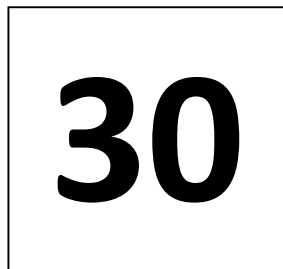


**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2016-2017)**



**SIXTEENTH LOK SABHA**

**MINISTRY OF DRINKING WATER AND SANITATION**

*[Action taken by the Government on the recommendations contained in the  
Twenty-third Report (Sixteenth Lok Sabha) on Demands for Grants (2016-17) of the  
Ministry of Drinking Water & Sanitation]*

**THIRTIETH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

# THIRTIETH REPORT



**STANDING COMMITTEE ON RURAL DEVELOPMENT  
(2016-2017)  
(SIXTEENTH LOK SABHA)**

**MINISTRY OF DRINKING WATER AND SANITATION**

*[Action taken by the Government on the recommendations contained in the  
Twenty-third Report (Sixteenth Lok Sabha) on Demands for Grants (2016-17) of the  
Ministry of Drinking Water & Sanitation]*

Presented to Lok Sabha on 15.12.2016

Laid in Rajya Sabha on 15.12.2016



**LOK SABHA SECRETARIAT  
NEW DELHI**

*December, 2016/Agrahyana, 1938 (Saka)*

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## COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)

Dr. P. Venugopal -- *Chairperson*

### MEMBERS LOK SABHA

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shrimati Renuka Butta
5. Shri Harishchandra Deoram Chavan
6. Shri Sanjay Dhotre
7. Shri Biren Singh Engti
8. Shri Vijay Kumar Hansdak
9. Shri Ajay Misra (Teni)
10. Shri Manshankar Ninama
11. Dr. Ramesh Pokhriyal "Nishank"
12. Shrimati Mausam Noor
13. Shri Prahlad Singh Patel
14. Shri Gokaraju Ganga Raju
15. Dr. Anbumani Ramadoss
16. Shri Jugal Kishore Sharma
17. Dr. Yashwant Singh
18. Dr. Naramalli Sivaprasad
19. Shri Balka Suman
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21. Shri Chintaman Wanaga

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22. Shri Munquad Ali
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24. Shri Bishnu Charan Das
25. Shri Samsher Singh Dullo
26. Shri Mahendra Singh Mahra
27. Shri Narayan Lal Panchariya
28. Shri A.K. Selvaraj
29. Shri Shiv Pratap Shukla
30. Shri Rewati Raman Singh
31. Shri Devender Goud T.

### SECRETARIAT

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

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorised by the Committee to present the Report on their behalf, present the Thirtieth Report on the action taken by the Government on the recommendations contained in the Twenty-third Report of the Standing Committee on Rural Development (16<sup>th</sup> Lok Sabha) on Demands for Grants (2016-17) of the Ministry of Drinking Water & Sanitation.

2. The Twenty-third Report was presented to Lok Sabha/laid in Rajya Sabha on 2 May, 2016. Replies of the Government to all the recommendations contained in the Report were received on 24 August, 2016.

3. The Report was considered and adopted by the Committee at their sitting held on 9 December, 2016.

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

NEW DELHI;  
14 December, 2016  
23 Agrahyana 1938 (Saka)

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

## CHAPTER I

### REPORT

This Report of the Standing Committee on Rural Development (2016-17) deals with the action taken by the Government on the Observations/Recommendations contained in their Twenty-third Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2016-2017.

2. The Twenty-third Report was presented to Lok Sabha on 02.05.2016 and was laid on the Table of Rajya Sabha on the same date. The Report contained 18 Observations/Recommendations.

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

- |  |                                  |
|--|----------------------------------|
| (i) Observations/Recommendations which have been accepted by the Government:<br>Serial Nos. 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 | Total:16<br><b>Chapter-II</b>    |
| (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:<br>Serial No. NIL                  | Total: NIL<br><b>Chapter-III</b> |
| (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:<br>Serial No. 6              | Total: 01<br><b>Chapter-IV</b>   |
| (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:<br>Serial No. 7                               | Total:01<br><b>Chapter-V</b>     |

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

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

**A. Problem of non-functional drinking water schemes/sources**

**[Recommendation Serial No. 6 (Para No. 2.6)]**

6. With regard to problem of non-functional drinking water schemes/sources, the Committee had recommended as under:-

"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 along with 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 crore have been invested for safe drinking water in rural areas and annually crore 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."

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

"The progress under the National Rural Drinking water Programme Scheme (NRDWP) of the Ministry is regularly monitored at the Ministry level. Secretary, Drinking water and Sanitation and other senior officers of the Ministry regularly field visits the States/UTs to assess the functioning/progress of the



scheme. Poor performing/ underperforming States/UTs are frequently visited by the Ministry officers. A number of Senior Officers of the Ministry has been assigned a State/UT specific to them and the review of the progress of the scheme of the Ministry is being monitored by them. To review the aspects related to the schemes of the Ministry, Evaluation study and Survey are regularly done by the third parties/agencies. A Mobile app for capturing the GPS locations and photographs of the water sources/delivery points has been created and a circular regarding using this app has been circulated to the states/UTs. Apart from this regular Monthly Video conference, Quarterly Regional Review Meeting and Biannual National Level Meetings are held with the highest level of officers of the State/UTs.”

**8. The Committee found that Ministry of Drinking Water and Sanitation 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. The Committee's examination had further revealed that in Bundelkhand region comprising of 6 districts of Madhya Pradesh and remaining in Uttar Pradesh, out of 2209 schemes of piped water supply only 1201 are functional and 1014 are non-functional. In this context, the Committee had recommended 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. In their action taken reply, the MoDWS stated that the progress under NRDWP of the Ministry is regularly monitored at the Ministry level. Secretary, MoDWS and other senior officers of the Ministry regularly field visits the States/UTs to assess the functioning/progress of the scheme and evaluation study and survey are regularly done by the third parties/agencies etc.**

The Committee, however, feel that though MoDWS has expressed before the Committee about the effectiveness of the existing institutional and monitoring mechanism to assess the functioning/progress of the scheme, yet they feel that

its results are not forthcoming at ground level as there are perennial problem of non-functional drinking water schemes/sources in various parts of the Country specially in Bundelkhand, Rajasthan, Uttar Pradesh, Uttarakhand, Maharashtra and Telangana etc.

The Committee are quite unhappy to note the casual reply of the Ministry on such an important issue. The Ministry have not stated any specific action taken by them to conduct periodic studies/surveys to ascertain the root cause of the problem of non-functional drinking water schemes/sources so as to take necessary remedial measures. The Committee, therefore, again urge the Ministry to undertake the requisite physical verification drive extensively across the States/UTs, so that actual coverage at ground level is factually verified.

**B. Need for permanent solution of drinking water supply in Coastal States**

**[Recommendation Serial No. 7 (Para No. 2.7)]**

9. With regard to issues relating to closure of Hand-pump in Uttar Pradesh/ bulk water supply and permanent solution of drinking water in Coastal States, the Committee had recommended as under:-

"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."

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

"The Ministry has noted the recommendation in this regard and working towards this line."

**11. With a view to finding a permanent solution for drinking water in Coastal States including Tamil Nadu and while noting 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, the Committee expected that the discussion process already underway within MoDWS would soon be over paving the way for implementation of bulk or non-bulk water supply in each State/UT through World Bank and other agencies so that safe drinking water requirements of concerned States are timely met. In their Action Taken Reply, the Ministry simply stated that the recommendation have been noted and is working towards this line.**

The Committee appreciate that the Ministry have moved forward with the recommendation, which is a step in the right direction. The Committee, however, feel that the reply of the Ministry does not reflect the current status of discussion on the aforesaid concept note on bulk water supply. The Committee, therefore, desire the Ministry to expedite the conclusion of the discussion process in the

**matter for early implementation of bulk or non-bulk water supply in each State/UT in order to timely meet the safe drinking water requirements of concerned States and apprise the Committee of the outcome on the issue.**

**C. Inadequate budgetary allocation for Swachh Bharat Mission (Gramin)  
[Recommendation Serial No. 14 (Para No. 2.14 & 2.15)]**

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

"The Committee are glad to note that MoDWS has come out with Swachh Bharat Mission (Gramin) – SBM(G) on 02<sup>nd</sup> 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 2<sup>nd</sup> 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:-

Financial and Physical Performance

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."

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

"The Ministry has estimated a realistic outcome of construction of 1.5 Crore individual toilets in 2016-17 under Swachh Bharat Mission (Gramin). Accordingly, a requirement of Rs. 14000 crore was projected. However, only Rs. 9000 Cr. were allocated in 2016-17. Additional Rs. 5000 crore will be required to complete target. The issue of inadequate budget in 2016-17 has been taken up with Ministry of Finance."

14. The rationale/wisdom of the Ministry of Finance in allocating BE funds of Rs.9000 crore for Swachh Bharat Mission (Gramin) against the requirement of Rs.14000 crore for the current fiscal, which works to a mere 64.28 percentage of the required fund, is not understood by the Committee. Expressing its anguish over non-allocation of much needed funds to the Ministry for effective implementation of Swachh Bharat Mission (Gramin), the Committee would like to urge the Ministry of Finance to allocate requisite funds as proposed by the Ministry, so that realistic outcome of construction of 1.5 crore individual toilets during the current fiscal year i.e. 2016-17 under Swachh Bharat Mission (Gramin) are achieved. The Committee would also like the Ministry to pursue the matter rigorously with Ministry of Finance and impress upon them to allocate the requisite funds as proposed by them and also apprise the initiatives undertaken by the Ministry in this regard.

**D. Coverage of Sanitation in rural areas**

**[Recommendation Serial No. 16 (Para No. 2.17)]**

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

"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."

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

"Under the new SBM(G) programme, the focus is on behavior change. Community based collective behavior change, entailing triggering the entire village into changing their behavior rather than dealing individually with beneficiaries, is being preferred, although the States are free to choose the approach best suited to them. To promote behavior change, various training programmes, such as training of Collectors are being organized. Massive awareness programmes through audio-visual media and inter-personal communication are also being undertaken. Use of social media is being further propagated and the Ministry is actively using twitter and facebook, besides the WhatsApp. The website of the Ministry also provides for various interactive feedback/comments, including best practices from the field.

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

During 2015-16, against expected outcome of 120 lakh, 127.41 lakh household latrines were constructed. For the year 2016-17, against the expected outcome of 1.5 crore individual latrines, 3459124 individual latrines (23.06%) have been constructed as on 04-08-2016. Sanitation Coverage, which was 42.05% on 2.10.2014, has increased to 53.67% on 04.8.2016. 17 Districts, 232 Blocks, 32007 GPs and 72096 Villages have been declared Open Defecation Free (ODF) as on 04-08-2016."

**17. Keeping in view the slow pace of rural sanitation coverage, the Committee had urged the MoDWS to make all out efforts for achieving the target of 100 per cent Open Defecation Free (ODF) India by 2019. In their action taken reply, the Ministry *inter alia* informed that various measures like State level workshops involving State officials, Collectors, Zila Panchayat Presidents are being organized on regular basis to emphasize focus on behaviour change as well as involvement of panchayat representatives in the implementation. The Committee are also informed that during the year 2015-16, against expected outcome of 120**

lakh, 127.41 lakh household latrines were constructed and during the year 2016-17, against the expected outcome of 1.5 crore individual latrines, 34,59,124 individual latrines (23.06 %) have been constructed as on 04.08.2016. The Committee have been further informed that as on 04.08.2016, sanitation coverage, which was 42.05 % on 02.10.2014 has increased to 53.67% and 17 Districts, 232 Blocks, 32007 GPs and 72096 villages have been declared ODF.

The Committee, thus, feel that the progress of construction of household toilets during the year 2016-17 has not been upto the mark and with such a slow pace, a serious doubt arises about the achievement of ODF target by 2019. Keeping this in view, the Committee desire the MoDWS to speed up the construction of toilets in a Mission mode to achieve the goal of ODF India by 2019.

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## **CHAPTER II**

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

#### **Recommendation (Serial No. 1, Para No. 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 core, 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.

### **Reply of the Government**

States have been asked to prioritise ongoing schemes first and not to take any new schemes except for a few special cases. States have been also asked to invest more funds from state budget in view of enhanced funds from 32% to 42% provided to them by FFC. Ministry has also pursued with Ministry of Finance at the highest level and this has resulted into increase of allocation under NRDWP from Rs 2500 Crore to Rs 4373 Crore in 2015-16 at supplementary stage. In addition to this for tackling mitigation measures in Fluoride and Arsenic affected habitations, the ministry has persuaded NITI, MoF and PMO and this has also resulted into sanction of Rs 1000 crore to affected States in March 2016.

Under Swachh Bharat Mission (Gramin) against RE of Rs. 6525 crore for the year 2015-16, expenditure amount is Rs. 6524.52 crore(99.99%). The issue of inadequate budget in 2016-17 has been taken up with Ministry of Finance. Further, as a comforting factor to the States, against BE of the 2016-17 of Rs. 9000 crore, Rs. 3658.77 crore have already been released to States. Instructions have been given to States to use 14<sup>th</sup> Finance Commission grants for sanitation related activities.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

The Committee are constrained to note that crore 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 3<sup>rd</sup> 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 disbursal 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 utilization 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.

### **Reply of the Government**

The unspent balance of NRDWP funds (central share) with all the states / UTs are Rs 4259.65 Crore, Rs 3034.05 Crore, Rs 2358.91 Crore, Rs 1317.32 Crore as on 01.04.2013, 01.04.2014, 01.04.2015, 01.04.2016 respectively. This gradual reduction in the unspent money which implies better utilization of funds for progressing the water supply schemes which will ultimately benefit the rural population has been achieved due to constant persuasion by the Ministry. There are reasons for delay such as late release of funds by State finance department to the implementing agency of the State. Ministry has impressed upon the States for timely release of funds to avoid such situations. Although regular efforts will be made by the ministry for further liquidating the unspent amount with the States, the States have to perform in this respect.

Moreover, the reasons for any unspent balance with States is more because of financial management or administrative reasons. Technical issues are not much responsible for the same. In any case the role of this ministry is advisory in nature for technical matters and States are fully responsible for planning, sanctioning, execution and monitoring of water supply schemes / projects.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 3, Para No. 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 12<sup>th</sup> 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 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 12<sup>th</sup> Plan period even though MoDWS has come out with a Strategic Pan (2011-2021) for drinking water sector well before the commencement of the 12<sup>th</sup> Plan (2012-17). 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 Finance Commission Grants, the States/UT may be asked to come up with more and more proposals for necessary funding from foreign agencies.

### **Reply of the Government**

This Ministry has taken up the matter with Ministry of Finance for increasing the allocation of this Ministry at the highest level. Out of allocation of Rs. 5000 Crore in 2016-17 for NRDWP, Rs. 1986.66 Crore have already been released to States/UTs by May 2016 so that the work for drinking water supply in the States is not withheld. Further, States are continuously asked to come up with the proposals for assistance from external agencies like World Bank, Japan International Cooperation Agency (JICA), Asian Development Bank (ADB), New Development Bank (NDB), Asian Infrastructure Investment Bank (AIIB) along with requisite documents including Debt Sustainability Certificate and a confirmation of minimum level of requisite counter funding. States have been also told to go for loans from internal lending agencies.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 4, Para No. 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 utilization of funds. For instance as against the allocation of Rs. 4,373 crore, the actual utilization was only Rs. 3,166.75 crore up to 20.02.2016 i.e. 72.42% of the allocated amount. The Committee apprehend that MoDWS may not be able to utilize the full allocation during 2015-16. The Committee are dismayed to note that physical performance under NRDWP is witnessing shortfall in achievement of targets in the areas of quality affected habitation 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.

### **Reply of the Government**

The Ministry has achieved almost full utilisation of NRDWP funds allocation by end of the year 2015-16 by incurring the expenditure / releasing to States. In interaction with the States, during various review meetings / Video conferencing the ministry has asked them to utilise the funds released to rural local bodies under FFC for rural water supply schemes in general and for O&M in particular.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 5, Para No. 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, Jharkhand 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 dovetail enhanced EFC funds for O&M and household tap connecting, 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 borrowing, otherwise it will not be possible to achieve the target.

### **Reply of the Government**

Further, States are continuously asked to come up with the proposals for assistance from external agencies like World Bank, Japan International Cooperation Agency (JICA), Asian Development Bank (ADB), New Development Bank (NDB), Asian Infrastructure Investment Bank (AIIB) along with requisite documents including Debt Sustainability Certificate and a confirmation of minimum level of requisite counter funding. States have been also told to go for loans from internal lending agencies. States have been also asked to invest more funds from state budget in view of enhanced funds from 32% to 42% provided to them by FFC. In interaction with the States, during various review meetings / Video conferencing the ministry has asked them to utilise the funds released to rural local bodies under FFC for rural water supply schemes in general and for O&M in particular.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 8, Para No. 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.

### **Reply of the Government**

In view of prevailing conditions of drought, this Ministry vide letter dated 12.04.2016 has asked 13 drought prone States (Maharashtra, Jharkhand, Bihar, Gujarat, Andhra Pradesh, Odisha, Madhya Pradesh, Chhattisgarh, Haryana, Uttar Pradesh, Telangana, Karnataka, Rajasthan) for taking immediate measure for revamping damages occurred due to drought through gearing up of available utmost resources viz. NRDWP Operation & Maintenance (O&M) funds, flexi funds for corrective measures. In addition, the ministry has also impressed upon the states to take up water conservation measures in pre monsoon period well in advance to reduce runoff of rain water which will help for more water in surface water bodies and more recharge of ground water.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

**Recommendation (Serial No. 9, Para No. 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 time-bound manner by way of promoting States to go for more and more such projects.

### **Reply of the Government**

States are being continuously asked to come up with the proposals for assistance from external agencies like World Bank, Japan International Cooperation Agency (JICA), Asian Development Bank (ADB), New Development Bank (NDB), Asian Infrastructure Investment Bank (AIIB) along with requisite documents including Debt Sustainability Certificate and a confirmation of minimum level of requisite counter funding. States have been also told to go for loans from internal lending agencies.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

### **Reply of the Government**

To achieve the target of providing 8-10 lpcd of safe drinking water in all the remaining arsenic and fluoride affected habitations by March, 2017 as a short term measure this ministry has persuaded NITI, MoF and PMO and this has also resulted into sanction of Rs 1000 crore to affected States in March 2016. In the review meetings held with officials of State Governments all the State Governments are on course to achieve this target.

The Ministry has noted the recommendation with regard to the problem of poor quality of drinking water in Haridwar region and has taken up the issue with the Government of Uttarakhand.

All the Arsenic affected habitations in Bihar are targeted to provide with 8-10 lpcd of safe drinking water as a short term measure by March, 2017.

The State of Rajasthan has been the largest recipient of funds under NRDWP due to its peculiar dry conditions and difficult geographical terrain. Keeping in view of huge water quality problems in the State, an amount of Rs. 431.29 Crores has been released by NITI Aayog including last mile connectivity to State Government of Rajasthan separately for tackling Arsenic and Fluoride affected habitations only. Besides, State has also been asked to send the projects regarding drinking water supply to be funded from external lending agencies like World Bank, Japan International Cooperation Agency (JICA), New Development Bank (NDB) in order to bridge the gap between the requirement of funds and supply.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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



### **Reply of the Government**

So far State Governments have sent 36 applications for NABL accreditation. Out of this 21 laboratories from various states were given accreditation by NABL (Andhra Pradesh-Guntur, Telangana- Hyderabad & Khanmmam, Gujarat-Vadodara, Jamnagar, Mahesana & Surat, Madhya Pradesh-Bhopal, Maharashtra- Nashik, Navi Mumbai, Nagpur, Pune, Aurangabad & Amravati, West Bengal-South 24 Parganas, Rajasthan-Jaipur, Jharkhand-Ranchi, Odhisha-Bhubaneswar, Tripura-Agartala, Chhattisgarh-Durg & Punjab-SAS Nagar) . Six laboratories are in the final stage of accreditation process and two are in the stage of plan for final assessment. The remaining 7 laboratories are at different stages of initial accreditation process. This Ministry is continuously pursuing the matter of NABL accreditation with the State Governments as well as NABL.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

### **Reply of the Government**

The Ministry constituted a High Level Technical Committee under Padma Vibhushan Prof. R. A. Mashelkar, Ex. DGCSIR, Government of India to recommend innovative technologies in the area of Rural Drinking Water & Sanitation.

To assist the States to get familiar with latest technologies pertaining to Rural Drinking Water and Sanitation, the Ministry has been organizing INDOVATION exhibition regularly. The event was followed up by presentations from different select organizations. This is a unique platform provided by the Ministry for interaction and dissemination of developments of technologies in the water and sanitation sectors where all stakeholders in this sector meet and share knowledge / experience for the benefit of all. This is also going to be a permanent feature of the Programme and would be organized at regular intervals by the Ministry.

Also, from time to time this Ministry publishes a booklet on 'compendium of innovative technologies' and make it available to all stake holders for view in the website. The technologies indicated in the Compendium were vetted by an Expert Panel constituted by Prof. R. A. Mashelkar, Ex. DG-CSIR, Government of India.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

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

This Ministry has organized a meeting with State Governments and Private Developers to arrive at issues related to projects being taken up through PPP model. Various issues raised by Private Developers are taken up with State Governments to provide a feasible environment for setting up of water purification plants using this model.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 14, Para No. 2.14 & 2.15)**

The Committee are glad to note that MoDWS has come out with Swachh Bharat Mission (Gramin) – SBM(G) on 02<sup>nd</sup> 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 2<sup>nd</sup> 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:-

*(Recommendation Sl.No. 14, Para No. 2.14)*

#### 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 Sl.No. 14, Para No. 2.15)*

### **Reply of the Government**

The Ministry has estimated a realistic outcome of construction of 1.5 Crore individual toilets in 2016-17 under Swachh Bharat Mission (Gramin). Accordingly, a requirement of Rs. 14000 crore was projected. However, only Rs. 9000 Cr. were allocated in 2016-17. Additional Rs. 5000 crore will be required to complete target. The issue of inadequate budget in 2016-17 has been taken up with Ministry of Finance.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Comments of the Committee**

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

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

### **Reply of the Government**

Field visits are undertaken by Secretary(DWS) and other officers to oversee the implementation of sanitation programme in the States on regular basis. Regular review meetings and Video Conferences are organized to review programme and sort-out problems faced by States in the implementation. Third party monitoring is also being done through NSSO, National Level Monitors, Quality Council of India etc. to know field reality.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

### **Reply of the Government**

Under the new SBM(G) programme, the focus is on behavior change. Community based collective behavior change, entailing triggering the entire village into changing their behavior rather than dealing individually with beneficiaries, is being preferred, although the States are free to choose the approach best suited to them. To promote behavior change, various training programmes, such as training of Collectors are being organized. Massive awareness programmes through audio-visual media and inter-personal communication are also being undertaken. Use of social media is being further propagated and the Ministry is actively using twitter and facebook, besides the WhatsApp. The website of the Ministry also provides for various interactive feedback/comments, including best practices from the field. State-level Workshops involving the State officials, Collectors, Zila Panchayat Presidents are being organized to emphasise focus on behavior change as well as involvement of panchayat representatives in the implementation.

During 2015-16, against expected outcome of 120 lakh, 127.41 lakh household latrines were constructed. For the year 2016-17, against the expected outcome of 1.5 crore individual latrines, 3459124 individual latrines (23.06%) have been constructed as on 04-08-2016. Sanitation Coverage, which was 42.05% on 2.10.2014, has increased to 53.67% on 04.8.2016. 17 Districts, 232 Blocks, 32007 GPs and 72096 Villages have been declared Open Defecation Free (ODF) as on 04-08-2016.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

## **Comments of the Committee**

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

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

### **Reply of the Government**

Around 338 Collectors from across the country have been trained. The trainings provide exposure of Collectors to community approach and success stories elsewhere. In order to provide exposure to officers at their entry level itself, a training module has been developed for LBSNAA, Mussoorie. The IAS probationers, Phase I were given training, including hands-on experience in 'triggering' behavior change in communities on 4<sup>th</sup> and 5<sup>th</sup> June, 2015. The probationers of Phase II were also given orientation on 14<sup>th</sup> July, 2015. During 2016, again training of probationers was given in May, 2016.

The focus on capacity building has been increased, since there is a need to improve skills, especially those pertaining to community processes and triggering for collective behaviour change. In order to expand these skills and train the key stakeholders, State level workshops involving all the key stakeholders such as Collectors, CEO, Zilla Panchayats, Chairmen Zilla Panchayats etc. are being held in different States. Regional workshops to cross-share learning amongst different States are also being held. The Centre-State coordination has been increased through increased visits to States, coordination meetings, and reviews. There is also a renewed focus on IEC and a 360 degree media campaign is being envisaged to further boost it. The social media – twitter (@swachbharat), Facebook (Swachh Bharat Mission) and WhatsApp/HIKE - are being extensively used for sharing innovative ideas and cross learning. A National Rapid Action and Learning Unit has been constituted to institutionalise learning from the field and provide quick feedback. The technology aspect is also being focussed and an expert committee under Dr R.A. Mashelkar has been constituted to examine new innovations; and quarterly exhibitions are organised to spread these technologies amongst the States and other stakeholders. Focus is on 173 districts for making them Open Defecation Free (ODF) within one year.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

### **Recommendation (Serial No. 18, Para No. 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 populating 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.

### **Reply of the Government**

The monitoring has been strengthened to ensure better financial discipline. Public Financial Management System (PFMS) is being examined for introduction so that monitoring of fund-flow can be done on real-time basis. 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. Govt. of Uttarakhand may take-up construction of Community Toilets after ensuring O & M.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

## **Chapter III**

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

**-NIL-**

## Chapter IV

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

#### Recommendation (Serial No. 6, Para No. 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, Uttrakhand, 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 along with 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 crore 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.

#### Reply of the Government

The progress under the National Rural Drinking water Programme Scheme (NRDWP) of the Ministry is regularly monitored at the Ministry level. Secretary, Drinking water and Sanitation and other senior officers of the Ministry regularly field visits the States/UTs to assess the functioning/progress of the scheme. Poor performing/underperforming States/UTs are frequently visited by the Ministry officers. A number of Senior Officers of the Ministry has been assigned a State/UT specific to them and the review of the progress of the scheme of the Ministry is being monitored by them. To review the aspects related to the schemes of the Ministry, Evaluation study and Survey are regularly done by the third parties/agencies. A Mobile app for capturing the GPS locations and photographs of the water sources/delivery points has been created and a



circular regarding using this app has been circulated to the states/UTs. Apart from this regular Monthly Video conference, Quarterly Regional Review Meeting and Biannual National Level Meetings are held with the highest level of officers of the State/UTs.”

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

**Comments of the Committee**

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

## **Chapter V**

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

#### **Recommendation (Serial No. 7, Para No. 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.

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

The Ministry has noted the recommendation in this regard and working towards this line.

*[O.M. No. H.11013(12)/6/2016-Coordination dated 24 August, 2016]*

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

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

**NEW DELHI;**  
**14 December, 2016**  
**23 Agrahyana,1938 (Saka)**

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

**MINUTES OF THE THIRD SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 09 DECEMBER, 2016**

The Committee sat from 1015 hrs. to 1030 hrs. in Committee Room 'E', Basement Floor, Parliament House Annexe, New Delhi.

Shri Prahlad Singh Patel - *Chairperson*

**MEMBERS**  
**LOK SABHA**

2. Shri Harishchandra Deoram Chavan
3. Shri Sanjay Dhotre
4. Shri Ajay Mishra (Teni)
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Gokaraju Ganga Raju
7. Shri Jugal Kishore Sharma
8. Dr. Yashwant Singh
9. Shri Ladu Kishore Swain
10. Shri Chintaman Wanaga

**RAJYA SABHA**

11. Shri Shamsheer Singh Dullo
12. Shri Mahendra Singh Mahra
13. Shri Narayan Lal Panchariya
14. Shri Shiv Pratap Shukla
15. Shri Rewati Raman Singh
16. Shri Devender Goud T.

**SECRETARIAT**

1. Shri Abhijit Kumar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. B. Visala - Additional Director

2. At the outset, in the absence of Chairperson, the Committee under Rule 258 (3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Prahlad Singh Patel, MP to act as Chairperson for the sitting. Thereafter, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of four Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2016-17) in respect of 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. The Committee then took up for consideration the following Draft Reports:-

- |       |  |     |     |     |     |      |
|-------|--|-----|-----|-----|-----|------|
| (i)   | XXX  | XXX | XXX | XXX | XXX | XXX  |
| (ii)  | XXX  | XXX | XXX | XXX | XXX | XXX  |
| (iii) | Draft Report on Action taken by the Government on the recommendations contained in the Twenty-third Report on Demands for Grants (2016-17) of the Ministry of Drinking Water and Sanitation; and |     |     |     |     |      |
| (iv)  | XXX  | XXX | XXX | XXX | XXX | XXX; |

4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports at Sl. Nos. (i), (ii), (iii) and (iv). The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

*The Committee then adjourned.*

**APPENDIX - II**

[Vide Introduction of Report]

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

I.	Total number of recommendations:	18
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18	
	Total:	16
	Percentage:	88.88 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial No. - NIL -	
	Total:	00
	Percentage:	0.00 %
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Serial No. 6	
	Total:	01
	Percentage:	5.56 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial No. 7	
	Total:	01
	Percentage:	5.56 %