only which is 56.44 % of the figures originally envisaged during the Twelfth Five Year Plan.

1.10 In reply to a question about year-wise amount proposed to NITI Aayog, the Ministry of Drinking Water & Sanitation has given the following figures in respect of NRDWP and SBM (G):-

#### "NRDWP

(Rs. In crores)

Sl.No.	Financial Year	Amount proposed by Ministry under NRDWP	Amount allocated (Budget Estimate)	Amount allocated (Revised Estimate)
1.	2012-13	---	10,500.00	10,500.00
2.	2013-14	11,700.00	11,000.00	9,700.00
3.	2014-15	14,200.00	11,000.00	9,250.00
4.	2015-16	15,600.00	2,611.00	4,373.00
5.	2016-17	16,600.00	5,000.00	---

**Under SBM(G):** For the Twelfth Plan period, the proposed outlay was Rs. 44116 crore; however, total allocation mentioned in the 12<sup>th</sup> Plan document is Rs. 37159 crore. In post-evidence reply, the MoDWS has given the following figures:-

(Rs. in crore)

Year	Proposed to NITI Aayog	Allocated by the NITI Aayog (BE)	Revised Estimate (RE)
2012-13	3500	3500	2500
2013-14	5200	4260	2300
2014-15	8000	4260	2850
2015-16	12500	2625	6525
2016-17	14000	9000	
	<b>43200</b>	<b>23645</b>	

As per the SBM G, the estimated funds required for the project till 2019 is Rs.1,00,447 crore After the change in funding pattern from 75:25 to 60:40, the required funds for 2015-16 was 12500 crore, against which Rs 6525 crore were provided. For 2016-17, Rs 9000 crore have been provided against the requirement of Rs 14000 crore. Ministry is following up for the balance funds."

**(i) Challenges in Water Sector**

1.11 The MoDWS brought out before the Committee, the following challenges in water sector:-

- (i) Heavy dependency on ground water (85%) in rural water supply schemes with resultant slippages and contamination.
- (ii) Unchecked disposal of chemical pollutants from industries\_and pesticides used in agriculture.
- (iii) Over extraction of groundwater for agriculture leaving less groundwater for drinking purposes.
- (iv) Sustainable & efficient Operation & Maintenance (O&M) of Piped Water Supply by PRI.

**(ii) Challenges in implementation of SBM(G)**

1.12 During the course of examination, the MoDWS has *inter-alia* outlined the following difficulties coming in the way of implementation of SBM(G):-

- (i) Fund Availability,
- (ii) inadequate prioritization of the programme by the State Government, inadequate implementation structures, inadequate capacity at grass root level and;
- (iii) Lack of behavioural change and poor demand generation.

1.13 The Committee recalled that at the time of examination of DFG (2015-16), the MoDWS came out with a strategic plan prioritizing drinking water facilities by 2022 and sanitation by 2019. Enquired whether the MoDWS would be able to meet the time-line, the MoDWS clarified:-

**"NRDWP**

It is pertinent to mention here that the plan was envisaged taking into consideration the anticipated allocation under NRDWP. However, the allocation given to this Ministry so far is not commensurate with the anticipated allocation under the Plan. This will definitely be a constraint on this Ministry in achieving the targets under the strategic plan. Water is a State subject and the onus of providing safe drinking water to the rural population in required quantity lies with the States. Ministry provides financial and technical assistance to the States under NRDWP in their endeavor to do so. Under the 14<sup>th</sup> Finance Commission more funds have been devolved to the States to undertake social developmental activities which includes rural drinking water supply also. The Ministry hopes that shortfall of Central allocation under NRDWP would be adequately compensated by the States through their own State resources or from the enhanced devolution of funds to them under 14<sup>th</sup> FC to achieve the desired targets envisaged in the strategic plan."

**SBM(G)**

Sanitation is a demand driven programme requiring behavioural change. This requires community process and collective action process, which take time. However, the Ministry will endeavor to achieve the objectives of Swachh Bharat by 2<sup>nd</sup> October, 2019, provided requisite resources are provided to the Ministry."

1.14 During the course of the representatives of MoDWS, the issue of making up gap between proposed outlay *vis-a-vis* actual outlay for NRDWP, the MoDWS informed that it will be compensated by Fourteenth Finance Commission Grants fund whereas in case of SBMG(G), the MoDWS pleaded for more funds. Admitting candidly before the Committee, the Secretary, MoDWS submitted:-

"One point I wanted to mention about the discrepancy between our answer to the 14<sup>th</sup> Finance Commission where we said that for water supply you can use that for maintenance and for Swachh Bharat, we said that funds are not an issue. Let me try to explain. We might have made a mistake on that."

1.15 He added:-

"The 14<sup>th</sup> Finance Commission is basically controlled by the States, by the GPs. So, local bodies have full control and we can give advisory. What we do is, we give advisories because there are some topics listed where they can spend the money in which water supply and sanitation are priority items. We can recommend there, we can advise, we can guide but at the end of the day, we do not have control. As far as Swachh Bharat is concerned, again advisories can be issued. But in case, there is any clear discrepancy, I apologise for that."

1.16 Asked whether MoDWS facing any constraints in this regard, the MoDWS explained:-

**"NRDWP**

Government of India supplements the efforts of the State Governments with technical and financial assistance for provision of safe drinking water in the rural areas of the country under the centrally sponsored National Rural Drinking Water Programme (NRDWP). Under the National Rural Drinking Water Programme (NRDWP), powers to plan, approve and implement the water supply schemes which inter-alia includes, selection of suitable treatment technologies rest with the States. All the State Governments have been advised to accord highest priority under NRDWP to provide safe drinking water in water quality affected habitations. Out of funds released to the States under National Rural Drinking Water Programme (NRDWP), 67% funds can be utilized by the States for coverage and tackling water quality problems through provision of safe drinking water in adequate quantity. Also, 75% of 5% of NRDWP funds is also earmarked for providing safe drinking water in chemical contaminated habitations while the remaining 25% of 5% NRDWP funds are earmarked for providing safe drinking water in rural areas in 60 high priority districts affected with Japanese Encephalitis/Acute Encephalitis Syndrome in 5 States.

**SBM(G)**

Sanitation is a behavioral issue. It involves change of mindset amongst people to stop open defecation and to adopt safe sanitation practices. This requires engagement of community and skill in facilitation and 'triggering'. There is constraint of these capacities. Also, since lack of change of behavior on part of even few members of community can put entire community to risk, another challenge is to saturate the entire village. The scale of issue is also a major challenge. The third difficulty is sustaining behavior change."

1.17 The Committee also enquired whether important scheme of NRDWP suffered huge shortage of resources at the level of NITI Aayog, the MoDWS explained:-

"There has been curtailment of allocation of funds to the Programme in the years 2015-16 and 2016-17 in comparison to the previous 3 years of the current Plan. The Ministry has been consistent in all these years, as far as distribution of allocated funds under NRDWP to the States is concerned and our achievement has been nearly 100% of the allocated funds. The reasons for cut at RE stage in all these years has not been communicated to this Ministry by Ministry of Finance (MoF) and it is presumed that the decision has been taken by MoF in view of the overall fiscal space available with the MoF."



1.18 The Committee further wanted to know the reasons for shortfall between BE and RE during 2013-14 and 2014-15, the MoDWS informed:-

"SBM(G):

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 2012-13, 2013-14 and in initial months of 2014-15 mainly due to problems in implementation with respect to the financial convergence of NBA with MGNREGS at the field level.

NRDWP

At RE stage, Ministry of Finance allocates funds to the Ministry based on the actual performance and utilization of funds by States/UTs. There was minor deduction at RE stage in 2013-14 & 2014-15, but there is increase in RE stage during 2015-16."

1.19 Asked to what extent the enhanced funds for 2016-17 which is 14.34% higher than RE (2015-16) will help the NRDWP for achieving its target, the MoDWS clarified:-

"The projected target for coverage of habitations with the drinking water supply is fixed in proportion to the allocation of funds given to this Ministry under the Programme. Focus of this Ministry in the year 2016-17 would be completion of maximum number of ongoing water supply schemes which have less balanced financial liability. Moreover the Ministry will focus on fluoride and arsenic affected habitations as well as habitations covered under Sansad Adarsh Gram Yojana (SAGY).

1.20 The Committee also wanted to know whether MoDWS would be able to meet the time-line for SBM(G) with available resources, the MoDWS submitted:-

"Sanitation is a demand driven programme requiring behavioural change. This requires community process and collective action process, which take time. However, the Ministry will endeavor to achieve the objectives of Swachh Bharat by 2<sup>nd</sup> October, 2019, provided requisite resources are provided to the Ministry."

1.21 The Committee also asked in what way the reduction of funds at the level of NITI Aayog affected the funding of SBM(G), the MoDWS stated:-

"For the current year, 1.2 crore toilets are to be constructed for which Rs. 8670 crore are required. However, the approved RE is only Rs. 6525 crore leaving a balance of Rs.2145 crores. These additional funds have been demanded in the Third Supplementary."

## SCHEME-WISE ANALYSIS

### A. NATIONAL RURAL DRINKING WATER SUPPLY PROGRAMME (NRDWP)

2.1 The NRDWP is a Centrally Sponsored Scheme aimed at providing adequate and safe drinking water to the rural population of the country.

#### (i) Components

2.2 The components of NRDWP are as under:-

Component	Purpose	Distribution of State NRDWP allocation	Centre-State Sharing pattern
<b>Coverage</b>	For providing safe and adequate drinking water supply to un-served, partially served and slipped back habitations	47%	<ul style="list-style-type: none"> <li>• 90: 10 for NE and Himalayan States</li> </ul>
<b>Quality</b>	To provide safe drinking water to water quality affected habitations.	20%	<ul style="list-style-type: none"> <li>• 100:0 for UT</li> <li>• 50:50 for others</li> </ul>
<b>Operation and Maintenance (O&amp;M)</b>	For expenditure on running, repair and replacement costs of drinking water supply projects.	15% (Maximum)	
<b>Sustainability</b>	To encourage States to achieve drinking water security at the local level through sustainability of sources and systems.	10% (Maximum)	<ul style="list-style-type: none"> <li>• 90: 10 for NE and Himalayan States</li> </ul>
<b>Support</b>	Support activities like awareness generation, training etc.	5 %	<ul style="list-style-type: none"> <li>• 100:0 for UT</li> </ul>
<b>Water Quality Monitoring &amp; Surveillance</b>	For monitoring and surveillance of water quality in habitations	3%	<ul style="list-style-type: none"> <li>• 60:40 for others</li> </ul>
<b>Total</b>		<b>100 %</b>	

2.3 NRDWP funds are largely being given for coverage, quality, O&M and sustainability.

(ii) **Financial Performance**

2.4 Statement showing Budget Estimates, Revised Estimates and Releases during the Twelfth Plan period for NRDWP is as under:-

Year	Financial Performance			
	BE	RE	Actual	% Utilization
2012-13	10500	10500	10489.91	99.90
2013-14	11000	9700	9697.27	99.97
2014-15	11000	9250	9242.77	99.92
2015-16	2611	4373	*3166.75	72.42
2016-17	5000	-	-	-

\* As on 20.02.2016

2.5 During the course of evidence, the Secretary, MoDWS pointing out the less availability of resources stated:-

"You have said that funds have been cut by 50 per cent and that is the reality. Since 2012-2013, we were getting Rs. 10,500 crore at that time; and this year, we have got only Rs. 5,000 crore. So, the question was this. How are we going to achieve coverage with half the money? It is a very basic question, which we are also asking ourselves."

2.6 The Committee asked about the reasons for shortfall between BE and RE during 2013-14 and 2014-15, the Ministry explained as under:-

"At RE stage, Ministry of Finance allocates funds to the Ministry based on the actual performance and utilization of funds by States/UTs. There was minor deduction at RE stage in 2013-14 & 2014-15, but there is increase in RE stage during 2015-16."

**(iii) Unspent Balances**

2.7 The State/UT-wise details of the unspent balances under National Rural Drinking Water Programme (NRDWP) so far during 12th Plan are as under:-

**(Rs. in crore)**

S.No.	State	Closing balance			
		2012-13	2013-14	2014-15	2015-16 (As on 17.03.2016)
1	ANDAMAN and NICOBAR	0.78	0.28	0.67	0.83
2	ANDHRA PRADESH	113.62	82.74	33.44	16.88
3	ARUNACHAL PRADESH	17.99	25.77	16.09	22.73
4	ASSAM	199.82	82.71	43.20	129.44
5	BIHAR	217.82	249.34	207.92	102.01
6	CHANDIGARH	0.00	0.00	0.00	0.00
7	CHATTISGARH	67.61	31.56	17.08	34.18
8	DADRA & NAGAR HAVELI	0.00	0.00	0.00	0.00
9	DAMAN & DIU	0.00	0.00	0.00	0.00
10	GOA	5.95	3.73	3.73	5.39
11	GUJARAT	247.13	134.24	48.38	70.33
12	HARYANA	85.59	13.96	63.13	55.21
13	HIMACHAL PRADESH	67.78	45.27	45.97	57.47
14	JAMMU AND KASHMIR	141.95	59.11	75.49	103.71
15	JHARKHAND	122.36	92.27	79.28	67.39
16	KARNATAKA	256.64	237.76	179.31	187.18
17	KERALA	93.30	40.87	33.11	26.96
18	LAKSHADWEEP	0.00	0.00	0.00	0.00
19	MADHYA PRADESH	143.00	134.04	174.38	84.68
20	MAHARASHTRA	553.97	587.39	433.66	322.73
21	MANIPUR	28.38	26.79	23.38	16.65
22	MEGHALAYA	34.12	22.89	11.60	13.20
23	MIZORAM	20.95	36.30	30.99	33.57
24	NAGALAND	3.69	12.38	27.37	20.28
25	ODISHA	67.61	106.02	87.41	59.41
26	PUDUCHERRY	0.88	0.94	1.01	0.98
27	PUNJAB	26.04	14.94	22.10	24.21
28	RAJASTHAN	438.30	199.22	117.07	255.13
29	SIKKIM	44.95	1.31	0.98	4.44
30	TAMIL NADU	185.44	44.97	5.48	10.69
31	TELANGANA	0	0	22.99	6.88
32	TRIPURA	6.27	3.40	8.11	1.30
33	UTTAR PRADESH	539.18	475.62	365.74	289.82
34	UTTARAKHAND	174.27	124.32	82.87	59.94
35	WEST BENGAL	398.59	143.68	96.94	38.81
	<b>Total</b>	<b>4303.98</b>	<b>3033.82</b>	<b>2358.88</b>	<b>2122.43</b>

2.8 The Committee also recalled that the issue of unspent balances was taken up during examination of DFG (2015-16) of Ministry of Drinking Water & Sanitation and the Committee had recommended (Para no. 2.11 6th Report) Ministry of Drinking Water & Sanitation to vigorously pursue with all other stake-holders for optimal utilization of funds. When asked about the spade work done in pursuance of the Committee's recommendation for liquidating the unspent balances the Ministry informed as under:

"As regard NRDWP is concern it is submitted that the unspent balances at the end of the year are being reduced over the years. This has happened because of the efforts taken by the Ministry in persuading the states through VCs, 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."

2.9 Asked about the reasons for unspent balances in States/UTs, the Ministry submitted:

"Under NRDWP the unspent funds lying with the State /UT at the of a financial year is spent in the next year. All along the effort of the Ministry has been to release due allocation of funds to the States well in time after obtaining the utilization certificates and other requisite documents."

2.10 Asked about difficulties being faced by these States to utilize the funds under NRDWP, the Ministry replied in a written note:

"The most important difficulty which has come to the notice of the Ministry in 2014-15 during discussions with the States is the delay in disbursement of funds from the State Finance Department to the State implementing agencies. The issue of cancellation of the tenders floated for execution of rural water supply works at the last moment and the issue going in for litigation is another difficulty which is being faced by the States. Sometimes the acquisition of land for laying of pipelines especially in case of mega rural water supply schemes also results in difficulties and delays in utilization of funds.

2.11 During the course of examination, the Committee pointed out that a National Level Review Meeting was held with State Ministers/Secretaries in charge of rural water supply on 3 February, 2016 to review the performance of NRDWP as well as to discuss the issues faced by States in the presence of NITI Aayog officials and observations/suggestions arising out of it *inter-alia* include need to accelerate utilization of funds under NRDWP. When asked about any tangible improvement, the Ministry informed as under:

"Due to overall reduction in the Budget for National Rural Drinking Water Programme (NRDWP) during 2015-16, the achievements on coverage and tackling water quality problems are reduced when compared to the earlier years. All the States Ministers / Secretaries have requested for increase in the NRDWP Budgets so that physical outcomes of providing safe drinking water to the rural population can be achieved. One of the tangible improvements observed was that the opening balance as on 01/04/2015 was Rs. 2,358.91crores which has reduced to a closing balance of Rs. 2,122.43 crores as on 18/03/2016."

**(iv) Requirement of funds**

2.12 On the issue of quantum of funds required under NRDWP, the Ministry informed as under:-

"As on 17/3/2016, as reported by the States into the online Integrated Management Information System (IMIS), there are still 3.42 lakh partially covered habitations and 59,881 quality affected habitations. In order to meet the strategy plan of 2022 for providing piped water supply to 90% of the rural population by 2022, the allocation for NRDWP for the year 2016-17 was requested for Rs.16,400 Crores."

2.13 During the course of evidence, the Secretary MoDWS *inter-alia* clarified:-

".....We have actually experienced a Budget cut. This year we had asked for Rs. 16,600 crore but we have got only Rs. 5,000 crore. So, that is one issue which the Joint Secretary will talk about. But we had earlier, three years ago, we had a Budget of Rs. 10,500 crore. So, that Budget has come down. So, it has affected quite significantly our ability to transfer funds to State Governments to cover the crucial aspect of drinking water."

2.14 In this connection, the Secretary, MoDWS during the course of evidence also added:-

"Now, one way we are trying to deal with this is that 40 litre per capita per day is the basic level of service, which you can give through hand pumps or you can give through public stand posts. The question is how are you going to scale up and achieve the target we have set for 2022, which is 90 per cent coverage and 80 per cent household connections? फंड्स की कमी है Of course, we will approach the Finance Ministry and we will request your good offices to try to get us more funds during the year and in Supplementary also, but one practical step is to approach the external financing agencies. There are five agencies, which can potentially be approached, namely, the World Bank, the Asian Development Bank, the New Development Bank, the Asia Infrastructure Financing Bank, and there are JICA and other bilateral agencies."

2.15 He further explained:-

"What we are trying to do is that in discussion with State Governments we are requesting them to formulate schemes, particularly, for difficult areas like water quality, जहां स्कॉरसिटी है, जहां ग्राऊंट वॉटर के प्रोब्लम हैं। where we will then forward those to the Finance Ministry and request them to pose it to the external financing partners. So, that is one short-term way of dealing with difficult intractable problems of water quality."

2.16 The Secretary, MoDWS further added:-

"But again there is also the possibility of posing certain schemes from State Governments for external financing. So, that is also underway. We, through the Ministry of Finance and the Department of Economic Affairs, have been forwarding a lot of requests from the State Governments, particularly for large projects, for external financing through the World Bank. Now, we are thinking of Asian Infrastructure Investment Bank, the New Development Bank, etc. So, in some cases where there are particular problems of water quality, which is a major thrust for us, we are suggesting that these can be done through external assistance."

2.17 Asked about details of schemes based on World Bank/ADB funding in the sector, MoDWS explained:-

"At present, the Ministry of Drinking Water and Sanitation is running a World Bank assisted scheme with for 04 Low Income States (LIS) namely Assam, Bihar, Jharkhand and Uttar Pradesh. The scheme has been started in financial year 2013-14 and scheduled to be completed by 2020. An amount of 40 Crores, 135 Crores and 160 Crores has been allocated to these States under the scheme during the year 2013-14, 2014-15 and 2015-16 respectively. No ADB based scheme is being run in the Ministry at present."

(v) **Physical Performance**

2.18 The physical progress under NRDWP during 12th Plan so far is as under:-

Year	Partially Covered		Quality Affected	
	Target	Achievement	Target	Achievement
2012-13	1,30,153	1,36,304	28,642	19,402
2013-14	1,22,259	1,36,780	21,771	16,649
2014-15	1,14,694	1,20,538	22,562	15,579
2015-16 (till 05.01.16)	44,087	21,464	14,254	4,082

2.19 Asked about actual coverage at ground level, the Ministry informed as under:

"In order to ensure fulfillment of water quality parameters and drinking water standards, the NRDWP Guidelines clearly earmarked 3% of the funds released to the States to spend for water quality monitoring and surveillance (WQMS) activities which inter-alia include setting-up /up-gradation of laboratories at various levels, and regular water quality testing. During the year 2014-15, about 34.5 lakh drinking water sources were reported to be tested in various laboratories across the country. Over and above, the Ministry also constitutes inter-Ministerial Central Teams comprising of technical experts who are sent to various water quality hotspot areas to assess situation and give their recommendations so that safe drinking water is made available and the concerned State Governments are informed to ensure drinking water within the prescribed water quality standards."

2.20 When the Committee desired to know whether any mechanism exists with the Ministry to physically verify the achievements at grassroot level in different States/UTs, the Ministry in their written note submitted:-

"There are about 17 lakh habitations in the country to be monitored. We are getting the data regarding coverage from State Govt. which in turn obtain data from the District levels and below and enter the same on the IMIS of the Ministry. Ministry believes in the veracity of the data entered by the States on the IMIS. With the available set up in the Ministry it is not possible to micro-manage and verify the entire data regarding coverage or quality affected habitations in the country. The NSSO and Census also conduct survey regarding the coverage of rural water supply in the entire country and we get fair idea of the data entered by the State Government of the IMIS. No drastic variations have been noticed by the Ministry in this regard.

**(vi) Project Planning & Implementation**

**(a) Strategic Plans for coverage**

2.21 It came out during the course of examination that MoDWS has prepared strategic plan for ensuring that at least 90% rural population are provided with piped water supply by 2022. The Committee sought salient features of Strategic Plan of the Ministry to ensure that at least 50% piped water supply is provided to all rural households by 2017 and 90% by 2022. The Ministry submitted the following information:-

**"By 2017:**

Ensure that at least 50% of rural households are provided with piped water supply; at least 35% of rural households have piped water supply with a household connection; less than 20% use public taps and less than 45% use hand-pumps or other safe and adequate private water sources. All services meet set standards in terms of quality and number of hours of supply every day.



Ensure that all households, schools and anganwadis in rural India have access to and use adequate quantity of safe drinking water.

Provide enabling support and environment for Panchayati Raj Institutions and local communities to manage at least 60% of rural drinking water sources and systems.

**By 2022,**

Ensure that at least 90% of rural households are provided with piped water supply; at least 80% of rural households have piped water supply with a household connection; less than 10% use public taps and less than 10% use hand-pumps or other safe and adequate private water sources.

Provide enabling support and environment for all Panchayati Raj Institutions and local communities to manage 100% of rural drinking water sources and systems.

The Strategic Plan prepared by the Ministry for the rural drinking water sector for the period 2011-2022, stresses on extending the piped water supply to more households in the rural areas. The interim goal till 2017, is to cover 50% of all rural households with piped water supply, and 35% of rural households with household connections. By 2022, the goal is to cover 90% rural households with piped water supply, with 80% having household connections."

**(b) Workdone**

2.22 Asked about the achievement so far, the Ministry elaborated in their written note as under:

"As per information provided by States on Ministry's online monitoring portal Integrated Management Information System (IMIS), as on 17.03.2016, 76.54 % rural habitations have been covered so far with the availability of 40 litres per capita per day (lpcd), whereas 19.95 % habitations are partially covered where drinking water availability is less than 40 lpcd, remaining 3.51 % habitations are Quality Affected with chemical contaminants.

This Ministry is exerting collective efforts with States towards providing every rural household, a minimum of 40 litres per capita per day (LPCD) of safe drinking water on sustained basis under the umbrella of National Rural Drinking Water Programme (NRDWP). This Ministry supplements the efforts of the States by providing them with technical and financial assistance under this scheme."

2.23 In this connection during the course of evidence, the Secretary, MoDWS also explained:-

"In terms of drinking water, again a very critical requirement, and something which our Ministry has been focussed upon for a long period of time. For the last 30 or 40 years, a lot of effort has gone into drinking water. The programme has undergone different name changes. It used to be called Accelerated Rural Water Supply Programme. It is now called the National Rural Drinking Water Programme. So, currently in terms of coverage, we have set ourselves two targets. By 2017, which is next year, we have set ourselves a target of 50 per cent coverage of piped water supply, a rather more ambitious target. I think it is 35 per cent of household connections. Now, the household

connection coverage – I stand to be corrected – I think is only 13 per cent. So, this is quite challenging. So, that is one part of it. Then, we have set ourselves a target, by 2022, of reaching 90 per cent for piped water supply and 80 per cent for household connections. So, these are very challenging targets and to a large extent that depends upon funds."

**(c) Implementation constraints**

2.24 During the course of examination, the MoDWS has detailed out the following implementation constraints that affect the achievement of target in different States/UTs:

- i. Poor response to tender
- ii. Non availability or shortage of material
- iii. Adverse seasonal conditions
- iv. Scarcity of labour
- v. Poor workmanship of contractors attracting cancellation of tender
- vi. Delay in obtaining statutory clearances such as Forest, National highways etc."

**(d) Steps taken**

2.25 The Ministry of Drinking Water and Sanitation has narrated the following steps taken for implementation of NRDWP:-

- (a) Implementation of solar powered dual pump based piped water supply scheme in 10,000 habitations of 88 Integrated Action Plan districts (IAP) with Ministry of New & Renewable Resource (MNRC)
- (b) Implementation of Rural Water and Sanitation Projects for low income States of Assam, Bihar, Jharkhand and Uttar Pradesh at an estimated cost of Rs. 6,000 crore with 50% funds from World Bank and work has begun in Assam, Uttar Pradesh, Jharkhand and Bihar.
- (c) Taking up a Pilot Project on Drinking Water Security Planning in 15 over-exploited blocks in the country.

2.26 Asked about latest update on the above projects in hand in different States, the Ministry submitted:

"An initial allocation of 10,000 rural habitations in 88 IAP districts was made for the project to be taken with the assistance of National Clean Energy Fund (NCEF) and not with M/o New and Renewable Energy. Later on, keeping in view the reduction in unit cost of Solar pumps, the allocation was increased upto 11,068 schemes. Out of the total target of 11068 schemes/pumps, as reported on IMIS by States/UTs as on 17.03.2016, a total of 7495 schemes have been completed in these districts, whereas 2401 schemes are ongoing which are yet to be completed.

A Rural Water Supply Scheme (RWSS) for Low Income States (LIS) for 04 States namely Bihar, Jharkhand, Assam and Uttar Pradesh has been started

w.e.f. 2013-14 which is scheduled to be completed by 2020. An amount of Rs. 40 Crores, Rs. 135 Crores and Rs. 160 crores have been allocated under the scheme during the year 2013-14, 2014-15 and 2015-16 respectively. Similarly, The M/o Drinking Water and Sanitation has already taken up Pilot Projects for drinking water security in 15 over exploited blocks in the country. These pilot projects are under various stages of implementation. Each pilot project has a dedicated Support organization to build capacity and generate awareness among the local communities."

2.27 Enquired whether the above projects are being implemented on time, the Ministry explained as under:

"No Sir, The scheme was scheduled to be completed by September of 2014 i.e. after 18 months from initiation of the scheme, but since the funds for 2<sup>nd</sup> instalment for the scheme could not be released to States/UTs due to non-receipt of funds from M/o Finance in the Supplementary Grants. However, as the 2<sup>nd</sup> installment has been released in the year 2014-15, States have been directed to expedite the progress of the scheme. Similarly, the RWSSP-LIS project is scheduled to be completed by 2020."

2.28 The Committee further enquired whether the Ministry has any system for on-the-spot visits/assessments to ascertain actual implementation of programmes to ensure that fund release is linked to actual progress of projects, the MoDWS submitted:-

"Execution of the rural water supply is done by the State Governments. Under NRDWP the States have the freedom to choose the schemes for rural water supply projects to be taken up in a year. The schemes regarding the rural water supply projects are approved by a State Level Scheme Sanctioning Committee (SLSSC) in which a representative of the Ministry is also present. The schemes are taken up only after its approval by the SLSSC. Funds released is not directly linked to the actual progress of the project but as the States have to give the utilization certificates with regard to funds to them to claim their next installment, it automatically means that funds are utilized by them on the schemes as per the approval of the SLSSC and there is actual progress of projects in the field."

**(vii) Future Strategy**

2.29 The MoDWS in their Power Point Presentation before the Committee detailed out the following future strategy:-

- (i) "To make it mandatory for States to take up at least one Bulk Water Supply Scheme (Medium or Large sized) based on perennial safe surface water source.
- (ii) Close collaboration with Ministry of Water Resources in the development of surface water reservoirs for storage of surplus water through escape tributaries of major rivers in the Ganga basin.

- (iii) State Water Supply Departments to dovetail enhanced 14<sup>th</sup> Finance Commission funds for O&M and household tap connections.
- (iv) States have been advised to go for Water Grid (going in Telangana and MP) by sourcing funds from domestic lending agencies like NABARD / HUDCO and from external lending agencies like World Bank / JICA / ADB / BRICS etc.
- (v) Joint Awareness Programme on safe drinking water and health in States in collaboration with Ministry of Health & Family Welfare."

**(viii) Issues related to Sustainability**

**(a) Utilisation of funds without verification at Ground Level**

2.30 During the course of evidence of the representatives of MoDWS, it came out before the Committee that in Bundelkhand region there have been instances that amount have been shown as utilised even when there was no source of drinking water on record. The Committee also pointed out that there is water supply on paper however, in reality, there is no drop of water. On this issue, the Secretary, MoDWS clarified during evidence:

“.....We have to accept that the system is not perfect. Verification is critical. From the Central Government, we need to monitor better. This is something that we will take up. We are trying to set in place some systems, but at the end of the day, as you said, funds are going from Central Government. At least 60 per cent of the funds are going from the Central Government and State Government is contributing 40 per cent. It is our responsibility to monitor this closely and we intend to do so.”

**(b) Problem of drinking water supply in Bundelkhand region**

2.31 It came out during the course of examination that in as many as 26 locations in Bundelkhand the water schemes have not been successful and are non-functional. On this the Secretary, MoDWS submitted:-

“आपने सस्टेनेबिलिटी के बारे में कहा कि काफी स्कीम्स हैं जो शुरू हो जाती हैं लेकिन पांच-दस दिन के बाद बंद हो जाती हैं। आपके पास जो स्पेसिफिक लिस्ट है, हम उसे चेक कर लेंगे। लेकिन जो जनरल प्वाइंट है, कई एमपीज ने कहा कि सस्टेनेबिलिटी मेजर ईशू है। स्कीम शुरू हो जाती है और खत्म नहीं होती। इसके दो-तीन कारण हैं - एक, लैक ऑफ फंड्स तो है लेकिन मैनेजमेंट सिस्टम अलग होता है कि क्या कम्युनिटी इसे मैनेज कर रही है, उनके पास प्रोफेशनल एक्सपर्टीज हैं या नहीं। अगर रीजनल स्कीम है तो पीएजीटी करता है या किसी को आउट कौन्ट्रैक्ट करते हैं। लेकिन लैक ऑफ सस्टेनेबिलिटी का सोर्स सबसे मेजर रीजन है।”

2.32 On being asked about the details of the schemes that are non-functional Piped Water Supply Schemes (PWSS) in Bundelkhand region during the last two year and the steps taken to provide drinking water supply in that region, the Ministry stated as under:-

**"Madhya Pradesh:** There are 2209 No. of Piped Water Supply Schemes (PWSS) in 6 districts of the Bundelkhand region of the State of Madhya Pradesh, out of which 1201 are functional and 1014 are non-functional. As regards, steps taken for drinking water supply in Bundelkhand region, State Government of Madhya Pradesh has informed that 852 habitations of 6 districts of Bundelkhand have been covered in the year 2015-16. Similarly, 293 schools and 513 Aanganwadis have been provided with water supply arrangement in the last financial year. In addition to this, 344 single phase power pumps have been installed in the tube wells which have sufficient yield but the water level has gone down; 35884 metre riser pipe has been increased in 5184 handpumps. 427 PWSS have been made functional in the last financial year.

**In Uttar Pradesh:** 22 Nos. Piped Water Supply (PWS) schemes during the year 2014-15 and 9 Nos. PWS schemes during the year 2015-16 were completed and made functional. All these 31 schemes are presently functional and the water supply to all the villages/villagers included in the schemes is being supplied with drinking water.

In additional to above PWS 1515 Nos. new India Mark-II hand pumps and 7729 Nos. rebore hand pumps were installed during the last two financial years. In all the 7 districts of Bundelkhand region, total 533 PWS schemes are being operated and maintained by UP Jal Nigam, Jal Sansthan or by Gram Panchayats. Presently, 34 Nos. PWS schemes are under implementation which are likely to be completed and commissioned with next 1.5 years, depending upon the availability of funds."

**(c) Need for water bodies in Reserve Forests**

2.33 During the course of evidence of the representatives of MoDWS, the Committee pointed out that as an alternative water bodies can be created in the reserve forest area by way of bringing under-ground supply from outside that will reduce the exodus of local population to other areas. The Secretary, MoDWS stated:-

"Sir, you also mentioned that potentially in forest, where you have got cover, there is a better chance. That is an excellent suggestion. In reserved forests, source protection is also there and the Forest Department maintains that as well. That is another thing....वह प्रोटेक्टेड है, लेकिन उसमें कभी-कभी परमनिशन लेने के लिए दो-तीन साल लग जाते हैं। That is another issue. Because of the Forest Conservation Act, that is another practical problem, but you are right that the source is protected."

**(d) Closure of Hand-pumps in Uttar Pradesh**

2.34 During the course of evidence, it came out before the Committee that in Uttar Pradesh, specially in district Bijnaur in the light of few fluoride affected habitations the tube-wells have been closed and it will take time to arrange piped-water supply and MPs are not even allowed to use their funds from MPLADS scheme for digging up tube-wells for the benefit of the common man in affected rural areas. In this connection, the Secretary, MoDWS submitted:-

"I am from the UP Cadre. I was DM, Bijnaur also. जब मैं 1992 में डीएम था, हमारी एक सकीम थी जहां हैंड पम्प सारे ब्लॉक आदि में लगे थे। बिजनौर इंडो-गैजेटिक प्लेन में है। वहां पानी एवेलेबल है। वैसे भारत सरकार की तरफ से हैंड पम्प पर कोई रिस्ट्रिक्शन नहीं है। The State Government has to decide as to how they do water supply. There is no restriction from here and we can follow it up with UP. "

2.35 Explaining that under NRDWP Guidelines there is a provision in this regard a representative of MoDWS informed:-

“नेशनल रूरल ड्रिंकिंग वॉटर प्रोग्राम का जो गाइडलाइन है उसमें लिखा गया है कि माननीय सांसद जहां भी देंगे इसको हम स्टेट गवर्नमेंट को फार्वर्ड करेंगे और लिखेंगे कि इसे कंसीडर कीजिए। यहां स्टेट लेवल स्कीम सेक्शनिंग कमेटी की बैठक होगा, उसमें भारत सरकार के एक प्रतिनिधि जाते हैं और वहां डिसाइड होगा कि टोटल मनी एवेलेबल कितना है और प्रोजेक्ट कहां से आया है। जो भी माननीय सांसद भेजते हैं उसे हम तुरंत भेजते हैं और इन्हें करने के लिए कहते हैं।“

**(e) Issue of bulk water supply for Coastal States**

2.36 During the course of evidence of the representatives of MoDWS while making a Power Point Presentation before the Committee detailing out future strategy for drinking water needs, the MoDWS on the issue of bulk water supply for coastal States has outlined to make it mandatory for States to take up at least one Bulk Water Supply Scheme (Medium or Large sized) based on perennial safe surface water source. Enquired about the manner in which the scheme can be started in Tamil Nadu where there are two major desalination plants, the Secretary, MoDWS clarified:-

"About bulk water supply and desalination, this is a major thrust which we are now trying to promote. We have prepared a concept note within the Ministry which we are discussing on bulk water supply. On desalination, we are planning to have a workshop on desalination. There are two examples from Tamil Nadu. We want to share lessons across States and discuss how this can be cost effective. Until now, the issue with desalination was that it is not cost effective compared to other technologies. But increasingly, and there are lot of good

examples from the Gulf. Initially, they had the funds and they were going in for desalination in a very big way. They could afford it. The good examples are from Israel and Australia where you can do desalination in a more cost effective way. We are planning now; we are focusing on that and we are trying to bring together good practices and lessons as to how this can be applied particularly in coastal areas."

2.37 The Secretary, MoDWS further added:-

"We would like to promote that not just in Tamil Nadu but in other areas where it is cost effective. It could be bulk or it could be non-bulk. In either case, desalination is an option. The long-term solution is actually towards bulk. It is expensive. Telangana has come up with a Rs.4 0,000 crore scheme for water grid. That is a ambitious plan. Each State is trying a different approach. Andhra Pradesh wants Rs.10,000 crore to do bulk water supply. We are trying to encourage at least one bulk water supply scheme in each State so that they find a good management model to do this and they can try to scale it up. In some of the cases, we can help to find external financing for bulk water supply. But clearly going forward, we will have to go in for bulk water supply and surface water schemes both for source sustainability and to do this on a larger scale in future. I think that is the way to go forward."

**(f) Need for permanent solution for drinking water in the Summers**

2.38 During the course of evidence of the representatives of MoDWS the idea of finding a permanent solution to the problem of drinking water needs in the summer season was highlighted and it was pointed out that spending a lot of money on temporary arrangements of drinking water will not work. In this connection, the Secretary, MoDWS clarified:-

“यह फंडामेंटल ईशू है। अगर सोर्स लोकली नहीं है, ग्राउंड वाटर नहीं है तो बाहर से लाना पड़ेगा। यह बहुत ही बेसिक बात है। If there is a scheme which does not have a source, then it is a question of the cost. If you are doing a regional scheme and it is coming from 10, 15, 20 or 200 kilometres away, there is a cost. That is what we mean by bulk water supply. I have already mentioned that ground water levels are depleting rapidly across the country and in some States, it is depleting faster than in other States. जहां ग्राउंड वाटर नहीं है या वाटर क्वालिटी की प्रॉब्लम है, इन दोनों में से एक चीज हो सकती है, the only option is surface water from a distance. That is why, we are trying to encourage as far as possible surface water-bulk water schemes and to see whether they are well managed. That is perhaps the only long-term sustainable solution. The long-term solution is surface water managed in a sustainable way. In some States, they are doing this, but it is very expensive. Again, funds are a problem."

**(g) Status of drinking water supply in drought affected States:**

2.39 It came out during the course of examination that various States of Maharashtra, Karnataka, Andhra Pradesh, Odisha and some parts of Bihar and Jharkhand along with Punjab & Haryana are drought affected States. Asked about the status of drinking water supply in drought affected States, the MoDWS in their **post evidence reply** stated as under:-

"As per information provided by States on the online monitoring portal of the Ministry i.e. Integrated Management Information System (IMIS) as on 12.04.2016, the status of rural drinking water supply as per availability of 40 Litres per capital per day (LPCD) in the drought affected States of Maharashtra, Karnataka, Andhra Pradesh, Odisha, Bihar, Jharkhand, Punjab and Haryana is as under:-

Sl. No.	State	No. of Fully covered habitations (40 lpcd or more)	No. of Partially covered habitations (less than 40 lpcd)	No. of Quality Affected Habitations	Total No. of Habitations
1.	Andhra Pradesh	30086	17561	559	48206
2.	Bihar	65731	42396	2013	110140
3.	Haryana	7610	335	13	7958
4.	Jharkhand	116288	3346	33	119667
5.	Karnataka	34929	23757	1259	59945
6.	Maharashtra	90987	9186	466	100636
7.	Odisha	101645	51053	4460	157158
8.	Punjab	11352	2214	1829	15395
<b>Total</b>		<b>458628</b>	<b>149848</b>	<b>10632</b>	<b>619108"</b>



**(ix) Issues related with Water Quality****(i) Status of water quality**

- (i) There are 59,881 drinking water quality affected habitations.
- (ii) Break up as arsenic-1306, fluoride- 11112, iron-30201, salinity-15101 and nitrate-2161).
- (iii) Nearly 3.32 crore rural population are at risk due to this.
- (iv) Arsenic has been reported from 6 States. max. from W. Bengal.
- (v) Fluoride has been reported from 19 States. max. from Rajasthan.
- (vi) Further, there are 16,544 habitations affected due to other emerging contaminations such as heavy metals.
- (vii) JE/AES has been reported from 5 States, in 60 High Priority districts.

2.40 During the course of evidence of the MoDWS, the issue of addressing large number of Quality Affected Habitations wherein the lives of more than 3 crore population is in danger came up before the Committee in a big way. Explaining the position of the MoDWS, the Secretary, MoDWS explained:-

"....Coming back to drinking water, water quality is a major issue which we are trying to address through the NRDWP. Currently, we have about 60,000 habitations which are affected by water quality. We are looking at four or five different elements of water quality. We look typically at arsenic, fluoride, nitrates, iron and salinity. So, these are the five elements and now we are finding increasingly that there are heavy metals in many States, typically in Punjab. So, this is becoming a major issue. There are two parts to it. One is the need to focus on water quality but also to move towards most sustainable solutions. Traditionally we have been relying on ground water and ground water has been very rapidly depleted. You may be interested to know that India consumes more ground water than China and America combined. So, we are the largest consumer of ground water in the world. This is a big issue in terms of how to manage it."

2.41 The Secretary, MoDWS further explained:-

"There are policy issues in terms of energy subsidies. So, management of ground water is a major challenge. That is primarily the responsibility of the Ministry of Water Resources. Again it is a State Subject. So, because of lack of availability of ground water, we are increasingly having to turn to surface water. If you do surface water, you are talking about bulk water supply. This again is expensive but perhaps is the only solution in cases of severe water quality affected areas. So, one of the directions by the hon. Minister is that we should increasingly encourage the State Governments to look at bulk water supply as a most sustainable solution both in terms of source as well as in terms of the provision of water and service delivery to get water at the end of a tap."

2.42 The Ministry of Drinking Water & Sanitation has furnished the following Water Quality affected habitations as reported by States into the IMIS as on 17/3/2016:-

S.No.	State	Contamination Wise Number Of Habitations & Population											
		Total		Fluoride		Arsenic		Iron		Salinity		Nitrate	
		Habs	Population	Habs	Population	Habs	Population	Habs	Population	Habs	Population	Habs	Population
1	ANDAMAN and NICOBAR	0	0	0	0	0	0	0	0	0	0	0	0
2	ANDHRA PRADESH	559	413849	391	280090	0	0	18	10788	141	119301	9	3670
3	ARUNACHAL PRADESH	75	20174	0	0	0	0	75	20174	0	0	0	0
4	ASSAM	8714	3238280	109	50645	279	98604	8326	3089031	0	0	0	0
5	BIHAR	2013	1202309	349	207658	34	65007	1630	929644	0	0	0	0
6	CHANDIGARH	0	0	0	0	0	0	0	0	0	0	0	0
7	CHATTISGARH	1513	454259	19	4236	0	0	1473	433559	21	16464	0	0
8	DADRA & NAGAR HAVELI	0	0	0	0	0	0	0	0	0	0	0	0
9	DAMAN & DIU	0	0	0	0	0	0	0	0	0	0	0	0
10	GOA	0	0	0	0	0	0	0	0	0	0	0	0
11	GUJARAT	2	1724	0	0	0	0	0	0	0	0	2	1724
12	HARYANA	13	57379	10	35185	0	0	1	6705	2	15489	0	0
13	HIMACHAL PRADESH	0	0	0	0	0	0	0	0	0	0	0	0
14	JAMMU AND KASHMIR	4	10699	1	6227	0	0	3	4472	0	0	0	0
15	JHARKHAND	33	4967	10	1975	0	0	23	2992	0	0	0	0
16	KARNATAKA	1279	831502	641	418488	4	7424	213	126497	83	37107	338	241986
17	KERALA	676	1529294	74	212645	0	0	455	1004517	108	215368	39	96764
18	LAKSHADWEEP	0	0	0	0	0	0	0	0	0	0	0	0
19	MADHYA PRADESH	411	150913	277	100589	0	0	108	32606	26	17718	0	0
20	MAHARASHTRA	505	1270971	150	422566	0	0	53	165656	152	250099	150	432650
21	MANIPUR	0	0	0	0	0	0	0	0	0	0	0	0
22	MEGHALAYA	31	16521	0	0	0	0	31	16521	0	0	0	0
23	MIZORAM	0	0	0	0	0	0	0	0	0	0	0	0
24	NAGALAND	57	109244	0	0	0	0	51	96581	0	0	6	12663
25	ODISHA	4473	1148906	101	20436	0	0	3798	960924	567	164447	7	3099
26	PUDUCHERRY	0	0	0	0	0	0	0	0	0	0	0	0
27	PUNJAB	1829	1913842	254	309242	175	210349	1213	1200138	18	13344	169	180769
28	RAJASTHAN	21707	8505831	6782	4254565	0	0	13	9882	13609	3137509	1303	1103875
29	SIKKIM	0	0	0	0	0	0	0	0	0	0	0	0
30	TAMIL NADU	351	167926	0	0	0	0	300	147166	50	20468	1	292
31	TELANGANA	1199	1629993	854	1177252	0	0	43	41540	170	240780	132	170421
32	TRIPURA	4180	1831419	0	0	0	0	4180	1831419	0	0	0	0
33	UTTAR PRADESH	251	249399	99	97354	36	53572	23	42231	92	53075	1	3167
34	UTTARAKHAND	23	104483	1	8126	0	0	19	83547	0	0	3	12810
35	WEST BENGAL	9983	8350991	990	576770	778	1209946	8152	6488447	62	75085	1	743
	<b>Total</b>	<b>59881</b>	<b>33214875</b>	<b>11112</b>	<b>8184049</b>	<b>1306</b>	<b>1644902</b>	<b>30201</b>	<b>16745037</b>	<b>15101</b>	<b>4376254</b>	<b>2161</b>	<b>2264633</b>

(ii) **Adequacy of funds**

2.43 Asked about adequacy of Water Quality component, the MoDWS informed:-

"Upto 67% of the funds allocated to the States can be utilized either for coverage or tackling water quality problems. Further, 5% of the NRDWP funds are earmarked for tackling water quality problems, of which, 75% is for tackling chemical contamination with high priority to tackle arsenic and fluoride affected habitations. The balance 25% of the earmarked funds is to tackle Japanese Encephalitis (JE) / Acute Encephalitis Syndrome (AES). In general, it is noted that funds to tackle the water quality problems is found to be inadequate, especially for arsenic and fluoride affected habitations. Further, tackling iron contamination is also raised by the States like Tripura. Requests have been received from West Bengal, Rajasthan, Telangana, Andhra Pradesh, etc. for tackling the problem of arsenic and fluoride in rural drinking water sources."

2.44 Asked about whether any requests have ever been received from the State Governments to allocate additional funds to tackle the problem of contamination of water sources, the MoDWS submitted as under:-

"Several States viz. Assam, Madhya Pradesh, Arunachal Pradesh, Bihar, Jharkhand, Uttar Pradesh, Meghalaya, Odisha, Haryana, Tamil Nadu, Andhra Pradesh, Telangana have requested for additional funds under NRDWP. States may utilize upto 67% of NRDWP funds for coverage of water quality affected habitations."

2.45 During the course of examination, the Committee pointed out that NITI Ayog has recommended Rs. 1000 crore as one time additional Central assistance to all the States having arsenic and fluoride affected rural habitations, so that the objective of providing at least 8-10 lpcd of drinking water to the rural people can be met as an interim and short term measure. The proposed Grant would be in addition to the funds to be provided as 100 % central assistance. Asked about the State/UT-wise financial details, the MoDWS stated:-

"Funds from NITI (National Institution for Transforming India) Aayog to the extent of Rs.1,000 crores as one time 100% Central assistance has been released only on 17/03/2016 except for West Bengal, Assam and Kerala where the funds will be released after taking clearance from the Election Commission of India.

2.46 State-wise allocations made by NITI Aayog is as below :-

<b>Sl. No.</b>	<b>Name of the State</b>	<b>Allocation in Rs Crore</b>	<b>Release in Rs Crore</b>
1.	Andhra Pradesh	21.26	21.26
2.	Bihar	22.83	22.83
3.	Chhattisgarh	1.05	1.05
4.	Haryana	2.66	2.66
5.	Jammu & Kashmir	0.47	0.47
6.	Jharkhand	0.15	1.50
7.	Karnataka	59.90	59.90
8.	Kerala	19.73	0.00
9.	Madhya Pradesh	9.85	15.85
10.	Maharashtra	35.50	24.08
11.	Odisha	2.00	2.00
12.	Punjab	39.35	39.35
13.	Rajasthan	331.29	331.29
14.	Telangana	90.51	90.51
15.	Uttar Pradesh	13.39	13.39
16.	Uttarakhand	0.62	0.62
17.	Assam	11.57	0.00
18.	West Bengal	136.98	0.00
19.	Gujarat	0.89	0.00
	Total funds for Community Water Purification Plants	800.00	626.76
20.	Funds for last mile connectivity of piped water supply schemes in arsenic affected habitations to West Bengal	100.00	0.00
21.	Funds for last mile connectivity of piped water supply schemes in fluoride affected habitations in Rajasthan	100.00	100.00
	Total	1000.00	726.76

(iii) **Strategy for tackling water quality**

2.47 During the course of examination the Committee enquired how the MoDWS are tackling the problem of quality affected habitations in the Country, the MoDWS clarified:-

"Out of the 5 major chemical contaminants, excess arsenic and fluoride in drinking water when consumed for a prolonged period may have detrimental effects on human health. Therefore, these two contaminants have been prioritized both through short-term measure by providing safe drinking water through commissioning of community water purification plants and surface water based piped water supply schemes as long-term sustainable solution. The next priority will be tackle problems relating to salinity, iron and nitrate."

2.48 Asked about setting up Water Purification Plants, the MoDWS has also given the following State-wise figures:-

<b>S.No</b>	<b>Name of the State</b>	<b>Number of Community Water Purification Plants Installed</b>
1	Kerala	27
2	Puducherry	24
3	Jharkhand	100
4	Punjab	1824
5	Karnataka	1687
6	Haryana	121
7	Gujarat	126
8	Andhra Pradesh	26
9	Telangana	938
10	Rajasthan	850
11	Tamil Nadu	17
12	Maharashtra	180
13	Madhya Pradesh	1278
14	Uttar Pradesh	4
15	Chhattisgarh	5
16	West Bengal	330
17	Bihar	1
18	Assam	15
	<b>Total</b>	<b>7553</b>

**(iv) Workdone**

2.49 During the course of examination, the Committee pointed out about achievements in tackling water quality affected habitations. During 2015-16 states had targeted to tackle 14,254 quality affected habitations out of which only 4,436 habitations have been covered till 31.12.2015. The Ministry has also requested the States to cover all remaining arsenic and fluoride affected rural habitations by March 2017 by implementing either short term measures (community water purification plants) or by long term measures (piped water supply schemes). Asked whether the current allocation is sufficient to meet the targeted habitations, the MoDWS stated as under:-

"As on 17/03/2016, there are 59,981 water quality affected habitations, of which, 11,112 are fluoride affected and 1,306 are arsenic affected habitations which are yet to be provided safe drinking water. These arsenic and fluoride affected habitations are high priority for the Ministry for providing safe drinking water. The current allocation for providing safe drinking water in all water quality affected habitations is very less, However, it is planned to provide community water purification plants as a short term measure in all remaining arsenic and fluoride affected habitations by March 2017."

2.50 Asked about how many districts in the country are affected with arsenic, fluoride and chloride contamination of water sources, the MoDWS stated as under:-

"As per the online IMIS of the Ministry 41 no. of districts are affected with arsenic; 171 no. of districts are affected with fluoride and 101 no. of districts are affected with salinity (chloride / total dissolved solids) which are yet to be provided safe drinking water as on 17/03/2016. Arsenic and fluoride contamination in drinking water sources are due to geo-genic reasons. However, arsenic contamination in Karnataka may be due to leaching from gold mines. The number of arsenic and fluoride affected habitations may increase with increased water quality testing in laboratories. Fluoride contamination may also increase due to over exploitation of ground water. The State-wise water quality affected habitations which are yet to be provided safe drinking water as on 17/03/2016 is at **Appendix I.**"

(v) **Other Issues**

(a) **Problem of drinking water in Haridwar region**

2.51 During the course of evidence of the representatives of MoDWS, the problem of drinking water in Haridwar region especially in four villages where people are consuming red water came up before the Committee prominently. It was also highlighted that 10 to 20 villages are badly affected by Hepatitis disease and hundreds of people are dying. It was also highlighted that there is a need for coordination between Ministry of Health and Ministry of Drinking water to tackle the situation. In this connection, the Secretary, MoDWS informed:-

"The fundamental problem is drinking water, which is our Department. So, we will have to coordinate with the PHED of State. वह बिल्कुल सही बात है। आपने स्पेसिफिकली हरिद्वार के बारे में बताया we will look at that specific situation and we will come back to you on that issue."

(b) **Need for setting up Water Towers in Arsenic affected areas in Bihar**

2.52 It came out during the course of evidence that in eastern Bihar, a major problem of Arsenic and other chemical contamination in water is leading to deaths on account of cases of cancer or suspected cancer and there is an urgent need to set up Water Towers in these areas. On this issue, the MoDWS in their **post evidence reply** submitted as under:-

- "(i) There are 680 Rural Piped Water Supply Schemes (RPWSS) with Water Towers in Bihar.
- (ii) There are 21 RPWSS with Water Towers in Dharbanga district, out of which 20 schemes are functional.
- (iii) 04 Nos. RPWSS are under implementation, out of which 03 Nos. are likely to be commissioned by June 2016 in Dharbanga district.
- (iv) 04 RPWSS with Tower namely Darhar, Raiyam, Ladari and Baheri are commissioned during 2014-15 in Dharbanga district.
- (v) During 2015-16, no RPWSS has been commissioned in Dharbanga district."

(c) **Issues arising out of Estimates Committee's Report on Arsenic contamination**

2.53 During the course of evidence, the Committee pointed out that the Estimates Committee (2014-15) Sixteenth Lok Sabha on 'Occurrence of High Arsenic Content in Ground Water' presented to the House on 11 December, 2014 have at length dealt with the issue. The Committee having found that high Arsenic content is a great concern as it affects the human/animal/soil/plant systems and has caused one lakh deaths and two to three lakhs confirmed cases of illness had *inter-alia* recommended a separate budget for tackling the problem of Arsenic in water apart from funds available under NRDWP. Setting up of a single authority at central level to look after the issue in a holistic manner, considering the issue of arsenic contamination by a Committee of Secretaries for an integrated policy on the issue.

(d) **Issues related with Fluoride in Rajasthan**

2.54 During the course of evidence, the issue of non-functional of tube-wells in Rajasthan came up for discussion and the Committee wanted to know the steps taken in this regard. Replying thereto, the Secretary, MoDWS informed as under:

‘जहां बड़े स्केल पर करना चाहते हैं क्योंकि प्रोब्लम है। इसे हम स्टेट के साथ डिस्कस कर रहे हैं कि जहां बहुत बड़ी समस्या वॉटर क्वालिटी का है। उसमें एक्सटर्नल फाइनेन्सिंग के लिए प्रोपोज हो सकता है ताकि वॉटर क्वालिटी को एड्रेस करने के लिए प्रोपोज किया जा सकता है।’

(x) **Water Quality Testing Labs**

2.55 The Ministry also supports in setting up and strengthening district level and sub-divisional laboratories in the States. As on 31.12.2015, 25 State Level laboratories, 732 district laboratories, 1367 Block Level/Sub Divisional Laboratories and 83 Mobile Testing laboratories have been set up by the States/UTs using funds from 3 % NRDWP funds (on 100 % central assistance), from their own resources and from other sources. States have carried out testing of 23.55 lakh water samples during 2015-16 in these laboratories as reported on IMIS of the Ministry as on 31.12.2015.



2.56 Elaborating on the issue of achievements under Water Quality Monitoring and Surveillance, Ministry of Drinking Water and Sanitation stated:-

- (i) As on 05.01.2016, 25 State Level Laboratories, 732 district laboratories, 1367 Block Level/Sub Divisional Laboratories and 83 Mobile Testing Laboratories have been set up by the States/UTs.
- (ii) During 2014-15, 40.02 lakh samples have been tested and during 2015-16 23.64 lakh samples have been tested till 05.01.2016.
- (iii) During 2015-16, 4082 water quality affected habitations have been provided safe drinking water till 05.01.2016
- (iv) Uniform Drinking Water Quality Monitoring Protocol provided to the States.
- (v) Till date, 31.13 lakh people have been imparted training on use of Field Test Kits (FTK). During 2015-16, 1.65 lakh rural people have been trained.
- (vi) Total 4.83 lakh chemical test kits have been distributed to GP. During 2015-16, 20,877 chemical kits have been distributed.
- (vii) Total 118.59 lakh bacteriological vials have been distributed to GP. During 2015-16, 7.44 lakh bacteriological vials have been distributed.
- (viii) Total 10.66 lakh sanitary surveys have been carried out. During 2015-16, 1.86 lakh sanitary surveys have been conducted.
- (ix) 41.77 lakh drinking water sources were screened using FTKs and bacteriological vials. During 2015-16, 6.03 lakh sources have been screened of which 13.5% have been found contaminated.

2.57 Enquired whether the Ministry have sufficient Water Quality Testing Labs in different States with adequate manpower for tackling water quality issues, the Ministry explained as under:

"As on 17/03/2016, there are 2,215 water quality testing laboratories at various levels including 83 mobile laboratories. 2,823 people, are reported to be working in 732 District level laboratories. However, in some States, the number of manpower working in laboratories is less and the Ministry has advised those States to outsource trained Chemists and pay them remuneration from the allocations under 3% NRDWP Water Quality Monitoring and Surveillance funds."

### **Road map**

2.58 When further enquired as to whether any road map for setting up of water quality labs in different States/UTs, the Ministry informed as under:-

"As reported by the States, as on 17/03/2016, there are 2,215 water quality testing laboratories at the State, District, Block, Sub-Division and Mobile Laboratories. In order to streamline and standardize Laboratories at various levels, the Uniform Drinking Water Quality Monitoring Protocol was published and circulated to all States / UTs in February, 2013. Further, in order to bring credibility to the Water Quality Testing Laboratories, all the States have been advised to go in for NABL (National Accreditation Board for Testing and

Calibration Laboratories) accreditation in a phased manner. About 34 proposals from different Laboratories across the country have been submitted to NABL for the purpose of accreditation. As of now, State level Laboratories at Patna, Hyderabad & Bhopal and District level Laboratory at Vadodara have been accredited by the NABL. District Laboratories at Khammam (Telangana), Guntur (Andhra Pradesh), Agartala (Tripura) and three other District Laboratories in Gujarat are in advanced stage of getting NABL accreditation."

2.59 During the evidence of the representatives of MoDWS, when asked about the status of 34 proposals submitted to the National Accreditation Board for accreditation purposes, the representative of the Ministry explained as under:

"Sir, as on date, the State level laboratories in Bihar, Telangana and Madhya Pradesh have been accredited with the NABL accreditation. Baroda Laboratory in Gujarat has been accredited with the NABL. Final auditing is over and just they are waiting for a certificate in Guntur in Andhra Pradesh and Khammam in Telangana. Then, Mehsana, Surat and another laboratory in Gujarat, Agartala in Tripura and Kolkata in West Bengal, these are in the final stages and second stage of auditing is going on."

**(xi) Use of State of Art Technologies / Role of Private Sector**

2.60 During the course of examination, asked about the state of the art technologies being used for the treatment of contaminated water i.e. Arsenic contamination, fluoride contamination, salinity problem, nitrate contamination and iron contamination etc., the MoDWS submitted as under:-

"Under the National Rural Drinking Water Programme (NRDWP), powers to plan, approve and implement the water supply schemes which inter-alia includes, selection of suitable treatment technologies rest with the States. States use a number of technology options to provide potable drinking water in the quality affected habitations. Contaminant-wise some of the technological options used are as under:-

**Arsenic Contamination:** Several arsenic removal technologies are available viz., SORAS method, Corrosion induced adsorption, Coagulation, Oxidation, Passive sedimentation, In-situ oxidation, Adsorption and co-precipitation, Bucket treatment methods, Stevens Institute Technology, Fill and Draw units, Arsenic removal plants attached to tubewell, Sorptive filtration media, Activated alumina, Granular ferric hydroxide, Read-F arsenic removal plant, Iron coated sand, ion exchange, membrane techniques, nano-technology and Reverse Osmosis (RO) and other indigenous filters.

**Fluoride Contamination:** Fluoride removal technologies for providing potable water include tapping alternate safe surface water, Nalgonda technique (co-precipitation), Prashanti technique (Activated Alumina), reverse osmosis, ion exchange, roof-top rainwater harvesting and in-situ dilution through artificial ground-water recharge. R&D projects on use of herbal extracts, drumsticks

seeds, amla seeds, nirmal seeds, charcoal, burnt bricks, burnt paddy husk filters for fluoride removal were also taken up.

**Salinity problem:** Salinity refers to the amount of dissolved salts present in water. To address salinity problem in drinking water, various technological options like tapping of alternate safe surface water sources, reverse osmosis, electro-dialysis, ion exchange, roof-top rainwater harvesting and in situ dilution through artificial ground-water recharge, Solar stills, single stage flash distillation, multi-stage flash etc. are available.

**Nitrate contamination:** For providing potable water in nitrate contaminated areas, options include tapping alternate safe surface water, reverse osmosis, ion exchange, roof-top rainwater harvesting and in-situ dilution through artificial ground-water recharge. The best option to reduce nitrate contamination in drinking water sources is to minimize/ eliminate domestic sewage pollution and/or reduce excessive use of fertilizers and pesticides.

**Iron Contamination:** For safe water in excess Iron contaminated areas, options include tapping of alternate safe surface water, oxidation (aeration), terra-cotta filters, roof top rainwater harvesting. In addition, specific iron removal plants have also been developed by Defence Research and Development Organisation, National Environmental Engineering Research Institute, etc."

2.61 During the course of examination, asked about the role of private sector participation in treating contaminated water, the MoDWS submitted:-

"It is up to the States Governments to go in for private sector participation in treating contaminated water. As understood, Karnataka Govt. is going in for PPP (Public-Private Partnership) model for installation of community water purification plants (RO Plants). The Ministry has issued Operational Guidelines for Installation of Community Water Purification Plants in November 2014 with 10-year operation & maintenance."

## **B. SWACHH BHARAT MISSION (GRAMIN)**

3.1 Safe sanitation is an essential requirement for the well-being of every society. Though India has come a long way in improving its sanitation coverage status, it is still well short of desired levels. In the rural context, safe sanitation comprises of the following components:

### **(a) Personal & Household Level**

- (i) Safe disposal of human excreta
- (ii) Personal hygiene
- (iii) Safe handling of drinking water
- (iv) Domestic sanitation & food hygiene

### **(b) Community**

- (i) Safe disposal of waste water
- (ii) Management of solid waste
- (iii) Clean environment (No littering)
- (iv) Management of Community Toilet Complex

3.2 The sanitation programme needs to take care of the above components. To tackle the challenge, the Swachh Bharat Mission (Gramin) was launched on 2nd October, 2014, and is a community-led and people-oriented programme aimed at universalizing safe sanitation, by providing flexibility to states in the implementation of the programme. The Government of India launched a new Programme - Swachh Bharat Mission (Clean India Campaign) on 2nd October, 2014 to accelerate efforts to achieve universal sanitation coverage, improve cleanliness and eliminate open defecation in India by 2nd October 2019.

### **(i) Goals of SBM(G)**

3.3 The goal of the Programme is to achieve Swachh Bharat by 2nd October 2019. The programme has two verticals- Swachh Bharat Mission (Urban) for cities and Swachh Bharat Mission (Gramin) for rural areas. The Urban programme is looked after by the Ministry of Urban Development while rural programme is looked after by the Ministry of Drinking Water and Sanitation. At the State level, the Swachh Bharat Mission (Gramin) is handled by either the Public Health Engineering Department or the Panchayati Raj/Rural Development Department.

(ii) **Shift from earlier Programmes**

3.4 The MoDWS has also outlined that new programme is a shift from earlier rural sanitation programme in following manner:-

- (i). **First** and foremost, under SBM, the focus is on behavior change. Community based collective behavior change has been mentioned as the preferred approach, although the States are free to choose the approach best suited to them. Focus is also on creation of complete open defecation free (ODF) villages, rather than only on construction of individual toilets. This entails triggering the entire village into changing their behavior rather than dealing individually with beneficiaries.
- (ii). **Secondly**, the new programme provides flexibility to the States (Provinces) in the implementation of the programme. This is essential, given the vast socio-economic-cultural diversity of India, and also from the point of view of promoting innovations.
- (iii). **Thirdly**, there is a greater emphasis on capacity building, especially in community approaches and programme management. Lack of adequate capacities is a major challenge in scaling up the programme. Therefore, various initiatives are being taken to reach out to all the stakeholders. From the Government of India side, the States and select organizations (called Key Resource Centres) are being trained. These in turn are, carrying out trainings at the sub-State level. The key official at the district level- Collector-has been roped in the programme to provide leadership at the district level. They are being exposed to best practices, both through workshops and exposure visits. A National Sanitation and Hygiene Advocacy and Communication Strategy Framework (SHACS) has been developed with the support of UNICEF and other partner agencies.
- (iv). **Fourthly**, the programme is being run as a citizen's movement with cooperation of all sects of the society including the NGOs, Corporates, youth etc. The Panchayat (Local Government) representatives are being actively involved. This is in tune with the 73rd and 74th Constitutional Amendments in 1992, transferring the subject of sanitation to the urban and rural local governments respectively. Also, there is an emphasis on streamlining administrative and financial procedures, both to cut down on time, as well as to increase accountability. Innovations in technology is being promoted at the National and State levels. Sanitation is being prioritized amongst the overall development agenda. Various other development schemes are being converged with the sanitation outcomes.

**(iii) Objectives**

3.5 The following are main objectives of SBM (G):-

- (i). To bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation; to accelerate sanitation coverage in rural areas to achieve the vision of Swachh Bharat by 2nd October 2019;
- (ii). To motivate communities and panchayati raj institutions to adopt sustainable sanitation practices and facilities through awareness creation and health education;
- (iii). To encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation;
- (iv). To develop wherever required, community managed sanitation systems focusing on scientific Solid and Liquid Waste Management systems for overall cleanliness in the rural areas.

3.6 During the course of examination, asked about how far the objectives outlined above have been achieved so far, the MoDWS submitted as under:-

"Sanitation Coverage in rural areas of the Country was 42.05% as on 2.10.2014, which has increased to 50.74 % as on 18.03.2016. 9 Districts, 155 Blocks, 20677 GPs and 50209 Villages have been declared Open Defecation Free (ODF) as on 18-3-2016.

There is increased focus on behavior change and engagement of community for sustainable results. The term open defecation free (ODF) has been defined nationally to have uniform standards and guidelines for verifying ODF have also been issued. Capacity building of key stakeholders such as Collectors/CEO, Zilla Panchayats, Chairman, Zilla Panchayat is being carried out. The monitoring has been strengthened to capture outputs(toilet construction) and also ODF status. Key Resource Centres (KRCs) are roped in for capacity building and supporting the district administration. An Expert Committee headed by Dr. R.A. Mashelkar to examine various Innovative Technologies in household sanitation and Solid and Liquid Waste Management has been formed. This committee has enlisted various innovative technologies and a Compendium consisting of such technologies has been published and uploaded in the website of the Ministry for benefits of various stakeholders."

3.7 During the course of evidence of the representatives of MoDWS, Secretary, MoDWS further informed:-

"...The Prime Minister has invested a lot of his prestige and he has been leading this programme. The challenge is, of course, how we move from mere construction of toilets to open-defecation-free status. That is the real challenge. On the construction of toilets we are making a quite good progress. Of course, this also needs to be stepped up. But the real challenge is bringing about a behaviour change in the rural areas and not just moving to open-defecation-free status, which is 100 per cent coverage of toilets, but also moving to clean villages because the target is a Swachh Bharat, which is both having household toilets which are used as well as having solid and liquid waste management which is cleanliness of villages. So, these are very major challenges and the idea is to achieve Swachh Bharat status by 2<sup>nd</sup> October 2019.

Some major progress has been made in sanitation in India. Over the last three years, we have gone up particularly since the Swachh Bharat Mission was announced on 21st October, 2014. We have gone up from 38 per cent to close to 50 per cent coverage which is a good achievement in a short period of time and as the hon. Members know, it is a very difficult and challenge programme to implement."

**(iv) Financial and Physical Performance**

**(a) Financial Performance**

3.8 The financial and physical performance under SBM (G) are as under:

(Rs. in crore)

	Financial			Physical
	BE	RE	Actual	Toilet constructed (in lakh)
2012-13	3500	2500	2473.29	45.59
2013-14	4260	2300	2250.32	49.76
2014-15	4260	2850	2840.98	58.54
2015-16	2625	6525	*5557.68	108.07
2016-17	9000			

\* As on 29.02.2016

3.9 When asked about the reasons for shortfall between BE and RE, RE and Actual, the Ministry informed:

"Reduction in RE amount was done by Ministry of Finance, due to various reasons which inter-alia included availability of funds and expenditures under the programmes. In the rural sanitation programme, slow progress in expenditure was reported during the 2012-13, 2013-14 and in initial months of 2014-15 mainly due to problems in implementation with respect to the financial convergence of NBA with MGNREGS at the field level."

3.10 The MoDWS in post evidence reply has also given the State-wise share released and expenditure reported for 2015-16 as shown below:-

S.N.	State/UT Name	Release	Expenditure
1	A & N ILANDS	3.40	0.00
2	ANDHRA PRADESH	234.17	248.40
3	ARUNACHAL PRADESH	38.71	24.95
4	ASSAM	187.67	482.99
5	BIHAR	182.14	285.14
6	CHHATTISGARH	144.72	247.82
7	D & N HAVELI	0.00	0.00
8	GOA	1.05	0.00
9	GUJARAT	478.22	566.93
10	HARYANA	29.53	73.80
11	HIMACHAL PRADESH	4.37	69.03
12	JAMMU & KASHMIR	4.05	65.42
13	JHARKHAND	97.32	260.60
14	KARNATAKA	335.45	417.32
15	KERALA	8.50	16.54
16	MADHYA PRADESH	220.28	768.55
17	MAHARASHTRA	567.45	626.07
18	MANIPUR	44.19	52.55
19	MEGHALAYA	35.65	53.25
20	MIZORAM	3.32	6.02
21	NAGALAND	10.83	19.98
22	ODISHA	566.50	1178.65
23	PUDUCHERRY	0.00	0.00
24	PUNJAB	23.90	57.00
25	RAJASTHAN	938.73	1292.12
26	SIKKIM	6.12	5.90
27	TAMIL NADU	78.94	466.68
28	TELANGANA	128.39	122.39
29	TRIPURA	15.39	52.95
30	UTTAR PRADESH	462.69	557.35
31	UTTARAKHAND	40.82	70.09
32	WEST BENGAL	575.53	904.34
<b>Total :-</b>		<b>5468.04</b>	<b>8992.80</b>



3.11 As regards, unspent balances under Swachh Bharat Mission (Gramin) during the 12th Five Year Plan, the Ministry submitted following figures:-

S.N.	State/UT	2012-13	2013-14	2014-15	2015-16 (As on 31.3.2016)
1	A & N ILANDS	0.00	0.00	0.00	3.40
2	ANDHRA PRADESH	179.39	274.71	143.65	129.66
3	ARUNACHAL PRADESH	12.22	4.90	5.15	18.92
4	ASSAM	128.17	106.34	170.96	-124.14
5	BIHAR	359.17	246.76	143.31	42.10
6	CHHATTISGARH	79.63	47.63	58.26	-44.31
7	D & N HAVELI	0.01	0.01	0.01	0.01
8	GOA	0.44	0.44	0.44	1.49
9	GUJARAT	47.38	51.20	50.34	-37.99
10	HARYANA	6.28	102.58	47.06	2.97
11	HIMACHAL PRADESH	10.64	19.52	119.33	54.70
12	JAMMU & KASHMIR	11.63	18.45	116.87	55.50
13	JHARKHAND	132.16	93.94	42.58	-120.68
14	KARNATAKA	163.37	71.16	-57.16	-139.00
15	KERALA	5.80	24.98	37.12	29.40
16	MADHYA PRADESH	144.14	493.99	271.07	-276.30
17	MAHARASHTRA	119.98	51.53	31.25	-25.26
18	MANIPUR	26.50	15.67	4.63	-3.74
19	MEGHALAYA	19.10	75.88	37.75	20.16
20	MIZORAM	5.42	9.61	6.99	4.29
21	NAGALAND	18.25	0.44	19.99	10.84
22	ODISHA	176.11	159.80	119.11	-492.90
23	PUDUCHERRY	0.23	0.23	2.23	2.23
24	PUNJAB	13.92	12.24	4.09	-29.01
25	RAJASTHAN	151.38	81.56	41.83	-311.04
26	SIKKIM	2.80	6.23	4.93	5.15
27	TAMIL NADU	70.80	172.63	239.76	-147.71
28	TELANGANA	66.62	-136.91	87.19	93.26
29	TRIPURA	6.65	15.76	49.76	12.43
30	UTTAR PRADESH	167.71	293.44	275.28	180.64
31	UTTARAKHAND	19.77	8.63	5.53	-23.65
32	WEST BENGAL	196.12	127.17	29.56	-299.13
		<b>2341.80</b>	<b>2450.52</b>	<b>2108.84</b>	<b>-1407.70</b>

3.12 During the year 2015-16, there are unspent balances to the tune of Rs. -356.12 crore under Swachh Bharat Mission (Gramin) as on 18.03.2015 with different States/UTs. Whereas unspent balances are figuring in Uttar Pradesh, Bihar, Telangana and Andhra Pradesh, the MoDWS explained:-

"The reasons in respect of SBM(G) for high unspent balance are as under :

- (i) Slow progress due to guidelines of NBA seeking convergence with MGNREGS for additional assistance
- (ii) Lack of demand generation
- (iii) Inadequate capacity at grass root level
- (iv) Lack of institutional structure
- (v) Existence of revolving fund"

3.13 Asked about the difficulties that are being faced by these States under SBM(G) to utilize the funds, the MoDWS clarified:-

The difficulties faced by the States are as under:

- (i) Lack of demand generation
- (ii) Non-release of State shares by the States
- (iii) Lack of emphasis on behavioral change and inter-personal communication at village level
- (iv) Inadequate capacity building at grass root level
- (v) Lack of appropriate institutional structure."

3.14 The Committee during the course of evidence of the representatives of MoDWS pointed out that for 2016-17, the Ministry has been allotted Rs. 9000 crore which is more than 37.93% as compared to 2015-16 which will help SBM(G).

3.15 Pleading for requirement of higher funds for SBM(G), the Secretary, MoDWS submitted:-

"Swachh Bharat Mission Gramin which is a major national flagship programme. As you mentioned, we have requested for Rs. 14,000 crores but we have been given Rs. 9000 crores. We will probably need more funds during the course of the year. "

3.16 Asked about any World Bank Scheme for SBM(G), the MoDWS explained:--

"A World Bank project to support the ongoing sanitation programme Swachh Bharat Mission (Gramin) (SBM(G) is under consideration for the entire country with a financial envelope of US\$1.5 billion(Rs.9000 core) over five years."

**(b) Physical performance**

3.17 Asked about whether the nature of work undertaken under these components is being done as per requirements, the MoDWS clarified:-

"Since Swachh Bharat Mission (Gramin) is demand driven programme, hence there is no annual targets. However as per expected outcomes for the year 2014-15 and 2015-16 achievement in IHHLs and Community Sanitary Complexes is as under :-

Year	Individual household latrines			Community Sanitary Complex		
	Expected Outcome	Ach.	%	Expected Outcome	Ach.	%
2014-15	5000000	5854987	117.10	1500	1109	73.93
2015-16	12000000	10807231	90.06	1500	1434	95.60

Against the yearly target of 50 lakh for individual latrines for the year 2014-15, 58,54,987 latrines were constructed, which is achievement of 117% of the target. Indicating more than 446% increase in construction of toilets after the launch of SBM(G) as compared to pre-SBM period of 2014-15. 9 Districts, 155 Blocks, 20677 GPs and 50209 Villages have been declared Open Defecation Free (ODF) as on 18-3-2016. Out of 612295 villages in the country, 49104 villages (8.02%) have been declared Open Defecation Free (ODF) as on 01.03.2016. Under MGNREGA, 4.03 lakh toilets constructed since launch of SBM(G) on 2.10.14 to 31.3.2014. 5.98 lakh toilets have been constructed under MGNREGA since 1.4.2015 to 14.03.2016.

In the first year of the Mission i.e. from 2.10.2014 to 2.10.2015, 88 lakh toilets were constructed, against an expected outcome of 60 lakh.

Since the launch of Swachh Bharat Mission (Gramin) on 2nd October, 2014, 157.55 lakh toilets have already been constructed under SBM(G) as on 18.03.2016. In addition to these, 10.01 lakh toilets constructed under MGNREGA since 2.10.2014."

3.18 Elaborating further on the issue, the Secretary, MoDWS added as under:

"Some major progress has been made in sanitation in India. Over the last three years, we have gone up particularly since the Swachh Bharat Mission was announced on 2nd October, 2014. We have gone up from 42.05 per cent to close to 50 per cent coverage which is a good achievement in a short period of time. Sanitation Coverage in rural areas of the Country is 50.26% as on 01.03.2016"

### State-wise physical performance

3.19 State-wise details of physical performance in respect of Individual household latrines (IHHLs) for BPL and APL households are as follows:-

SI.No.	State	2014-15		2015-16(As on 31-3-2016)	
		IHHL (BPL+APL)	Sanitary Complex	IHHLs	CSC
1	ANDHRA PRADESH	213867	0	286708	959
2	ARUNACHAL PRADESH	12902	139	11667	387
3	ASSAM	148237	8	443258	98
4	BIHAR	165457	20	287343	1045
5	CHHATTISGARH	39128	4	272508	309
6	D & N HAVELI				1
7	GOA	0	0	28637	0
8	GUJARAT	335762	1	677791	1776
9	HARYANA	107765	8	113923	1310
10	HIMACHAL PRADESH	54265	82	60042	1291
11	JAMMU & KASHMIR	8496	23	56827	1232
12	JHARKHAND	98512	35	260526	366
13	KARNATAKA	791687	122	448611	1206
14	KERALA	34101	44	11302	1161
15	MADHYA PRADESH	521739	36	928275	1238
16	MAHARASHTRA	500897	62	679007	7141
17	MANIPUR	27860	1	44591	327
18	MEGHALAYA	42002	63	35772	373
19	MIZORAM	534	1	3448	575
20	NAGALAND	0	0	16041	340
21	ORISSA	130925	13	1085680	164
22	PUDUCHERRY	0	0	0	30
23	PUNJAB	9887	0	51628	107
24	RAJASTHAN	653306	74	2064736	811
25	SIKKIM	3562	36	3707	1183
26	TAMIL NADU	378162	228	669704	2040
27	TELANGANA	130725	11	195507	75
28	TRIPURA	24869	5	51392	325
29	UTTAR PRADESH	515427	3	617933	2426
30	UTTARAKHAND	57833	11	49170	144
31	WEST BENGAL	847080	79	1351497	1816
	<b>Total :-</b>	<b>5854987</b>	<b>1109</b>	<b>10807231</b>	<b>30256</b>

3.20 The Committee pointed out that performance in respect of IHHLs during 2015-16 has improved as compared to 2014-15. However, performance under Sanitary Complexes has declined particularly in Tamilnadu, Karnataka, Kerala, Rajasthan and Jharkhand. When asked by the Committee regarding slow pace of work in these States, the Ministry in a written note informed as under:-

"Ordinarily Sanitary Complexes are to be constructed only when there is lack of space in the village for construction of individual household toilets, and only on the specific demand of the Gram Panchayats, after ensuring that adequate Operation and Maintenance arrangements are in place. Sanitary complexes are not required in most villages. They are required only in bigger peri-urban villages, or village with large floating populations."

3.21 The Ministry of Drinking Water & Sanitation in post evidence reply has also given the State-wise total villages and ODF declared villages as on 12.04.2016:-

S.N.	State/UT	Total villages	ODF declared villages
1	A & N Ilands	328	0
2	Andhra Pradesh	18962	475
3	Arunachal Pradesh	5600	481
4	Assam	27820	211
5	Bihar	39070	233
6	Chhattisgarh	19804	2016
7	D & N Haveli	3	0
8	Goa	376	0
9	Gujarat	18183	4239
10	Haryana	7037	1291
11	Himachal Pradesh	18511	9684
12	Jammu & Kashmir	7586	32
13	Jharkhand	29820	117
14	Karnataka	27736	1972
15	Kerala	2226	0
16	Madhya Pradesh	51714	2370
17	Maharashtra	41147	6469
18	Manipur	2880	64
19	Meghalaya	6900	2094
20	Mizoram	732	109
21	Nagaland	1459	161
22	Odisha	47361	1795
23	Puducherry	266	0
24	Punjab	12635	841
25	Rajasthan	44079	6953
26	Sikkim	446	446
27	Tamil Nadu	12546	1122
28	Telangana	10990	832
29	Tripura	1049	5
30	Uttar Pradesh	96461	383
31	Uttarakhand	15671	1400
32	West Bengal	43299	8178
		<b>612697</b>	<b>53973</b>

3.22 In this connection, during the course of evidence of representatives of MoDWS, the Secretary, MoDWS also clarified:-

"....The challenge is, of course, how we move from mere construction of toilets to open-defecation-free status. That is the real challenge. On the construction of toilets we are making a quite good progress. Of course, this also needs to be stepped up. But the real challenge is bringing about a behaviour change in the rural areas and not just moving to open-defecation-free status, which is 100 per cent coverage of toilets, but also moving to clean villages because the target is a Swachh Bharat, which is both having household toilets which are used as well as having solid and liquid waste management which is cleanliness of villages. So, these are very major challenges and the idea is to achieve Swachh Bharat status by 2<sup>nd</sup> October 2019.

As you can appreciate it is going to be quite challenging to move from ten to 688 over the next three and a half years. But that is the effort we are trying to mobilise. I have already made three visits to the States in the last three weeks and the officials continue to go. So, we will work closely with the State Governments. We will closely with the hon. Parliamentarians such as yourselves and we will require the guidance and support of all stakeholders to move this forward. So, that is as far as the Swachh Bharat is concerned and the Additional Secretary will give a detailed presentation spelling out the plans and we will be grateful for your suggestions."

**(vi) Focus of MoDWS**

3.23 The MoDWS in their Power Point Presentation before the Committee has *inter- alia* has outlined the following areas for overcoming the challenges:

**(a) behaviour change:**

- (i) Focus on capacity building in community skills
- (ii) Training of Collectors -230 trained so far, training continues
- (iii) Involvement of PRIs, Zilla Panchayat Presidents
- (iv) Outcome indicators proposed in World Bank project
- (v) ODF verification process includes usage.

**(b) Communication:**

- (i) 360 degree media campaign
- (ii) Close coordination with Ministry of Information & Broadcasting
- (iii) Use of social media
- (iv) Reorienting advertisement to be more thought provoking
- (v) Proposed newsletter
- (vi) Collaboration with partner agencies

**(c) Capacity Building:**

- (i) Workshops at National/State/District levels
- (ii) Regional conclaves held to bring about coordination between States and State KRCs
- (iii) Training of KRCs initiated with UNICEF support
- (iv) Training of IAS probationers in LBSNAA
- (v) Other partner agencies also being roped in
- (vi) Use of technology/virtual class rooms being planned to scale up training
- (vii) NGOs, Corporates being involved.

3.24 On a pointed query by the Committee in what way the SBM(G) has brought about behavioral change in rural areas, the Ministry in their written note explained:

"The Swachh Bharat Mission (Gramin) SBM-G has tried to push the programme as a behaviour change programme and not a latrine construction programme. Community-led approach has been mentioned as the preferred approach. The States have also been given flexibility to try out approaches most suitable to them within the overall framework of behaviour change and community involvement. Emphasis on the same over the past one year has resulted in many States and districts now talking of behaviour change and community involvement."

3.25 In this connection, the Secretary, MoDWS during the course of evidence also explained:-

“बिहियर चेंज बहुत ही डिफिकल्ट टास्क है, एडिशनल सेक्रेटरी साहब ने कम्यूनिकेशन के बारे में not only mass media, but inter-personal communication is very important. उसके बारे में उन्होंने कहा, इसके बारे में इफोर्ट किए जा रहे हैं। But, of course, behavioural change, as you said, is very difficult. So, intensive campaigning is required in it to try to make people change behaviour. The focus on capacity building has been increased, Collector’s trainings have been organised. Around 230 Collectors from across the country have been trained. The trainings provide exposure of Collectors to community approach and success stories elsewhere. State/Regional level workshops involving all the key stakeholders such as Collectors, CEO, Zilla Panchayats, Chairmen Zilla Panchayats etc. are being held. Around 20 such workshops have been organized.”

3.26 When asked about organizing sanitation campaign through print and electronic media in various States, the Ministry informed as under:

"Massive media campaigns have been started at National level using Audio Visual (TV) and Audio(Radio). States are also carrying out IEC campaign. Social media is being used extensively. There is a national Swachh Bharat Group on Hike App, with representatives from all the States and selected districts. Happenings on the field across the country are shared on a daily basis. The Ministry also actively uses the twitter handle (@swachbharat) and Facebook (Swachh Bharat Mission).The website of the Ministry (ww.mdws.gov.in) has also been upgraded as a medium for real-time cross sharing of best practices."

### **Road map for training KRPs / Collectors**

3.27 When asked about whether any road map has been prepared for imparting training Key Resource Persons/Collectors, the Ministry informed as under:

"Road-map for training of Key Resource Persons/Collectors/Zila Parishad Presidents have been prepared. Till date 230 District Magistrates/Deputy Commissioners have been trained. Also 223 Master Trainers of Key Resource Centres have been trained so far."

3.28 In this connection, during course of evidence, the Secretary, MoDWS also explained:-

"We are looking at the Chief Minister – District Magistrate nexus because the most important unit is the district. When you go down it is the gram panchayat. There are 688 districts in India. We are trying to see how we can focus initially on districts where there are some champion district collectors who are taking a lot of initiative and how we can support them and other district collectors and make it a mass movement at the local level involving all stakeholders whether it is Government, public sector, private sector, NGOs, universities, students, etc. So, that is part of the effort. Currently, 10 districts have been declared open-defecation free in India."

### **Role of NGOs / Corporates**

3.29 Further when asked about the involvement of NGOs/Corporates under Swachh Bharat Mission (Gramin), the Ministry submitted as under:

"Under Swachh Bharat Mission (Gramin), {SBM (G)} Guidelines have been issued to facilitate the utilization of Corporate Social Responsibility (CSR) funds in rural sanitation activities. States can use these guidelines as a base to develop their own procedure to attract/receive and utilize CSR funds. Many Corporates have announced taking up works in rural sanitation, which they carry out in consultation with the State/district and local governments. Details are available at the decentralized levels. Swachh Bharat Kosh has been set up under the Ministry of Finance to attract contributions from Corporates and other entities towards achievement of Swachh Bharat. The contribution to Swachh Bharat Kosh by the companies has also been covered under CSR under the Companies Act."

3.30 As per SBM (G) Guidelines, the Non-Governmental Organizations can play a catalytic role in the implementation of SBM (G) in the rural areas. They can be considered for active involvement in the Information, Education and Communication activities including in 'triggering' leading to demand generation and sustained use of facilities; in Capacity building; assistance in construction.



(vi) **Related issues reported before the Committee**

(i) **Need for forensic audit of individual Household Latrines (IHHLs) in Bihar and need for advance payment for construction of IHHLs.**

3.31 During the course of evidence of the representatives of MoDWS, the Committee questioning the very basis of 100% utilisation under SBM(G) wherein the beneficiary is given Rs. 12,000/- only after he/she submits a photo of IHHL constructed. Enquired how a person with monthly income of Rs. 3,000 to Rs. 6,000 could do all this. The Committee also pointed out that this is going on in Bihar where there is a nexus of middlemen involved in the process who hoodwink the poor people and take away the amount. For stamping out the deep rooted corruption, the Committee demanded a forensic audit of construction of IHHLs of utilised amount, the Committee also suggested that advance payment be made to the beneficiaries of construction of IHHLs.

Explaining the position, the Secretary, MoDWS submitted:-

"कीर्ति आजाद साहब ने पूछा खास तौर से टॉयलैट्स पर जो 12 हजार की सब्सिडी है, जब फंड नीचे पहुंच जाता है तो ग्राउंड लेवल पर बैनिफिशियरी को पूरा मिलता है या नहीं। यह एक बड़ा टारगैटेड प्रश्न है। दूसरा, सवाल था कि अगर उन्हें एडवांस में पैसा देना पड़ेगा तो उनके पास लिक्विडिटी नहीं है। यह कैसे किया जाए। एमपी साहब ने कहा कि नॉर्मल रूट होता है कि किसी कौन्ट्रैक्टर के थ्रू टॉयलैट्स बन जाते हैं और बाकी पैसा खा लिया जाता है। मैं इस बारे में दो प्वाइंट्स बताना चाहता हूँ। एक, मेरा यूपी कैंडिडेट है। अगर आप स्वच्छ भारत लेंगे, 35 to 40 per cent of the sanitation problems in India are due to lack of access is in these two States – UP and Bihar. These are the most difficult States to deal with."

3.32 Secretary, MoDWS added:-

“जहां तक वैरिफिकेशन का मामला है, ग्राउंड लेवल पर यह सिचुएशन जरूर होगी। लेकिन किस स्केल पर है, आपने अपनी कौन्सिल्टिंग में देखा होगा। From our side, we are encouraging third party verification. एक डिस्ट्रिक्ट और ग्राम पंचायत जब ओडीएफ घोषित किया जाता है तो एक प्रोटोकॉल होता है। उस जिले के बाहर के लोग, स्टेट गवर्नमेंट के ऑफिसर्स उसे वैरिफाई करते हैं। वह पूरे ओडीएफ के बारे में है। सब एमपीज ने कहा कि स्पैसिफिकली ग्राउंड लेवल पर वैरिफिकेशन अलग से होना चाहिए। हमारे एडिशनल सैक्रेटरी ने वर्ल्ड बैंक स्कीम का जिक्र किया। नौ हजार करोड़ की वर्ल्ड बैंक स्कीम स्वच्छ भारत के फंड्स पर टॉप अप है। इसमें इंडिपेंडेंट वैरिफिकेशन हर साल होगा। सैम्पल बेसिस पर इंडिपेंडेंट थर्ड पार्टी वैरिफिकेशन करेंगे और हाउसहोल्ड लेवल पर जाकर चैक करेंगे। इसका एक प्रोटोकॉल होता है। उसमें ये हर साल पांच साल के लिए करेंगे। उसके बाद एक्सपैक्टेड है कि यह पूरे प्रोग्राम के लिए इंस्टीट्यूशनलाइज हो जाएगा। यह अभी डेवलप किया जा रहा है और इसे जल्दी ही लागू किया जाएगा। थर्ड पार्टी वैरिफिकेशन कुछ स्टेट्स ने अलग-अलग तरीके से किया है। सैल्फ हैल्प ग्रुप काफी तगड़ा इंस्टीट्यूशन बिहार, आंध्र प्रदेश, गुजरात आदि में है। ये खुद थर्ड पार्टी वैरिफिकेशन की तरह से अथॉरिटीज को फीडबैक देते हैं। We have to accept that the system is not perfect.

Verification is critical. From the Central Government, we need to monitor better. This is something that we will take up. We are trying to set in place some systems, but at the end of the day, as you said, funds are going from Central Government. At least 60 per cent of the funds are going from the Central Government and State Government is contributing 40 per cent. It is our responsibility to monitor this closely and we intend to do so."

3.33 Secretary, further explained:-

"The second point mentioned was about the need for advance. This is a very good point. There is full flexibility in the guidelines. I have come back from Andhra Pradesh last week. There, they give 50 per cent. वहां वे छः हजार रुपये पहले देते हैं। जो सब स्ट्रक्चर्ड बन जाता है, वैरिफिकेशन के बाद वे बाकी का देते हैं। So, there is a provision for release of advance funds. The other States are following revolving funds through Self-Help Groups and others. So, there is a provision for giving advance because it is well understood that BPL families will not have the resources to finance the toilet."

**(ii) Issue of delay in release of funds in Telangana**

3.34 During the course of evidence of the representatives of MoDWS various issues came up before the Committee. These *inter-alia* are that the State Government (Telangana) is not able to support those rural poor who want to build the toilet for themselves. Whenever construction is in progress, money must be released immediately, but there is delay in release of funds either from the Central Government or State Government or from both. There is a need for proper drainage wherever toilet has been constructed. Completion of toilets should be condition for States for achieving the objective of SBM(G), as otherwise States will divert the funds for their own purpose. Central Government should have the authority to check and monitor whether the funds are being utilized for the particular scheme. The MoDWS in a post evidence reply informed:-

"Under Swachh Bharat Mission(Gramin), incentive of Rs. 7200/- and 4800/- for each toilet is given by Central and State Government respectively to BPL households and Identified Above Poverty Line (APL) households after they construct and use toilets.

States have flexibility to provide incentive to households in two phases, one at the pre-construction stage and the other on completion of construction and usage. The issue of delay in release of funds is constantly addressed, through both proactively pursuing with Ministry of Finance at the Central level for adequate funds, as well as regular follow up with the States for quick release to districts. The States have been advised to bring about financial streamlining, including electronic transfer of funds, wherever possible, to avoid delays and parked funds. The monitoring of funds is carried out through an effective

Integrated Management Information System(IMIS) that captures expenditure at the household level. Toilet construction and usage is the foremost component of SBM G. The 'open defecation free' includes provision of an individual toilet for each household with safe disposal of human excreta. Solid and Liquid Waste Management is also an important component of SBM G, under which the States can take up various low cost technologies for drainage."

**(iii) Issue of availability of water for IHHLs and CSCs**

3.35 The Committee also pointed out the non-availability of water for latrines in large number of cases. Addressing the issue, the Secretary, MoDWS explained:-

“आपने फंडामेंटल इश्यू उठाया कि जब तक पानी नहीं है तो सेनिटेशन कैसे होगा? Other MPs have also raised this issue. So, water is a major issue. We are trying to do both. We are fortunate at one level. India is one of the few countries जहां वॉटर और सेनिटेशन एक ही मंत्रालय में है, In most other countries sanitation is in Health Ministry. At least, here we can have a coordinated discussion on water and sanitation, which we cannot have in most countries."

**(iv) Need for construction of IHHLs/Community Sanitation Complexes for shelterless population**

3.36 During the course of evidence, the need for constructing IHHLs/Community Sanitary Complexes for large number of shelterless population also came up before the Committee. Asked about the comments, MoDWS in their post-evidence reply informed as under:-

"CSCs are required mostly in bigger villages or villages with floating population. A provision of Rs 2 lakh is available for construction of CSC at places, where it is deemed to be necessary. Since Operation and Maintenance of CSCs is an important issue, States have been advised to construct after ensuring that adequate Operation and Maintenance arrangements are in place."

**(v) Need for selection of beneficiaries of ODF in transparent manner**

3.37 During the course of examination, the Committee wanted to know that for achieving total ODF there is a need to select beneficiaries in a transparent manner and funds should be transferred to the account of the beneficiary and design of the toilets to be sent by post to the address of the beneficiary, the Ministry in their post evidence reply stated as under:

"For total ODF, all the households in the community need to have toilets and use them. The BPL and Identified APL households are provided an incentive amount, and they are selected based on the Baseline Survey conducted by the States in 2012-13. Their is a provision for updating this

baseline through a Gram Sabha resolution. The incentive available under SBM G can be provided to the individual household or to the village as a whole after the village becomes ODF, where community approach is adopted. Where individual incentive is paid, some States are adopting direct payment to beneficiaries' account.

The individual household is allowed to choose design considered suitable by him/ her. A menu of technological options are available, and the individual beneficiaries are provided guidance on the same. However, the ultimate decision is left to the beneficiary to promote ownership"

3.38 When asked that there is a need for transparent surveying for selection of third party and for construction of toilets and also for transfer of funds, the Ministry in their post evidence reply stated as under:-

"Under Swachh Bharat Mission (Gramin), the beneficiaries are encourage to themselves construct their toilets, since that ensures usage and sustainability. The focus of the programme is on behaviour change of communities to construct toilets. The panchayats can play a role in facilitating this construction. Third party construction through contractors is disallowed since that is a supply driven mode and does not result in desired outcome of usage of toilets. However, for survey on quality of outcomes, an independent survey agency will be hired as part of the World Bank project. Reputed organisations such as NSSO are also used for third party surveys.

The States are advised to maintain transparency in transfer of funds. The provision of data in public domain through MIS is an important tool for transparency. Involvement of PRIs, focus on community engagement are other tools for ensuring transparent transfer of funds. Some States are also carrying out electronic transfer of funds to promote transparency. There is also a provision of social audit."

3.39 The Committee also wanted to know that there is a need for proper certification from amongst individuals from social sector by constituting teams of Government side, beneficiary and third party, the Ministry in their post evidence reply informed as under:

"There are mechanisms in place to ensure transparency and quality. SBMG is a social change programme of massive scale, involving work in around 2.5 lakh Panchayats across the country. It is a programme where habit and mindset of people with regard to cleanliness and open defecation has to be changes. While this requires professionalism and involvement of multiple stakeholders, which is already being promoted, it also needs to be emphasized that sanitation is a State subject and flexibility has been given to States to adopt approach most suitable to them. From the Central level, the key importance is focus on key elements of programme such as sustainability and behaviour change and robust mechanisms to capture actual outcomes such as reduction in open defecation. The actual processes are left to the States to promote innovations."

**(vi) Issue of frauds in awareness campaign for SBM(G)**

3.40 It came out during the course of evidence of the representatives of MoDWS that Central Government's funds for SBM(G) are thoroughly misutilised in Bihar where during the course of Vigilance & Monitoring Committee meeting it was experienced that officials in collusion with NGOs have swindled funds earmarked for SBM(G).

**(vii) Need for enhancing the amount for IHHL construction**

3.41 It came out during the course of evidence that there is a need for enhancing the amount for construction of IHHLs, the MoDWS in a post evidence reply stated:-

"No. Sanitation is a behavioural issue, and the key challenge is to change mindset of people to construct and use toilets. Moreover, incentive amount has been recently increased from Rs 10,000 to Rs 12,000 with the launch of SBM G."

**(viii) Coordination with State/UTs**

3.42 When the Committee wanted to know that the monitoring mechanism in close coordination with State Government regarding better implementation of SBM(G) in the States/UTs, the Ministry explained in a written note as under:

"Regular Review meetings, Video Conferencing and State field visits are organized for close Co-ordination with States. There is a Plan Appraisal Committee (PAC) with chairmanship of the Additional Secretary Sanitation, MDWS, Gol and the State Principal Secretary/Secretary amongst the members which discusses the States AIP and reviews its implementation on a regular basis."

3.43 The Committee also enquired whether on-the-spot visit of officials of MoDWS are undertaken to verify the ground position, the MoDWS submitted:-

"Secretary (MoDWS), Additional Secretary (Sanitation), Joint Secretary, Directors and other officials regularly visit to States for on spot verification."

## **Part-II**

### **Observations/ Recommendations of the Committee**

The Committee have examined the Demands for Grants (2016-17) of Ministry of Drinking Water & Sanitation (MoDWS) that propose to provide a total of Rs. 14,009.70 crore with Plan provision of Rs. 14,000.00 crore mainly for Swachh Bharat Mission (Gramin) [SBM(G)] (Rs. 9000.00 crore) and for National Rural Drinking Water Programme (NRDWP) (Rs. 5000.00 crore) and the Non-Plan component of Rs. 9.70 crore. The broad analysis of the Demands for Grants is as follows:-

#### **Outlays *vis-a-vis* expenditure so far during 12th Plan (2012-17)**

2.1 The Committee's examination of 12th Plan (2012-17) outlay and expenditure/releases of NRDWP and SBM(G) programmes has revealed that both these important sectors have not received sufficient funds as proposed by the MoDWS. For instance, the Committee are constrained to note that the proposed outlays for NRDWP and SBM(G) were Rs. 68,786 crore and Rs. 43,200 crore whereas the actual outlays were as low as Rs. 38,823 crore and Rs. 23,645 crore respectively.

The Committee are also constrained to note that there is year-wise gap between proposed amount *vis-a-vis* amount allocated under NRDWP and SBM(G) programmes from the year 2013-14 onwards during 12th Plan (2012-17) and it widened year after year. For instance, under NRDWP during 2013-14, 2014-15, 2015-16 and 2016-17 the proposed outlay was Rs. 11,700 crore, Rs. 14,200 crore, Rs. 15,600 crore and Rs. 16,600 crore. Whereas the amount

allocated was as low as Rs. 11,000 crore each year during 2013-14 and 2014-15 and Rs. 2,611 crore and Rs. 5,000 crore each in 2015-16 and 2016-17 respectively.

Similarly under SBM(G) in 2013-14, 2014-15, 2015-16 and 2016-17 the proposed amount was Rs. 5,200 crore, Rs. 8,000 crore, Rs. 12,500 crore and Rs. 14,000 crore respectively. Whereas the amount allocated was as low as Rs. 4,260 crore each year during 2013-14 and 2014-15 and Rs. 2,625 crore and Rs. 9,000 crore in 2015-16 and 2016-17.

The Committee are further constrained to note that funds have also been steeply reduced from BE to RE stage under both the programmes. For instance, under NRDWP the BE (2013-14 and 2014-15) was Rs. 11,000 crore in each year which was reduced to as low as Rs. 9,700 crore and Rs. 9,250 crore respectively at RE Stage. Similarly, under SBM(G) the BE (2012-13) of Rs. 3,500 crore was reduced to Rs. 2,500 crore only at RE Stage. Further the BE (2013-14 and 2014-15) of Rs. 4,260 crore in each year was also reduced to as low as Rs. 2,300 crore and Rs. 2,850 crore respectively at RE stage.

It came out during the course of examination that reduction in allocation under NRDWP programme in all these years was due to overall fiscal space available with Ministry of Finance whereas for SBM(G) the reasons for reduction *inter-alia* included difficulty in availability of funds and slow progress in expenditure mainly due to problems in implementation with respect to the financial convergence of NBA with MGNREGA at field level.

In the case of NRDWP, the Committee have been informed that the MoDWS hope that shortfall of Central allocation would be adequately compensated by the States through their own State resources or from enhanced devolution of funds

to local bodies through Fourteenth Finance Commission (FFC) (2015-20) Grants, whereas in the case of SBM(G) more funds are still required. In this connection, Secretary, MoDWS admitted candidly before the Committee that the Government would certainly issue advisories to States for local bodies to use FFC Grants for sanitation also as water and sanitation are priority items.

It also came out before the Committee that MoDWS has brought out a Strategic Plan prioritising drinking water facilities by 2022 and sanitation by 2019. The Committee have been informed that Strategic Plan has been envisioned taking into account anticipated allocation under NRDWP alongwith SBM(G). The MoDWS have also opined that current allocation do not commensurate with anticipated allocation under the Plan. The Secretary, MoDWS has also expressed helplessness before the Committee that with half of the money available for NRDWP during the current year than what was proposed, the targeted coverage can hardly be achieved. Meanwhile, detailing out constraints, the Committee have been informed that under NRDWP, power to plan, approve and implement water supply schemes including selection of suitable technologies rests with State Governments. On the other hand for SBM(G), the Committee have been clearly informed by MoDWS that only if required resources are made available to MoDWS, the objectives of Swachh Bharat by 2nd October, 2019 can be achieved. Explaining the situation for current year, the Committee have been informed that Rs. 8,670 crore were to be needed for construction of 1.2 crore toilets during 2015-16 out of which only Rs. 6,525 crore have been given in RE stage leaving a balance of Rs. 2,145 crore for which funds have been demanded in Third Supplementary Grants. In view of huge shortfall in allocations under NRDWP and



**SBM(G), the Committee recommend the MoDWS to optimally utilize the funds allocated for the current year and then pursue with the Ministry of Finance/NITI Aayog for enhanced allocation at RE stage. The Committee further recommend the Ministry to impress upon States/UTs to prudently use the FFC Grants for safe drinking water and sanitation so as to achieve the timelines set out by the Government for ensuring supply of drinking water by 2022 and coverage on sanitation by 2019.**

**(Recommendation Serial No. 1)**

**Scheme-wise Analysis**

**NRDWP**

**(i) Unspent Balances**

**2.2 The Committee are constrained to note that crores of rupees are lying unspent across the States in first four years of the Twelfth Plan (2012-2017). For instance, the Committee find that during the years 2012-13, 2013-14, 2014-15 and 2015-16 (as on 17.03.2016) there were unspent balances to the tune of Rs. 4,303.98 crore, Rs. 3,033.82 crore, Rs. 2,358.88 crore and Rs. 2,122.43 crore respectively. The Committee note that there are huge unspent balances in prominent and big States like Maharashtra (Rs. 322.73 crore), Uttar Pradesh (Rs. 289.82 crore), Rajasthan (Rs. 255.13 crore), Karnataka (Rs. 187.18 crore), Assam (Rs. 129.44 crore) as on 17.03.2016 etc. The Committee's examination of State-wise and year-wise unspent balances has revealed that although the quantum of unspent balances has been reduced in these States over a period of time, however in common parlance huge unspent balances in these States with their large parts reeling under severe drought conditions put a big question mark not only on States/UTs for failure to plan/conceive/approve projects but also question**

the role of MoDWS in supplementing the efforts of the States/UTs in providing technical assistance for providing safe drinking water in rural areas. It also came out during the course of examination that MoDWS had held a National level Review Meeting with State Ministries/Secretaries in charge of rural water supply on 3rd February, 2016 to review the performance of NRDWP wherein the issue of accelerating utilization of funds was also discussed. In this context, the MoDWS has also detailed out implementation constraints like delay in disbursement of funds from State Finance Departments to State Implementing Agencies, issue of cancellation of the tender floated for execution of rural water supply works at last moment and so on, as reasons for delay in utilisation of funds. The Committee feel that all these issues can be ironed out in Review Meetings of MoDWS with State Agencies at appropriate levels and where there are large unspent balances under NRDWP, asking for more funds under NRDWP does not augur well with overall coordination of MoDWS with States/UT. The Committee therefore, recommend that there is a need to move faster to liquidate unspent balances with State Governments by holding more and more National Level Reviews as was done in February, 2016 so that rural people may get safe drinking water in the States/UTs specially in States with large areas reeling under severe drought conditions. The Committee also recommend to frame out an action plan in this regard.

(Recommendation Serial No. 2)

- (ii) Inadequate funds during 12th Plan (2012-17) for safe drinking water criticised and higher funds recommended.

2.3 The Committee are dismayed to note that most important sector of rural drinking water supply directly affecting nearly half the population of the country has been fund starved, so far during the 12th Plan (2012-17) period as the Nodal Ministry i.e. MoDWS have not received adequate funds commensurating their requirements. For instance, under NRDWP against the proposed allocation of Rs. 68,786 crore, the actual allocation was barely Rs. 33,823 crore i.e. less than half of the proposed amount. The Committee feel that with availability of less than half of the proposed amount for rural drinking water, the herculean task of providing safe drinking water seems to be a distant dream, considering the magnitude of the task ahead of attaining 50% rural coverage by 2017 in drinking water. The Committee are also constrained to note that water sector comprising as many as 3.42 lakh partially covered habitations and 59,881 quality affected habitations is struggling with insufficient funds during the 12th Plan period even though MoDWS has come out with a Strategic Plan (2011-2021) for drinking water sector well before the commencement of the 12th Plan (2012-2017). For instance the budget of MoDWS during 2012-13 of Rs. 10,500 crore has been brought down to Rs. 5,000 crore during 2016-17. In this connection, the Secretary, MoDWS has highlighting the same even pleaded before the Committee for seeking Committee's good offices for higher funds as per Strategic Plan. The Committee feel that there is strong case for more funds to be made available to MoDWS for looking after the current needs of safe drinking water in rural areas of the country. Meanwhile, the Committee find that MoDWS has also indicated before the Committee that in order to tide over the problem of resources the MoDWS has

come out with an alternative of approaching external agencies like World Bank, ADB, Asian Infrastructure Investment Bank etc. and possibility of posing certain schemes from State Governments for external financing is already underway and various requests particularly for large projects have been forwarded to Ministry of Finance and Department of Economic Affairs. The Committee feel that besides using Fourteenth Financial Commission Grants, the States/UTs may be asked to come up with more and more proposals for necessary funding from foreign agencies.

(Recommendation Serial No. 3)

(iii) Financial vis-a-vis Physical Performance

2.4 The Committee are dismayed to note that during 2015-16 the financial performance under NRDWP has not been encouraging as compared to previous years in terms of utilisation of funds. For instance as against the allocation of Rs. 4,373 crore, the actual utilisation was only Rs. 3,166.75 crore upto 20.02.2016 i.e. 72.42% of the allocated amount. The Committee apprehend that MoDWS may not be able to utilise the full allocation during 2015-16. The Committee are dismayed to note that physical performance under NRDP is witnessing shortfall in achievement of targets in the areas of quality affected habitations during each of first four years of the Current Plan (2012-17) i.e. 2012-13 to 2015-16 (as on 05.01.2016) largely because of shortfall of funds and implementation constraints like poor response to tender, non-availability of material, scarcity of labour etc. The Committee desire that all these issues can be tackled by using Fourteenth Finance Commission Grants (2015-20) given to local bodies for developmental activities and by strengthening monitoring mechanism at appropriate level.

(Recommendation Serial No. 4)

(iv) **Strategic Plans for future coverage of drinking water and workdone**

2.5 The Committee note that 17 lakh habitations are being monitored under IMIS data. The Committee also find that the Strategic Plan (2011-2022) brought out by MoDWS with stress on extending piped water supply to more rural household in rural areas setting out two targets in terms of coverage, one 50 percent coverage by piped water supply by 2017 and second 90 percent coverage by 2022. In this connection, Secretary, MoDWS admitted before the Committee that first target of 50% coverage by piped water supply by 2017 is ambitious and both these targets are challenging and to a large extent will depend upon availability of funds.

It came out during the course of examination that as on 17.03.2016 76.54 percent of rural habitations have been covered with availability of 40 litres per capita per day (lpcd) whereas 19.95 percent habitations are partially covered where drinking water availability is less than 40 lpcd, remaining 3.81 percent habitations are quality affected with chemical contaminants.

During the course of examination, the Committee have also been informed by MoDWS about implementation constraints referred to above that are coming in the way of achievement of targets, remedial steps taken and future strategy of MoDWS also. MoDWS has also spelt out steps taken like implementation of Solar Powered Oval Pump in 11,068 habitations of 88 IAP districts with Ministry of New & Renewable Resources (MoNRR), Rural Water Supply & Sanitation Projects in four Low Income States of Assam, Bihar, Jharkhan and Uttar Pradesh, Pilot project for Drinking Water Security Planning in 15 overexploited Blocks that are being implemented in different stages, motivating States Water Departments to

devotail enhanced EFC funds for O&M and household tap connections, going for Water Grid currently being done in Telangana and Madhya Pradesh by domestic and external borrowing etc. The Committee feel that in the light of challenging target of ensuring piped water to 50 percent of rural sector by 2017 i.e. by next year and taking it upto 90 percent by 2022, all out efforts are needed both on the part of MoDWS and States/UTs by mopping up possible resources from Fourteenth Finance Commission Grants (2015-20) and through domestic and external borrowings, otherwise it will not be possible to achieve the target.

(Recommendation Serial No. 5)

(v) Problem of non-functional drinking water schemes/sources

2.6 The Committee while examining the problem of non-functional drinking water schemes/sources are constrained to note that MoDWS does not have the necessary wherewithal for verification of 17 lakh habitations in the Country and MoDWS simply believes IMIS data from States/UTs through District and below level. In this context, the Committee have been informed that besides IMIS data NSSO and Census people also do survey work for coverage of safe drinking water for rural areas and Inter-Ministerial teams constituted by MoDWS also visit quality hot-spot areas for assessing the situation. In this connection, the issue of non-functional drinking water schemes/sources in various parts of the Country specially, in Bundelkhand, Rajasthan, Uttar Pradesh, Uttarakhand, Maharashtra and Telangana has also come up before the Committee in a big way. In this connection, the Secretary, MoDWS also admitted before the Committee that the system is not perfect and verification is critical. The Secretary, MoDWS also admitted that Central Government needs to monitor better. In this connection, the

Committee's examination has further revealed that in Bundelkhand region comprising of 6 districts of Madhya Pradesh and remaining in Uttar Pradesh out of 2,209 schemes of piped water supply only 1,201 are functional and 1,014 are non-functional. These facts alongwith helplessness on the part of MoDWS for physical verification strengthens the Committee's belief that there might be number of habitations which would be non-functional though shown as functional as per IMIS data. The Committee find that since first Five Year Plan (1951-56) Rs. 1.83 lakh have been invested for safe drinking water in rural areas and annually crores of rupees are being spent for this purpose. With a view to overcome the current situation, the Committee feel that in the interest of common-man Inter-Ministerial Teams and technical manpower from different Ministries be pooled together coupled with efforts of NSSO and Census people, a physical verification drive across the States/UTs be undertaken so that actual coverage at ground level is factually verified.

(Recommendation Serial No. 6)

(vi) Issues relating to closure of Hand-pump in Uttar Pradesh/bulk water supply in Coastal States/need for permanent solution of drinking water in the summers.

2.7 The Committee during the course of examination came across issues like closure of hand-pumps in Uttar Pradesh especially in Bijnaur, need for bulk water supply in Coastal States and finding out a permanent solution for drinking water in the Summers. On the issue of closure of hand-pumps in Uttar Pradesh it was clarified before the Committee that as such there is no restriction under the existing NRDWP Guidelines. The Secretary, MoDWS assured the Committee to address the issue by following up the matter with the State Government. The

Committee, therefore, feel that wherever the issue of closure of hand-pumps comes up in Uttar Pradesh it should be suitably addressed at the level of MoDWS.

On the issue of bulk water supply in Coastal States including Tamil Nadu and with a view to finding a permanent solution for drinking water in the summers, the Committee are happy to note that on the pattern of cost effective technologies in Gulf Countries and also in Israel and Australia, the MoDWS is currently discussing a Concept Note on bulk water supply and is planning a workshop on desalination for sharing lessons and good practices across States for applying the same in Coastal States either for bulk or for non-bulk supply and proposal for Water Grid from Telangana and bulk water supply from Andhra Pradesh have been cited before the Committee. Besides, the Committee have been informed that MoDWS is trying to encourage at least one bulk water supply in each State and scale it up further alongwith surface water supply schemes. However, constraints of availability of funds are coming in the way. The Committee trust that the discussion process already underway within MoDWS will soon be over paving the way for implementation of bulk or non-bulk water supply in each State/UT as conceived by MoDWS through World Bank and other agencies so that safe drinking water requirements of concerned States of Telangana, Andhra Pradesh, Tamil Nadu are timely met.

(Recommendation Serial No. 7)



(vii) **Need for safe drinking water in drought affected States**

2.8 The Committee have come across that large areas in various States of Maharashtra, Karnataka, Andhra Pradesh, Odisha and some parts of Bihar, Jharkhand, Punjab and Haryana have been reeling under severe drought. The MoDWS has furnished the status of drinking water in these States in terms of number of habitations based on IMIS data showing as many as 6.19 lakh habitations giving break-up in terms of Fully Covered, Partially Covered and Outlay Affected habitations. The Committee feel that in the light of severe drought conditions prevailing across different States including States referred to above, MoDWS should gear up it's resources to meet the challenging situation.

(Recommendation Serial No. 8)

(viii) **Issues related with water quality**

2.9 The Committee are constrained to note that currently as large as 59,881 water quality affected habitations are in the Country out of which largest number of habitations are affected by iron (30,201) followed by habitations affected by salinity (15,101) and habitations affected by fluoride (11,112) with remaining habitations are affected with nitrate (1,306) and arsenic (1,306). The Committee are also constrained to hear from MoDWS that due to these quality affected habitations the lives of as large as 3.32 crore of rural population is at risk. The Committee are also distressed to learn that arsenic has been reported in 6 States with maximum from West Bengal and Fluoride has been reported even further from 19 States maximum from Rajasthan. In this connection, the Secretary, MoDWS was candid enough to admit before the Committee water quality is a major issue and projects for removal of contaminants viz. arsenic, fluoride, nitrate, iron and salinity are currently being implemented in many States typically

in Punjab from where heavy metals in water have been detected. The Committee also find from State-wise figures that out of 1,306 arsenic affected habitations in the Country as many as 175 are in Punjab alone. The MoDWS has also informed the Committee that out of the five chemical constraints excess of arsenic and fluoride in drinking water when consumed for a prolonged period may have detrimental effect on human health, therefore, the two contaminants have been prioritised both for short and long term by providing safe drinking water through Community Water Purification plants, Surface Piped Water supply etc. The Committee from the State-wise details, number of Community Water Purification Plants installed find that largest number of Plants have been installed in Punjab (1,824), Karnataka (1,687), Telangana (938) and Rajasthan (850).

Detailing out the magnitude of ground water use in the Country, the Secretary, MoDWS informed the Committee that India consumed more ground water than China and America. Thus, India is largest ground water consumer in the world. In order to tackle the problem of water quality, the Committee were informed that surface water is the domain of Ministry of Water Resources and more over is a State subject and only remedy is going for bulk water supply which is cost intensive but is the only option available. On the issue of adequacy of funds, the MoDWS has informed that funds for drinking water quality are inadequate and requests from States of West Bengal, Rajasthan, Telangana, Andhra Pradesh etc. for tackling the problem of arsenic and fluoride in rural areas have been received in MoDWS and with a view to provide 8-10 lpcd of water in the arsenic and fluoride affected States on time Central assistance of Rs. 1,000 crore have been released on 17.03.2016 to all such States barring election bound States

of West Bengal, Assam and Kerala. The Committee feel that as admitted by the MoDWS that lives of over 3.3 crore people are at risk in nearly 60,000 quality affected habitations spread over 19 States in the Country, the MoDWS should explore all ways and means either through domestic or external borrowing for ensuring safe drinking water through bulk supply or through piped supply expeditiously subject to availability of funds in a timebound manner by way of promoting States to go for more and more such projects.

(Recommendation Serial No. 9)

(ix) Other Issues

2.10 During the course of examination issues like under-achievement of targets in quality affected habitations during 2015-16 problem of drinking water in Haridwar region, need for revisiting the issue of arsenic contamination in various parts of the Country including Bihar in the light of Estimates Committee Report 'on occurrence of high arsenic content in ground water' presented to the House on 11 December, 2015, issues related with fluoride contamination in Rajasthan etc. came up before the Committee. In the case of under-achievement of targets of quality affected habitations during 2015-16, the Committee are constrained to note that against target of tackling 14,254 such habitations, the MoDWS could tackle only 4,436 habitations as on 31.12.2015 as current allocations were less. The Committee are also unhappy to note that as per IMIS data of MoDWS, there are 41 districts affected with arsenic, 171 districts affected by fluoride and as many as 101 districts affected by salinity (chloride/total dissolved solids). The Committee feel that MoDWS plans for tackling water quality in all the remaining arsenic and fluoride affected habitations by March, 2017 as a short term measure is appropriate and MoDWS to approach the Government for higher funds for that purpose. The MoDWS has however, planned to

provide Community Water Purification Plants as a short term measure in all the remaining arsenic and fluoride affected habitations by March, 2017. On the problem of poor quality of drinking water in Haridwar region leading to spread of Hepatitis and consequently reported deaths of number of people, the Committee feel that this is a grave issue and should be addressed appropriately at the level of MoDWS as assured to the Committee by Secretary, MoDWS in this regard.

On the issue of installation of Water Towers for tackling the problem of arsenic in Bihar, the Committee find that large number of piped water schemes are currently operational in Bihar and especially in Darbhanga three out of four schemes are to be commissioned by June, 2016 and no scheme has been commissioned in 2015-16. From the State-wise data, the Committee find that as against the total arsenic affected of 1,306 as many as 34 arsenic affected habitations are in Bihar. The Committee therefore, recommend that issue of tackling arsenic contamination be taken up appropriately.

The issue of non-functional tube-wells in Rajasthan also came up before the Committee and Secretary, MoDWS responding thereto apprised the Committee that since the problem is to be solved in big scale, discussion are being held with State Government possibly through external agencies since the issue involved is of water quality. The Committee find from the State-wise details that as against the total fluoride affected habitations of 11,112 in the country with largest number of 6,782 habitations are in Rajasthan alone, the MoDWS's priority is to cover the fluoride affected habitations by installing Community Water Purification Plants in Rajasthan on priority basis. The Committee feel that needful on the issue be done expeditiously in Rajasthan.

(Recommendation Serial No. 10)

**Water Testing Labs**

**2.11** The Committee note that to cater the water testing requirements of over 17 lakh habitations in the country currently being monitored by MoDWS through IMIS data, there are 25 State labs, 732 District labs, 1,367 Block level/Sub-Divisional level labs and 83 Mobile Testing Labs as on 05.01.2016 and as per subsequent information submitted before the Committee as on 17.03.2016, there are 2,215 Water Quality Testing labs at various levels including 83 Mobile labs and 2,823 people are working in 732 District level labs. During the course of examination it came out before the Committee that some States are facing shortage of manpower and MoDWS has advised concerned States to outsource trained chemists and pay them remuneration from allocation under 3 percent NRDWP Water Quality Monitoring funds. Besides, the issue of accreditation of labs with National Accreditation Board for Testing and Calibration Laboratories (NABL) for the purpose of streamlining and standardizing laboratories at various levels came up before the Committee. The Committee also came to know that 34 proposals from different labs across the country have been submitted before the NABL for accreditation. The Committee are constrained to note that only few laboratories i.e. State level labs of Patna, Hyderabad & Bhopal and District level labs of Vadodara have since been accredited and District level Laboratories of Khammam, Telangana, Guntur, Andhra Pradesh and Agartala (Tripura) and three other labs at Gujarat are on advanced stage of getting NABL accreditation. The Committee feel that the progress on this issue is very slow and the process of accreditation be expeditiously completed.

(Recommendation Serial No. 11)

### **Promotion of State of art technologies for removal of contaminants from water**

**2.12 The Committee are happy to note that various State of art technologies have been spelt out before the Committee for removing different contaminants from water which *inter-alia* include RO, roof-top harvesting, setting up contaminant removal plants etc. In the light of around 60,000 quality habitations in the country where there is a risk of lives of over 3.3 crore people living in these habitations, the Committee feel there is an urgent need for bringing labs to land concept by way of making use of these technologies for the benefit of the common-man affected in these habitations. For this, the Committee feel that all these technologies should be made usable to common-man in affected areas by way of promotion in electronic and print media in a big way.**

**(Recommendation Serial No. 12)**

### **Role of Private Sector**

**2.13 The Committee are happy to note that as such there is no bar for the role of private sector for treatment of water contamination and States are free to do so. The Committee also appreciate that Karnataka Government is already going in for installation of RO Plants for Community Water Purification purposes under PPP mode and MoDWS has already issued Operation Guidelines in this regard in November, 2014. The Committee feel that attracting private sector under PPP mode be promoted and encouraged in those States which are facing quality related issues in a big and time bound manner.**

**(Recommendation Serial No. 13)**

**Swachh Bharat Mission (Gramin) – SBM(G)**

**2.14** The Committee are glad to note that MoDWS has come out with Swachh Bharat Mission (Gramin) – SBM(G) on 02nd October, 2014, an ambitious programme for rural sanitation at two level one at personal and household level and second at community level so as to accelerate efforts to achieve universal sanitation coverage, improve cleanliness and eliminate Open Defecation in the country by 2nd October, 2019. The Committee also find that the SBM(G) under personal and household level deal with safe disposal of human excreta, personal hygiene, safe handling of drinking water, domestic sanitation and food hygiene whereas under Community level the emphasis is one safe disposal of waste water, management of solid waste, clean environment (no littering) and management of community toilet complexes.

It came out during the course of examination that there is shift in SBM(G) as compared to earlier sanitation programmes on four broad parameters like behavioral change, given flexibility to States for implementing the SBM(G), greater emphasis of capacity building under Collector at district level and making the programme a people's programme. In this connection, outlining the importance of the SBM(G), the Committee was informed by Secretary, MoDWS that Prime Minister has invested a lot of his prestige and has been leading the programme and challenge is to move from mere construction of toilets to open defecation free status. The Committee have examined different aspects covering SBM(G) that are discussed below:-

(i) **Financial and Physical Performance**

2.15 The Committee while reviewing the financial and physical performance find that during 2014-15, Rs. 2,840.91 crore were utilized with 58.54 lakh toilets constructed which in 2015-16 rose to Rs. 5,557.68 crore with 108.07 lakh toilets constructed i.e. both physical performance as well as financial performance has been doubled. The Committee are constrained to note that for 2016-17, Rs. 9,000 crore have been allocated as against the demand of Rs. 14,000 crore. The Committee feel that keeping in view the magnitude of the task involved, the allocation for 2016-17 is quite less and be suitably enhanced in a big way.

(Recommendation Serial No. 14)

(ii) **Unspent Balances**

2.16 The Committee appreciate that unspent balances under SBM(G) during 2015-16 (as on 31.03.2016) is Rs. 1,407.70 crores, yet they are constrained to note that in big and important States like Uttar Pradesh, Andhra Pradesh, Telangana, Jammu & Kashmir and Himachal Pradesh, large number of funds are lying unspent. For instance, in Uttar Pradesh Rs. 180.64 crore, in Andhra Pradesh Rs. 129.66 crore, in Telangana Rs. 93.26 crore, in Jammu & Kashmir Rs. 15.50 crore and in Himachal Pradesh Rs. 54.10 crore are lying unspent. The Committee find broad reasons responsible for unspent balances has been lack of demand generation, non-release of State shares by States, lack of emphasis on behaviour change, inadequate capacity building at grass root level and lack of institutional structure. In this connection, the Committee appreciate that Secretary, MoDWS has deposed before the Committee that all these need to be stepped up and MoDWS is working in close coordination with States and have already undertaken



visits in different States. The Committee feel that there is a need to liquidate the huge unspent balance in the above big States by strengthening the implementation constraints. The Committee also feel that more and more interactions and visits of Secretary, MoDWS are required for liquidating unspent balances in different States.

(Recommendation Serial No. 15)

(iii) Physical Performance

2.17 The Committee are constrained to note that rural sanitation coverage has not progressed well under SBM(G). For instance, as against 42.05% coverage of rural sanitation as on 02 October, 2014, it has marginally gone up to 50.74 percent on 18.03.2016. Further, the Committee are dismayed to note that only 9 Districts, 155 Blocks and 20,677 Gram Panchayats and 50,209 villages have been declared Open Defecation Free (ODF) as on 18.03.2016. From the State-wise details of villages declared ODF as on 12.04.2016, the Committee are constrained to note that out of 6.12 lakh villages in the country only 53,973 villages have been declared ODF and performance is at varying degree across the States. The Committee find that the States which have done well are Himachal Pradesh (9,684/18,511), Meghalaya (2,094/6900), Gujarat (4,239/18,183), West Bengal (8,178/43,299), Haryana (1,291/7,037), Chhattisgarh (2,016/19,804), Maharashtra (6,469/41,147), Rajasthan (6,953/44,029) etc. The Committee also are constrained to note that big States that are not doing well are Uttar Pradesh (383/96,461), Bihar (233/39,070), Andhra Pradesh (475/18,962) etc.

The Committee appreciate that the physical performance in the case of construction of Community Sanitary Complexes (CSCs) has made a quantum jump from 1,109 in 2014-15 to 30,256 in 2015-16 (as on 31.03.2016). The Committee note from State-wise details that during 2015-16, the CSCs that have been constructed are in Maharashtra (7,141), Uttar Pradesh (2,426), Tamil Nadu (2,040), Himachal Pradesh (1,291), Madhya Pradesh (1,238), Jammu & Kashmir (1,232), Karnataka (1,206) etc. In this connection, the Secretary, MoDWS candidly admitted before the Committee that it is very challenging and difficult programme to implement. The Committee feel that for achieving the goal of rural sanitation by 2019 a lot more efforts are needed both at MoDWS and State level for timely achievement of the set goal.

(Recommendation Serial No. 16)

#### Capacity Building

2.18 The Committee appreciate on the issue of training of Key Resource Persons (KRPs)/Collectors/Zila Parishad Presidents that out of 688 districts in the country 230 DMs and 223 Master trainers of KRPs have been trained and 20 workshops have been organized so far. In this connection, the Secretary, MoDWS also informed the Committee that nexus of CM/DM is most important nexus and MoDWS is focussing and some champion district collectors who are taking a lot of initiatives and the SBM(G) is being made a people's movement at local level involving all stakeholders like Government, public sector, private sector, NGOs, Universities, students etc. The Committee feel that things are moving in right directions and the momentum gained above be accelerated for achieving the goal of universal sanitation by 2019.

(Recommendation Serial No. 17)

### **Other Issues**

**2.19 During the course of examination, various other issues like need for forensic audit specially in Bihar for verification of IHHLs at ground level in light of complaints of corruption by middlemen and necessity of offering advance payment for such purposes, delay in release of funds in Telangana, need for construction of IHHLs/CSCs for shelterless population, need for selection of beneficiaries in ODF in a transparent manner etc. On the issue of need for forensic audit for the purpose of verification of IHHLs in Bihar, the Secretary, MoDWS candidly admitted before the Committee that system is not perfect and verification is crucial and at the level of Central Government there is a need to monitor better. The Secretary, MoDWS also informed that such verification is done by officials outside the districts. More over under a World Bank scheme there will be yearly independent verifications and the same will be institutionalized. Besides some States have already started third party verifications through SHGs in Bihar, Andhra Pradesh and Gujarat.**

**On the issue of advance payment for construction of IHHLs, the Committee have been informed by Secretary, MoDWS that under NRDWP Guidelines such provision is permissible and in fact in Andhra Pradesh it is also being implemented. The Committee feel that on the same pattern this aspect may be implemented in Bihar.**

**On the aspect of delay in release of funds in Telangana, the Committee have been informed that States have been given flexibility to provide incentives to household in two phases one a pre-construction stage and other the post construction stage and MoDWS is constantly pursuing with Ministry of Finance at**

Central level for adequate funds as well as regular follow up with States for quick release in the districts. The Committee feel that although MoDWS is monitoring the flow of funds, there is a need to monitor the same in a more effective manner across the States/Districts wherever the complaints of such nature are forthcoming.

On the issue of construction of CSCs for shelterless population, the Committee find that CSCs are required mostly in bigger villages or villages with floating population and a provision of Rs. 2 lakh is available for construction of CSCs wherever it is deemed to be necessary. The Committee feel that the issue needs to be properly examined in the case of Uttarakhand more specifically Haridwar region where need for construction of CSCs has come up before the Committee.

On the issue of transparent selection of beneficiary for ODF purpose, the MoDWS has informed that such selection is done by Baseline Survey through resolution by Gram Sabha and individual is allowed to select design suitable to him/her. The Committee feel that although transparent selection of beneficiaries based on Baseline Survey is being done, yet keeping in view the large sum being given from Central Government there is a need for proper verification of beneficiaries for ODF purposes.

(Recommendation Serial No. 18)

NEW DELHI;  
29 April, 2016  
09 Vaisakha, 1938 (Saka)

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

**STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)****MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON  
TUESDAY, THE 22 MARCH, 2016**

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS  
Lok Sabha**

2. Shri Kirti Azad
3. Shrimati Renuka Butta
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Misra (Teni)
6. Dr. Mahendra Nath Pandey
7. Shri Prahlad Singh Patel
8. Dr. Ramesh Pokhriyal "Nishank"
9. Shri Jugal Kishore Sharma
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain

**Rajya Sabha**

13. Shri Gulam Rasool Balyawi
14. Shri Ram Narain Dudi
15. Shri Ranvijay Singh Judev
16. Shri Mahendra Singh Mahra
17. Shrimati Kanak Lata Singh

**Secretariat**

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

**Representatives of the Ministry of Drinking Water & Sanitation**

1. Shri Parameswaran Iyer - Secretary
2. Smt. Seema Bahuguna - Additional Secretary & Financial Adviser
3. Shri Saraswati Prasad - Additional Secretary (SBM-G)
4. Shri Satyabrata Sahu - Joint Secretary
5. Dr. Dinesh Chand - Additional Advisor (PHE)
6. Shri Nipun Vinayak - Director (SBM-G)
7. Smt. Pratima Gupta - Director (IFD)
8. Shri G. Balasubramanian - Deputy Adviser (PHE)
9. Shri D. Rajasekhar - Deputy Adviser (PHA)

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Ministry of Drinking Water and Sanitation in connection with the examination of Demands for Grants (2016-17) of the Ministry.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings. Thereafter, the Secretary, Ministry of Drinking Water and Sanitation made a Power Point Presentation inter alia highlighting different features of the Demands for Grants (2016-17).

4. The main issues that came up for discussion include need for higher funds under NRDWP and SBM(G) for meeting the different time lines in the area of rural water and sanitation sector, need for physical verification of drinking water supply schemes in different States/UTs, issue of advance payment for construction of Individual Households Latrines (IHHLs) to beneficiaries as rural people do not have enough funds for such constructions etc.

5. Thereafter the Members raised queries one by one which were responded to by the witnesses.

6. The Chairperson then thanked the representatives of the Ministry of Drinking Water and Sanitation and asked them to furnish written information on points for which information was not readily available at a later date to this Secretariat.

*[The Witnesses then withdrew]*

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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**Appendix-II****STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)****MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON  
FRIDAY, THE 29 APRIL, 2016**

The Committee sat from 1015 hrs. to 1045 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe (PHA), New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS  
LOK SABHA**

2. Shri Kirti Azad
3. Shrimati Renuka Butta
4. Shri Harishchandra Deoram Chavan
5. Shri Biren Singh Engti
6. Shri Vijay Kumar Hansdak
7. Shri Ajay Misra (Teni)
8. Dr. Ramesh Pokhriyal "Nishank"
9. Shri Gokaraju Ganga Raju
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Chintaman Wanaga

**RAJYA SABHA**

13. Shri Gulam Rasool Balyawi
14. Shri Ranvijay Singh Judev
15. Shri Mahendra Singh Mahra
16. Shrimati Kanak Lata Singh

**SECRETARIAT**

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

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Reports on Demands for Grants (2016-17) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development), Ministry of Drinking Water and Sanitation and Ministry of Panchayati Raj.

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the Draft Report relating to Department of Rural Development with minor modifications and the remaining Draft Reports without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

4. XXX                      XXX                      XXX                      XXX                      XXX                      XXX.

*The Committee then adjourned.*