STANDING COMMITTEE ON RURAL DEVELOPMENT

(2017-2018)



SIXTEENTH LOK SABHA

MINISTRY OF DRINKING WATER AND SANITATION

[Action taken by the Government on the recommendations contained in the Thirty-fifth Report (Sixteenth Lok Sabha) on Demands for Grants (2017-18) of the Ministry of Drinking Water & Sanitation]

FORTY FOURTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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Presented to Lok Sabha on 06.03.2018

Laid in Rajya Sabha on 06.03.2018



LOK SABHA SECRETARIAT NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)

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- Additional Secretary
- Director
- **Deputy Secretary** -
- Senior Committee Assistant -

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2017-2018) having been authorised by the Committee to present the Report on their behalf, present the Forty-fourth Report on the action taken by the Government on the recommendations contained in the Thirty-fifth Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants (2017-18) of the Ministry of Drinking Water & Sanitation.

2. The Thirty-fifth Report was presented to Lok Sabha/laid in Rajya Sabha on 20 March, 2017. Replies of the Government to all the recommendations contained in the Report were received on 16 June, 2017.

3. The Report was considered and adopted by the Committee at their sitting held on 15 February, 2018.

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

NEW DELHI; <u>16 February, 2018</u> 27 Magha, 1939 (Saka) DR. P. VENUGOPAL *Chairperson,* Standing Committee on Rural Development

CHAPTER I

This Report of the Standing Committee on Rural Development (2017-18) deals with the action taken by the Government on the Observations/Recommendations contained in their Thirty-fifth Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2017-2018.

2. The Thirty-fifth Report was presented to Lok Sabha on 20.03.2017 and was laid on the Table of Rajya Sabha on the same date. The Report contained 13 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 categorized as follows: -

(i) Observations/Recommendations which have been accepted by the Government: Serial Nos. 1, 2, 4, 6, 7, 8, 9, 10, 11, 12 and 13

> Total:11 Chapter-II

 Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government: Serial No. NIL

> Total: NIL Chapter-III

(iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee: Serial Nos. 3 and 5

> Total: 02 Chapter-IV

 (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited: Serial No. NIL

Total:00 Chapter-V 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. Providing Rural Households with Piped Water Supply Connections

[Recommendation Serial No. 3 (Para No. 2.3)]

6. With regard to providing household connections, the Committee had recommended as under:-

"The Committee note from the data provided by the Ministry that as on 13.02.2017, 77.30 % of the total habitations are fully covered are getting 40 litre per capita per day and 3.97 % habitations are quality affected. To reduce the slippages which may happen due to drought or less than normal rainfall as most of the rural water schemes are ground water based, the focus of the Ministry is to shift gradually to safe surface water sources. Also, to address the quality related problems, the Ministry has initiated a dedicated sub-mission to supply piped drinking water. The Ministry also informed that there were 15 States where such schemes are in progress under the sub-mission. The Committee further observe that if the norm of 55 lpcd is taken into account there are 28.75 % of rural population which have been fully covered whereas 62.89 % of habitations are partially covered.

The Committee also note that as per the progress made under the strategic plan of NRDWP as against the target of 50 % of rural households to be provided with piped water supply by 2017 and at least 35 % with household connections, the achievements has been 54.67 % and 15.31 % only respectively as on 13.02.2017. The Committee are dismayed to note that the targets have not been achieved in providing rural household connections with piped water supply. Also, the national average of coverage of population by piped water supply is only 52 % whereas the national average of households having piped water supply is only 15 %. In light of the foregoing, the Committee feel that there is an urgent need to strengthen the machinery available with the Ministry for time bound completion of target in time so that people do not suffer without this basic need."

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

"State government has been directed / advised to provide access to safe drinking water at various places in rural habitations of the country. Taking household connection is a voluntary action which is accessible on paid basis. Moreover, there is no provision of allocating funds under NRDWP specifically for providing household connection. However, this Ministry is strictly monitoring the implementation of schemes under NRDWP on grass root level and had issued directions to all States / UTs to focus on completion of ongoing schemes which are at various stage of completion along with disallowing states to take up new schemes until all ongoing schemes have been completed. In addition to this, States have been directed to complete all such schemes which are below 25% stage of completion and Communication (IEC) activities for spreading awareness among rural households for taking up household connection."

8. The Committee in their earlier recommendation had stated that there is an urgent need to strengthen the machinery available with the Ministry to provide piped water to rural households in a time bound manner. In their Action Taken Reply the Ministry have stated that they are intensively carrying out IEC activities in spreading awareness for taking up household connection, the Committee, however, feel that the Ministry should pro-actively take lead in supplementing the States in providing piped water supply to the rural households giving incentives to the people opting for piped water connection. The Committee are happy to note that as per the action taken reply, Ministry is strictly monitoring the implementation of schemes under NRDWP on grass root level and also disallowing States to take up new schemes until all ongoing schemes have been completed. Thus, the Committee strongly recommend the Ministry to emphasize upon the States to complete all such schemes which are below 25% stage of completion from State funds. The Committee also hope that the Ministry should take some effective steps in providing rural households with piped water connections at the earliest.

B. Commissioning of Community Water Purification plants

[Recommendation Serial No. 5 (Para No. 2.5)]

9. With regard to commissioning of Community Water Purification plants in all water

quality affected habitations in the country, the Committee had recommended as under:-

"The Committee are concerned to note that 216 rural districts of the country are affected with fluoride, 194 with Iron, 118 with arsenic, 112 with salinity, 99 with nitrate and 23 are affected with heavy metals. During evidence, the Secretary apprised the Committee that there are 65,525 drinking water quality affected habitations in the country and nearly 4.08 crore rural population are at risk due to this contamination. The Ministry also informed the Committee that to tackle the problem of contamination of drinking water sources, various initiatives have been taken by the Government i.e. contaminated hand pumps are being coloured to make a distinction and films are also screened to create awareness among rural people. The Committee was also informed that since commissioning of Piped Water Supply projects may take 3 to 5 years and the rural people cannot be put to risk of consuming contaminated water during the period for this, all the States have been advised to install Community Water Purification plants in reported arsenic and fluoride affected habitations by March, 2017. The Secretary also informed the Committee that so far 9191 Community Water Purification Plants have been installed in 9620 Quality affected habitations benefitting 1.29 crore population.

The Committee are of the view that since the goal of the Ministry is to provide every person with adequate safe water for drinking, cooking and other domestic basic needs on a sustainable basis, the Ministry should ensure timely commissioning of Community Water Purification plants in all water quality affected habitations in the country.

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

"Rural drinking water supply is a State Subject. The Ministry supplements the efforts of the States by providing them with technical and financial assistance under the centrally sponsored National Rural Drinking Water Programme (NRDWP) for providing safe and adequate drinking water facilities in rural areas of the country. It is the State Governments who plan, design, execute and operate schemes for providing safe drinking water. Up to 67% fund allocated to the States under NRDWP can be utilized for coverage and tackling water quality problems. The Ministry of Drinking Water & Sanitation monitors major chemical contaminants in drinking water which are generally found in ground-waters. These are- Arsenic, Fluoride, Salinity, Iron, Nitrate & Heavy Metals. Since 2008-09 online data is captured about the status of habitations which inter-alia also includes water quality problems.

State-wise number of Community Water Purification Plants installed for providing safe drinking water in rural areas as reported by the States into the Integrated Management Information System (IMIS) of the Ministry of Drinking Water & Sanitation as on 04th April, 2017 are as under.

S. N O	Name of the State / UT	Reverse Osmosis (RO)			lon Exchange	Nano Technology	Electric Defluoridation plant	No of Habita tions	Population in these Habitations
1	Andaman and Nicobar	0	0	0	0	0	0	0	0
2	Andhra Pradesh	212	0	0	0	44	0	191	139994
3	Arunachal Pradesh	0	0	0	0	0	0	0	0
4	Assam	0	0	0	0	96	0	96	49297
5	Bihar	20	33	210	0	0	1	309	271237
6	Chhattisgarh	35	1	0	6	0	20	56	34902
7	Goa	0	0	0	0	0	0	0	0
8	Gujarat	0	0	0	0	0	0	0	0
9	Haryana	0	0	0	0	0	0	0	0
10	Himachal Pradesh	0	0	0	0	0	0	0	0
11	Jammu and Kashmir	0	0	0	0	0	0	0	0
12	Jharkhand	0	0	14	0	90	0	94	57772
13	Karnataka	7353	2	0	1	1	2	6835	9833758
14	Kerala	0	0	0	0	0	0	0	0
15	Madhya Pradesh	0	0	0	0	0	33	33	16729
16	Maharashtra	0	0	0	0	0	0	0	0
17	Manipur	0	0	0	0	0	0	0	0
18	Meghalaya	0	0	0	0	0	0	0	0
19	Mizoram	0	0	0	0	0	0	0	0
20	Nagaland	0	0	0	0	0	0	0	0
21	Odisha	0	0	0	24	0	21	40	20884
22	Puducherry	0	0	0	0	0	0	0	0
23	Punjab	258	0	0	0	89	0	323	441617
24	Rajasthan	605	0	651	0	1	3	1603	1774152
25	Sikkim	0	0	0	0	0	0	0	0
26	Tamil Nadu	0	0	0	0	0	0	0	0
27	Telangana	0	0	0	0	0	0	0	0
28	Tripura	0	0	0	0	0	0	0	0
29	Uttar Pradesh	0	15	0	0	0	0	137	156069
30	Uttarakhand	0	0	0	0	0	0	0	0
31	West Bengal	8	0	0	0	47	0	651	1119250
Tota	al	8491	51	875	31	368	80	10368	13915661

11. The Committee in their recommendation had specifically asked the Ministry to ensure that all the States install Community Water Purifications plants in all water quality affected habitations to get safe drinking water. In this context, during examination of Demands for Grants (2017-18), the Ministry had informed the Committee that they have advised the States to install Community Water Purification Plants in all the contaminated affected districts/habitations of the country by March, 2017.

In this regard, the Ministry in their action taken reply have provided data which do not reflect as to how many Community Water Purification Plants are in the arsenic/fluoride affected habitations. Also, from the data provided by the Ministry, the Committee cannot arrive at any conclusion as to how many of the 4.08 crore population affected by Quality related issues have been provided with safe source of community water purification plants. The Committee, therefore, desire that specific data may be provided to them so as to arrive at any logical conclusion. Further, notwithstanding the fact that rural water supply is a State subject, the Committee feel that the Ministry has a responsibility towards providing safe drinking water to the rural population of the country. The Committee, therefore, reiterate its earlier recommendations that the Ministry should strongly advise the States and monitor the progress in setting up of Community Water Purification Plants in the contaminated affected districts/habitations of the country.

6

C. Setting up of Desalination Plants in the Coastal Areas

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

12. With regard to setting of Desalination Plants for providing safe drinking water in

the coastal region, the Committee had recommended as under:-

"The Committee observe that availability of drinking water in the coastal areas is a difficult task. During the study visit of the Committee in the year 2015, the Committee visited Minjur Seawater desalination plant and Nemmeli Desalination plant and are of the view that Desalination plants are the only option in the coastal regions for providing safe and adequate drinking water to the rural populace. The Secretary of the Ministry during evidence informed the Committee that setting up of Desalination plant is very costly. The Committee asked if the 50:50 cost sharing ratio between Centre and State to meet the requirement of funds was feasible for setting up of desalination plants, the Secretary of the Ministry admitted that the Central Government will share the money, if fund for desalination plant is provided by the States. The Committee, therefore, urge the Ministry to convince the Coastal States to come forward for installation of desalination plants for which the centre will provide the matching share."

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

"The Ministry has invited all the coastal states to discuss on installation of Desalination plants. The Ministry has also advised States to take external assistance for installation of Desalination plants. As on date no proposals has been received from any state."

14. With a view to finding a permanent solution for availability of drinking water in the coastal areas, the Committee opined that Desalination plants are the only option in the coastal regions for providing safe and adequate drinking water to the rural populace. In this context, the Committee had urged the Ministry to convince the Coastal States to come forward for installation of desalination plants for which the Centre will provide the equal share of 50:50. In their Action Taken Reply, the Ministry informed the Committee that they had invited all the coastal States to discuss on installation of Desalination plants and also advised States to take external assistance for installation of Desalination plants but as on date no proposals has been received from any State.

The Committee, therefore, would like to be apprised of reasons for the States not coming forward to install the desalination plants. The Committee feel that unless the reasons are known, the Ministry will not be able to mitigate the problem of salinity in the coastal States. The Committee, therefore, strongly reiterate their recommendation and desire the Ministry to pursue rigorously with States/UTs for setting up of desalination plants on cost sharing basis so that a permanent solution of drinking water in Coastal areas is found. The Committee would like to be apprised of the initiatives undertaken by the Ministry in this regard.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 2.1)

The Committee observe that the Ministry of Drinking Water and Sanitation has been entrusted with the responsibility of implementing two major Centrally Sponsored Schemes i.e. the National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) through which support is extended to the State Governments in their endeavour to provide safe and adequate drinking water in the rural areas of the country and in achieving 100 % rural sanitation coverage. Hence, the budgetary planning of the Ministry spins around these two schemes. The scrutiny of Demands for Grants of the Ministry of Drinking Water and Sanitation reveals that during the year 2016-17, the allocation at RE stage of the Ministry has been revised upwards which the Ministry has failed to utilize fully. The Committee find that during the current fiscal 2017-18, the allocation of Rs. 19998.27 crore to the Ministry of Drinking Water and Sanitation is approximately 21.20 % higher than the RE of the previous year i.e. 2016-17. The Committee also note that against the demand of Rs. 25.000 crore for financial year 2017-18 for SBM(G) an allocation of Rs. 13948.27 crore has been made and for NRDWP Rs. 6050 crore has been allocated. As also admitted by the Ministry, this allocation is not sufficient to meet the desired goals of the Ministry. The Committee are concerned to note that reduction/insufficient fund allocation by the NITI Aayog/Ministry of Finance would result in reduction in the target of rural population to be covered with piped water supply and similarly due to insufficient allocation under SBM(G). the Ministry will not be able to achieve goal of Open Defecation Free India by 2019. The Drinking Water Supply and Sanitation being crucial areas, the Committee feel that funds in these areas should not be reduced. Keeping in view the targets fixed by the Ministry for its two important schemes, the Committee recommend that the Ministry of Drinking Water and Sanitation should optimally utilize the allocated funds and also approach the NITI Ayog/Ministry of Finance with proper justifications to ensure sufficient additional funds so that their future development plans are not hampered and targets fixed are achieved fully as per the timelines.

Reply of the Government

SBM-G:Under Swachh Bharat Mission (Gramin) against RE of Rs. 10500 crore for the year 2016-17, expenditure amount is Rs. 10509.03 crore (100%). The issue of inadequate budget in 2017-18 has been taken up with Ministry of Finance. Further, as a comforting factor to the States, against BE of the 2017-18 of Rs. 13948.27 crore, Rs. 2841.10 crore have already been released to States as on 7.6.2017. Instructions have been given to States to use 14th Finance Commission grants for sanitation related activities.

NRDWP: The ministry has achieved almost full utilisation of NRDWP funds allocation by end of the year 2016-17 by incurring the expenditure / releasing to States. As against the budget allocation under NRDWP of Rs. 6000 crore at RE stage, Rs. 5931.90 crore has been released to the States. During various review meetings / video conference, State Government has been told to expedite the expenditure of funds meant for completion of schemes undertaken under NRDWP. However, this ministry will persuade NITI Aayog, MoF and PMO for additional sanction in view of coverage of more targets under NRDWP during 2017-18.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Committee note that in order to supply clean, safe and adequate drinking water to the rural population, the Government of India supplements the programmes of the State Governments through National Rural Drinking Water Programme (NRDWP). The NRDWP was modified in the year 2012 for focussing on the redressal of water quality related problems. The Committee also note that in the drinking water sector more than Rs. 173950 crore has been invested by the Centre and States since First Five Year plan. The Committee are constrained to note the slippages of fully covered habitations to partially covered due to reasons like overexploitation of ground water without adequate recharge, increase in population, contamination of drinking water sources, etc. The examination of the Committee has revealed that about 85 % of rural drinking water schemes are ground water based and any depletion in them affects the quantity of water available for the scheme. Also, the quality of water is geo-genic in nature and the only solution is surface water which again is dependent on climatic factors. The Committee are of the view that the progress so far, made by the Ministry in providing safe and adequate drinking water is not satisfactory. The Committee, therefore, recommend the Ministry to suitably address the problems related to slippages of fully covered habitations and accelerate the pace of coverage of safe and adequate potable drinking water to all the rural habitations and also sanitizing the people about conservation and judicious use of drinking water.

Reply of the Government

This Ministry has continuously endeavored to provide safe drinking water on sustainable basis to all rural habitations in the country. It is quite obvious because as on 07.05.2017, 77.42% of total rural habitations are fully covered (i.e. getting 40 litre per capita per day (lpcd) safe drinking water) against 70.12% Fully Covered rural habitation during the financial year 2010-11. Similarly, 3.66% of total rural habitations as on 07.05.2017 are Quality Affected (i.e. affected with at least one chemical contaminant) against 7.30% Quality Affected rural habitation during the financial year 2010-11. It shows substantial increase in providing safe drinking water to rural habitations. Providing drinking water supply is a continuous process. As most of our rural drinking water supply schemes are still Ground Water based, there is continuous problem of slippages due to insufficient re-charge of Ground Water in the event of drought and insufficient rainfall. The focus of the Ministry is to gradually shift to safe surface water sources now so that the slippages can be gradually reduced. India has already achieved Millennium Development Goals (MDG) with regard to providing drinking water supply to the rural population and hence it can be said that the progress made under supply of safe and sustainable drinking water in the rural areas of the country has continuously improved. This Ministry had issued advisory on 04.11.2016 to all States / UTs regarding mitigation measures to be taken in view of deficient rainfall throughout the country. Further, to address drinking water supply in the water quality affected habitations in the country, in 2016-17, Rs. 814.13 crore has been released under National Water Quality Sub-mission programme for various ongoing schemes covering Arsenic and Fluoride affected habitations. This Ministry intensively carried out IEC activities to create awareness about judicial use of drinking water and need of its conservation for the survival of mankind.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The committee find that the financial achievement from 2012-13 to 2015-16 are almost 100 % but as against the actual allocation during the year 2016-17 of Rs. 6000 crore the expenditure till 13.02.2017 is Rs. 4385.80 crore. The Committee were further informed that due to non-submission of utilization certificate (UCs), Audited Statement of Accounts (ASAs) etc. in time, funds have not been disbursed to the States. The Committee has taken a strong view of non-furnishing of the UCs and ASAs by the States because of which large population of rural India is suffering without safe drinking water. The Committee, therefore, recommend the Ministry to take up this issue on priority basis with the State Governments as rural water supply is a State subject, so that the funds could be released on time and physical targets are achieved.

The Committee are of the unanimous view that the allocation for the year 2017-18 is insufficient with regard to the task in hand of the Ministry. The Committee, therefore, recommend the Ministry to approach NITI Aayog/Ministry of Finance for higher allocation of funds. The Committee would also like the Ministry to chalk out the strategy for effective and optimum utilization of funds.

Reply of the Government

Time and again State / UTs have been directed to send their Utilization Certificates (UCs), Audited Statement of Accounts (ASAs) etc. in time for timely disbursal of funds. Further, this Ministry exhorts State Governments for timely submission of their proposals for availing funds under NRDWP so that effective utilization of funds can be done on the progress of schemes.

This ministry will approach Ministry of Finance for higher allocation of funds under NRDWP during 2017-18.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Committee find that the Government is focussing on the provision of piped water supply in rural areas of the country during the Twelfth Five Year Plan. The Committee also observe that the drinking water supply infrastructure in tribal, naxalite affected, far-flung and inaccessible habitations are non-functional due to non-availability of electricity. To address the issue of electricity needed to run the pumping machine for providing piped water supply, where the electric supply is not there or with frequent outages, the Secretary of the Ministry of Drinking Water and Sanitation informed that solar is a very good model and 17,218 solar pumping systems in the country has already been installed in different States till December, 2016. The Ministry also informed that subsidy from Ministry of New & Renewable Energy under National Clean Energy Fund has been reduced from Rs. Rs. 1,80,000/- to Rs. 40,000/- only for the installation of solar model.

Noting the fact that solar powered dual pumping piped water supply scheme is useful in tackling drinking water problems of remote non-electrified and small hamlets/habitations, the Committee, strongly recommend that the Government should explore the feasibility of providing funds for solar powered dual pumping scheme so that potable drinking water can be provided to the far flung and inaccessible habitations in rural areas of the country. The Committee would also like the Ministry to take up the issue of enhancement of subsidy with the Ministry of New and Renewable Energy.

Reply of the Government

This Ministry had pursued with Ministry of Finance and Ministry of New and Renewable Energy to provide subsidy for the installation of solar power based dual water pump but same could not be materialised. However, this Ministry has released approx. Rs 80.00 crore out of NRDWP savings accrued at the end of year 2016-17 to states like Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Tamil Nadu, Telangana, Uttar Pradesh and West Bengal.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Committee observe that availability of drinking water in the coastal areas is a difficult task. During the study visit of the Committee in the year 2015, the Committee visited Minjur Seawater desalination plant and Nemmeli Desalination plant and are of the view that Desalination plants are the only option in the coastal regions for providing safe and adequate drinking water to the rural populace. The Secretary of the Ministry during evidence informed the Committee that setting up of Desalination plant is very costly. The Committee asked if the 50:50 cost sharing ratio between Centre and State to meet the requirement of funds was feasible for setting up of desalination plants, the Secretary of the Ministry admitted that the Central Government will share the money, if fund for desalination plant is provided by the States. The Committee, therefore, urge the Ministry to convince the Coastal States to come forward for installation of desalination plants for which the centre will provide the matching share.

Reply of the Government

The Ministry has invited all the coastal states to discuss on installation of Desalination plants. The Ministry has also advised States to take external assistance for installation of Desalination plants. As on date no proposals has been received from any state.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

Comments of the Committee

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

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

The Government of India has launched an ambitious village development project in which each Member of Parliament will take the responsibility of developing physical and institutional infrastructure of three villages by 2019. On the issue of Piped Water Supply to villages adopted by the Member of Parliaments, the Secretary informed the Committee during the evidence that under SAGY, Department of Rural development (Ministry of Rural Development) had been forwarded a list of 676 SAGY villages in which there are 6424 habitations, out of which 3045 habitations already have piped water. Further, the Secretary informed that the Ministry has asked the State Government to take those habitations on priority basis. The Committee recommend the Ministry to tie up with the State Governments for providing piped water supply to all SAGY villages/habitations at the earliest.

Reply of the Government

All States have been directed not to take any new schemes and instead complete the schemes which are at advanced stage of completion in the following order:

a) 100 % physically completed but financially incomplete

b) More than 75 % but less than 100 % physically complete

c) More than 50 % but less than 75 % physically complete

d) More than 25 % but less than 50 % physically complete

While doing so, this Ministry has directed the States that priorities is to be accorded to the schemes meant for Arsenic / Fluoride affected habitation and Piped Water Supply Schemes for Sansad Adarsh Gram Yojana (SAGY) Gram Panchayats (GPs) / Verified Open Defecation Free (ODF) villages. Also, states have been permitted to take up new schemes under this category.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Committee observe that the Ministry has developed a portal in which every Member of Parliament can see the exact status of water and sanitation in his/her Constituency. The Committee were informed that they intend to link this portal with the ID of the Member of Parliament, so that real time status and feedback of the Member of Parliament can be taken into account immediately. The Committee appreciate the efforts of the Ministry in developing of the above mentioned portal. The Committee also feel that a separate portal should also be developed for general masses of the country so that their grievance and suggestion can be taken into account.

Reply of the Government

There is a separate portal of CPGRM where general people can register their grievances and suggestions. Moreover, Ministry has developed robust online portal Integrated Management Information System (IMIS) as well as mobile app called "mRWS App" where general public can see progress made under rural water supply. [O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Government of India launched Swachh Bharat Mission (Gramin) on 2nd October, 2014 to accelerate efforts to achieve universal sanitation coverage with the objective to make Open Defecation Free (ODF) India by 2nd October, 2019. The Committee are apprised that main activities under the SBM(G) are incentives for Individual Household Latrine (IHHL), construction of Community Sanitary Complexes (CSCs), Solid and Liquid Waste Management (SLWM), Information Education and Communication (IEC), Capacity building and Monitoring and evaluation etc. The Committee note that total assistance for IHHL is Rs. 12000/- and upto Rs. 2 lakh for construction of Community Sanitary Complexes.

On the issue of sanitation coverage, the Ministry have informed that as per Census 2011, only 32.7 % rural households had access to sanitation facilities in the country. The Ministry have also informed that at the time of launch of SBM(G) on 2 October, 2014, the coverage was 42.01 % which has increased only to 61% till 14.02.2017 leaving a balance around 40 % rural households without access to toilets. During the evidence, the Secretary of the Ministry of Drinking Water and Sanitation also apprised the Committee that as on 22.02.2017, three States i.e. Sikkim, Himachal Pradesh and Kerala, 95 districts, 945 Blocks, 71,715 Gram Panchayats and 1,60,000 villages have been declared Open Defecation Free. While expressing concern to note that around 40 % of rural households still do not have access to safe sanitation facilities and only three States declared Open Defecation Free States, the Committee strongly recommend the Ministry to tackle this problem on war footing in a time bound manner so that the objective of SBM(G) i.e. attaining 100 % Open Defecation Free India by 2nd October, 2019 is achieved.

Reply of the Government

Under the Swachh Bharat Mission (Gramin), 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 The website of the Ministry also provides for various interactive WhatsApp. feedback/comments, including best practices from the field. The programme is being run as a *janandolan* with cooperation of all sections of the society including the NGOs, Corporates, youth etc. The Panchayats are being actively involved. 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 panchavat representatives in the implementation. Sanitation is being prioritized amongst the overall development agenda. The Government has taken a decision to prioritise all Centrally Sponsored Schemes in ODF villages. Various other development schemes are being converged with the sanitation outcomes

During 2016-17, against expected outcome of 150 lakh, 219.24 lakh household latrines were constructed. For the year 2017-18, against the expected outcome of 1.7 crore individual latrines, 11,93,586 individual latrines (7.02%) have been constructed as on 07-06-2017. Sanitation Coverage, which was 42% on 2.10.2014, has increased to 64.34% on 07-06-2017. 141 Districts, 1305 Blocks, 92709 GPs and 2,02,021 Villages have been declared Open Defecation Free (ODF) as on 07-06-2017. Three States i.e. Sikkim, Himachal Pradesh and Kerala have already been declared ODF.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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

The Committee note that since SBM(G) is a demand driven scheme, no annual targets are fixed. The Ministry informed that during 2016-17 (upto 14.02.2017), 161 lakh IHHLs and 1651 Community Sanitary complexes have been constructed. Also during 2017-18, construction of 170 lakh IHHLs, 1500 Community Sanitary Complexes and Solid and Liquid Waste Management activities are achievable, if adequate funds are

available. During the evidence, the Secretary also candidly admitted before the Committee that as against the proposed allocation of Rs. 25,000 crore, only Rs. 13948.27 crore was allocated and the present allocation is not sufficient to meet the requirements of the Ministry with regard to the mission implementation. The Ministry also informed that Rs. 30,000 crore will be required for 2018-19 to achieve the Swachh Bharat by 2nd October, 2019.

The Committee are of the opinion that the efforts of the Ministry to attain the objectives of SBM(G) would bear fruits only when the end-users get sanitation facilities. The Committee find the budgetary allocation of Rs. 13948.27 crore is quite inadequate to meet the requirements and feel that this would definitely have an adverse impact on targets of SBM(G) and as a result millions of people living in the rural areas of the country will be affected for sanitation facilities. The Committee are of the considered view that the meagre allocation does not commensurate with herculean task of sanitation facilities by 2nd October, 2019.

The Committee are apprehensive that attainment of the objectives of ODF India would remain a distant dream until and unless sufficient funds are allocated to the Ministry. The Committee, therefore, strongly recommend the Ministry to approach the NITI Aayog/Ministry of Finance with apt justifications to ensure allocation of additional funds for the financial year so that future development plans are not hampered and the targets fixed are achieved in time.

Reply of the Government

The issue of inadequate budget in 2017-18 has been taken up with Ministry of Finance/Niti Aayog. Hon'ble Minister, RD, PR and DWS has also written a letter to Hon'ble PM regarding additional allocation of Rs. 11000 crore under SBM(G) for the year 2017-18. The States have been given advisory to suggest to the Panchayats regarding prioritising sanitation in the 14th Finance Commission grants.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

Recommendation (Serial No. 12, Para No. 2.12)

The Committee find that major bottleneck faced in the attainment of objectives of full household sanitation coverage in the entire rural areas of the country by 2019 under SBM(G) is that large sections of rural population are not convinced of the need to stop open defecation because of lack of proper awareness about the problems associated with it and, therefore, building toilets is often not a priority even for people who can afford to construct toilets and use it. The Committee are of the considered view that utmost priority should be given to bring about behavioural change in the rural people because without creating awareness, the objective of SBM(G) is least expected. The Committee are happy to note that during the year 2017-18, top priority of the Government is triggering of communities for behavioural change and usage of toilets. The Committee feel that approach of the Ministry is moving in right direction and the momentum gained can be accelerated by the Ministry through extensive campaigning about awareness programme by also involving all stakeholders like Government, public sector, private sector, NGOs, Universities, students etc. for achieving the goal of universal sanitation by the year 2019.

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 The website of the Ministry also provides for various interactive WhatsApp. 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. In an attempt to make sanitation "everyone's business", MDWS has come up with a structured corporate collaboration framework and civil society collaboration framework. These frameworks, along with a focus on engaging partnerships has resulted in strong private sector initiatives in the Mission like Zila Swachh Bharat Preraks in partnership with the Tata Trusts, under which each district of India is being given a young professional to work with the district administration on accelerating the implementation of SBM-G.

MDWS is working with each Ministries and Departments of the Government of India to prepare a Swachhta Action Plan (SAP), highlighting the key initiatives to mainstream sanitation in their jurisdiction, with a budget line in their budgets for 2017-18 and 2018-19. Over 5000 crores have been pledged cumulatively by all Ministries for activities on Swachhta. Swachh Sangrah, a central knowledge management portal is being developed to help assimilate and share learnings and best practices among states and districts seamlessly. Sanitation is being prioritized amongst the overall development agenda. The Government has taken a decision to prioritise all Centrally Sponsored Schemes in ODF villages. Various other development schemes are being converged with the sanitation outcomes.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

Recommendation (Serial No. 13, Para No. 2.13)

The Committee are disappointed to note huge unspent balances in both the flagship programmes of the Ministry of Drinking Water and Sanitation viz.National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin). During 2016-17, Rs. 3323.27 crore were lying unspent under NRDWP whereas under SBM(G), the unspent balances stood at Rs. 645.94. The Committee are concerned to note that out of total unspent balance of Rs. 3323.27 crore under NRDWP, Rs. 2460.96 crore is attributed to seven States viz. Rajasthan, Uttar Pradesh, West Bengal, Assam, Bihar, Karnataka and Maharashtra. Similarly, under SBM(G), the total unspent balance as furnished by the Ministry is Rs. 645.94 crore. While analysing the data, the Committee found that the total unspent balance under SBM(G) is Rs. 2022.11 crore except for 8 States viz. Andhra Pradesh, Goa, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Odisha, Rajasthan and Uttarakhand where the unspent balance shown in negative. The Committee desire to know the justification for showing the total unspent balance of Rs. 645.94 crore in the States/UTs under SBM(G) and the difference in the figures may be reconciled. The Committee may be apprised of the action taken in this regard.

Expressing concern over huge unspent balances, the Committee strongly urge the Ministry to vigorously pursue the matter with State Governments for effective utilization so that funds allocated for the schemes are fully and optimally utilized.

Reply of the Government

<u>SBM-G:</u>Some States like Jharkhand, Karnataka, Kerala, Madhya Pradesh, Odisha, Rajasthan, and West Bengal have spent from own State funds. There liabilities are to be paid. 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.

NRDWP: This Ministry carries out Annual Action Plan (AAP) meetings every year between February and April which are held with the Departments of the State Governments dealing with rural drinking water supply, wherein the progress achieved under different components of NRDWP is reviewed and States are directed to expedite the utilization of funds. The physical & financial progress of NRDWP is also monitored in National / Regional / State level review meetings, conferences and video conferences. Moreover, as per NRDWP guidelines, those States who submit their second installment proposal after December, a cut of 5%, 10% and 15% of second installment of NRDWP fund respectively are imposed in the month of January, February and March. This act as disincentive for States and thus help in checking the non-expenditure of funds and accumulation of unspent balances.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

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. 3, Para No. 2.3)

The Committee note from the data provided by the Ministry that as on 13.02.2017, 77.30 % of the total habitations are fully covered are getting 40 litre per capita per day and 3.97 % habitations are quality affected. To reduce the slippages which may happen due to drought or less than normal rainfall as most of the rural water schemes are ground water based, the focus of the Ministry is to shift gradually to safe surface water sources. Also, to address the quality related problems, the Ministry has initiated a dedicated sub-mission to supply piped drinking water. The Ministry also informed that there were 15 States where such schemes are in progress under the sub-mission. The Committee further observe that if the norm of 55 lpcd is taken into account there are 28.75 % of rural population which have been fully covered whereas 62.89 % of habitations are partially covered.

The Committee also note that as per the progress made under the strategic plan of NRDWP as against the target of 50 % of rural households to be provided with piped water supply by 2017 and at least 35 % with household connections, the achievements has been 54.67 % and 15.31 % only respectively as on 13.02.2017. The Committee are dismayed to note that the targets have not been achieved in providing rural household connections with piped water supply. Also, the national average of coverage of population by piped water supply is only 52 % whereas the national average of households having piped water supply is only 15 %. In light of the foregoing, the Committee feel that there is an urgent need to strengthen the machinery available with the Ministry for time bound completion of target in time so that people do not suffer without this basic need.

Reply of the Government

State government has been directed / advised to provide access to safe drinking water at various places in rural habitations of the country. Taking household connection is a voluntary action which is accessible on paid basis. Moreover, there is no provision of allocating funds under NRDWP specifically for providing household connection. However, this Ministry is strictly monitoring the implementation of schemes under NRDWP on grass root level and had issued directions to all States / UTs to focus on completion of ongoing schemes which are at various stage of completion along with disallowing states to take up new schemes until all ongoing schemes have been completed. In addition to this, States have been directed to complete all such schemes which are below 25% stage of completion from state funds. This Ministry has intensively carried out Information, Education and Communication (IEC) activities for spreading awareness among rural households for taking up household connection.

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

Comments of the Committee

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

The Committee are concerned to note that 216 rural districts of the country are affected with fluoride, 194 with Iron, 118 with arsenic, 112 with salinity, 99 with nitrate and 23 are affected with heavy metals. During evidence, the Secretary apprised the Committee that there are 65,525 drinking water quality affected habitations in the country and nearly 4.08 crore rural population are at risk due to this contamination. The Ministry also informed the Committee that to tackle the problem of contamination of drinking water sources, various initiatives have been taken by the Government i.e. contaminated hand pumps are being coloured to make a distinction and films are also screened to create awareness among rural people. The Committee was also informed that since commissioning of Piped Water Supply projects may take 3 to 5 years and the rural people cannot be put to risk of consuming contaminated water during the period for this, all the States have been advised to install Community Water Purification plants in reported arsenic and fluoride affected habitations by March, 2017. The Secretary also informed the Committee that so far 9191 Community Water Purification Plants have been installed in 9620 Quality affected habitations benefitting 1.29 crore population.

The Committee are of the view that since the goal of the Ministry is to provide every person with adequate safe water for drinking, cooking and other domestic basic needs on a sustainable basis, the Ministry should ensure timely commissioning of Community Water Purification plants in all water quality affected habitations in the country.

Reply of the Government

Rural drinking water supply is a State Subject. The Ministry supplements the efforts of the States by providing them with technical and financial assistance under the centrally sponsored National Rural Drinking Water Programme (NRDWP) for providing safe and adequate drinking water facilities in rural areas of the country. It is the State Governments who plan, design, execute and operate schemes for providing safe drinking water. Up to 67% fund allocated to the States under NRDWP can be utilized for coverage and tackling water quality problems. The Ministry of Drinking Water & Sanitation monitors major chemical contaminants in drinking water which are generally found in ground-waters. These are- Arsenic, Fluoride, Salinity, Iron, Nitrate & Heavy Metals. Since 2008-09 online data is captured about the status of habitations which inter-alia also includes water quality problems.

State-wise number of Community Water Purification Plants installed for providing safe drinking water in rural areas as reported by the States into the Integrated Management Information System (IMIS) of the Ministry of Drinking Water & Sanitation as on 04th April, 2017 are as under.

S. No	Name of the State / UT	Reverse Osmosis (RO)	Adsorp- tion	Solar electrolytic defluoridation	lon Exchange	Nano Technology	Electric Defluoridation plant	No of Habitati ons	Population in these Habitations
1	Andaman and Nicobar	0	0	0	0	0	0	0	0
2	Andhra Pradesh	212	0	0	0	44	0	191	139994
3	Arunachal Pradesh	0	0	0	0	0	0	0	0
4	Assam	0	0	0	0	96	0	96	49297
5	Bihar	20	33	210	0	0	1	309	271237
6	Chhattisgarh	35	1	0	6	0	20	56	34902
7	Goa	0	0	0	0	0	0	0	0
8	Gujarat	0	0	0	0	0	0	0	0
9	Haryana	0	0	0	0	0	0	0	0
10	Himachal Pradesh	0	0	0	0	0	0	0	0
11	Jammu and Kashmir	0	0	0	0	0	0	0	0
12	Jharkhand	0	0	14	0	90	0	94	57772
13	Karnataka	7353	2	0	1	1	2	6835	9833758
14	Kerala	0	0	0	0	0	0	0	0
15	Madhya Pradesh	0	0	0	0	0	33	33	16729
16	Maharashtra	0	0	0	0	0	0	0	0
17	Manipur	0	0	0	0	0	0	0	0
18	Meghalaya	0	0	0	0	0	0	0	0
19	Mizoram	0	0	0	0	0	0	0	0
20	Nagaland	0	0	0	0	0	0	0	0
21	Odisha	0	0	0	24	0	21	40	20884
22	Puducherry	0	0	0	0	0	0	0	0
23	Punjab	258	0	0	0	89	0	323	441617
24	Rajasthan	605	0	651	0	1	3	1603	1774152
25	Sikkim	0	0	0	0	0	0	0	0
26	Tamil Nadu	0	0	0	0	0	0	0	0
27	Telangana	0	0	0	0	0	0	0	0
28	Tripura	0	0	0	0	0	0	0	0
29	Uttar Pradesh	0	15	0	0	0	0	137	156069
30	Uttarakhand	0	0	0	0	0	0	0	0
31	West Bengal	8	0	0	0	47	0	651	1119250
Tot		8491	51	875	31	368	80	10368	13915661

[O.M. No. H.11013(12)/9/2017-Coordination dated 19 June, 2017]

Comments of the Committee

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

Chapter V

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

-NIL-

NEW DELHI; <u>16 February, 2018</u> 27 Magha,1939 (Saka) DR. P. VENUGOPAL *Chairperson,* Standing Committee on Rural Development

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON

THURSDAY, THE 15th FEBRUARY, 2018

The Committee sat from 1100 hrs. to 1330 hrs. in New Committee Room 'No.3', Parliament House Annexe Extension Building, Block 'B' (PHA-'B'), New Delhi.

PRESENT

Dr. P. Venugopal -- Chairperson

MEMBERS

Lok Sabha

- 2. Shri Sisir Adhikari
- 3. Shri Harishchandra Deoram Chavan
- 4. Shri Vijay Kumar Hansdak
- 5. Shri Jugal Kishore Sharma
- 6. Shri Manshankar Ninama
- 7. Shri Prahlad Singh Patel
- 8. Dr. Yashwant Singh
- 9. Shri Ajay Misra (Teni)

Rajya Sabha

- 10.Smt. Shanta Chhetri
- 11. Shri Shamsher Singh Dullo
- 12. Shri Javed Ali Khan
- 13. Shri Mahendra Singh Mahra
- 14. Shri Narayan Lal Panchariya
- 15. Shri Lal Sinh Vadodia

2.

Secretariat

1. Shri Abhijit Kumar Additional Secretary -2. Shri S. Chatterjee Director -3. Smt. Emma C. Barwa Deputy Secretary -XXXX XXXX XXXX XXXX XXXX XXXX XXXX XXXX XXXX XXXX

3. Thereafter, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of three Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2017-18) in respect of Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development), and Ministry of Drinking Water and Sanitation and XXX XXX XXX.

4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

[Witnesses were then called in]

	IXXX	XXX	XXX	XXXXI
8.	XXX	XXX	XXX	XXXX.
7.	XXX	XXX	XXX	XXXX
6.	XXX	XXX	XXX	XXXX
5.	XXX	XXX	XXX	XXXX

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

XXX: Not related with the subject concerned.

APPENDIX - II

[Vide Introduction of Report]

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

I.	Total number of recommendations:	13
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1,2,4,6,7,8,9,10,11,12 and 13 Total: Percentage:	11 84.61 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies : Serial No NIL -	
	Total: Percentage:	00 0.00 %
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Serial No. 3 and 5	
	Total: Percentage:	02 15.39 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial NoNIL-	
	Total: Percentage:	00 0.00 %