

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2017-2018)**

**51**

**SIXTEENTH LOK SABHA**

**MINISTRY OF DRINKING WATER AND SANITATION**

**SWACHH BHARAT MISSION - GRAMIN IN STATES/UTs**

**FIFTY-FIRST REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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**MINISTRY OF DRINKING WATER & SANITATION**

**SWACHH BHARAT MISSION - GRAMIN IN STATES/UTs**

Presented to Lok Sabha on 19.07.2018

Laid in Rajya Sabha on 19.07.2018



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*July, 2018/ Ashadha, 1940 (Saka)*

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

Dr. P. Venugopal - *Chairperson*

**MEMBERS**

**Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Harishchandra Chavan
5. Shri Biren Singh Engti
6. Shri Gokaraju Ganga Raju
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19. Shri Kamakhya Prasad Tasa
20. Shri Ajay Mishra (Teni)
21. Smt. Sajda Ahmed\*

***Rajya Sabha***

22. Shri Ajay Pratap Singh^
23. Smt. Shanta Chhetri
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26. Shri Rathwa Naranbhai Jemlabhai\$
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28. Shri A.K. Selvaraj
29. Shri Prashanta Nanda #
30. Shri K.T.S. Tulsi
31. Shri Lal Sinh Vadodia

**SECRETARIAT**

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

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\* Nominated to the Committee w.e.f. 27.04.2018 *vice* Shri Chintaman Wangra

^ Nominated to the Committee w.e.f. 02.06.2018

\$ Nominated to the Committee w.e.f. 02.06.2018

# Nominated to the Committee w.e.f. 02.06.2018

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## **INTRODUCTION**

I, the Chairperson of the Standing Committee on Rural Development (2017-2018) having been authorised by the Committee to submit the Report on their behalf, present the Fifty-first Report on 'Swachh Bharat Mission -Gramin in States/UTs (SBM-G) of the Ministry of Drinking Water & Sanitation.

2. The Committee had a briefing of the representatives of the Ministry of Drinking Water and Sanitation on 16 April, 2018.

4. The Draft Report was considered and adopted by the Committee at their sitting held on 13 July, 2018.

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

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

**NEW DELHI;**  
**13 July, 2018**  
**22 Asadha, 1940 (Saka)**

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

**REPORT****PART I****CHAPTER-I****SWACHH BHARAT MISSION (GRAMIN)****Sanitation - An Overview**

Rural sanitation did not feature on the investment horizon during the first five plan periods as reflected in its negligible funding share. However, it received prominence from the Sixth Plan (1980-85) onwards amid the launch of the International Drinking Water Supply and Sanitation decade in 1980. India's first nationwide programme for rural sanitation, the Central Rural Sanitation Programme (CRSP), was launched in 1986, in the Ministry of Rural Development with the objective of improving the quality of life of rural people and to provide privacy and dignity to women. The programme provided large subsidy for construction of sanitary latrines for BPL households. The programme was supply driven, highly subsidized, and gave emphasis on a single construction model. Based on the recommendations of the National Seminar on Rural Sanitation in September 1992, the programme was again revised. The revised programme aimed at an integrated approach to rural sanitation.

1.2 The Total Sanitation Campaign (TSC), was launched with effect from 1.4.1999 following a 'community led' and 'people centered' approach. TSC moved away from the principle of state-wise allocation to a "demand-driven" approach. The programme laid emphasis on Information, Education and Communication (IEC) for generation of effective demand for sanitation facilities. It also laid emphasis on School sanitation and Hygiene education for bringing about attitudinal and behavioral changes for adoption of hygienic practices from an early age.

1.3 To encourage the Panchayati Raj Institutions to take up sanitation promotion, the incentive award scheme of Nirmal Gram Puraskar (NGP) was launched in 2005. The award was given to those PRIs which attain 100% open defecation free environment. This award publicized the sanitation programme significantly all across the country.

1.4 Encouraged with initial success of NGP, and looking into the need to upscale the sanitation interventions, the TSC was revamped as the Nirmal Bharat Abhiyan, (NBA) in 2012, with the objective to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach and to transform rural India into Nirmal Bharat.

1.5 To significantly upscale the programme, and bring the nation's focus on the issue of sanitation, the Government of India had launched Swachh Bharat Mission (Gramin) on 2<sup>nd</sup> October, 2014 to accelerate efforts to achieve universal sanitation coverage, improve cleanliness and eliminate open defecation in India by 2nd October, 2019. With the launch of SBM(G), the construction of toilets in Schools and Anganwadis has been mandated to the Ministry of Human Resource Development and Ministry of Women and Child Development respectively for greater focus.

1.6 The new programme is a shift from the earlier rural sanitation programmes in several respects. First and foremost, under SBM, the focus is on behavior change. Community based collective behavior change has been mentioned as the preferred approach, although the States are free to choose the approach best suited to them. Focus is also on creation of complete open defecation free (ODF) villages, rather than only on construction of individual toilets. This entails triggering the entire village into changing their behavior rather than dealing individually with beneficiaries. There is a greater emphasis on capacity building, especially in community approaches and programme management.

1.7 State Governments, NGOs, Self Help Groups, Private sector institutions are being involved through innovative partnership mechanism to contribute to improvement in sanitation and hygiene status in rural areas.



**(i) Objectives of the Swachh Bharat Mission (Gramin)**

1.8 The main objectives of the Swachh Bharat Mission (Gramin) are as under:

- Bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation.
- Accelerate sanitation coverage in rural areas to achieve the vision of Swachh and Open Defecation Free (ODF) Bharat by 2nd October, 2019.
- Motivate Communities and Panchayati Raj Institutions to adopt sustainable sanitation practices and facilities through awareness creation.
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- Develop where required, Community managed sanitation systems focusing on scientific Solid & Liquid Waste Management systems for overall cleanliness in the rural areas.

**(ii) Provisions under Swachh Bharat Mission (Gramin)**

1.9 The major components of the SBM (Gramin) are:-

- Provision of incentive for construction of Individual household latrines: Incentive of Rs.7200/- and 4800/- (i.e. in the ratio of 60:40) for each toilet (Rs.10800/- and Rs.1200/- i.e. in the ratio of 90:10 in case of North Eastern States, Jammu and Kashmir and Special category States) is given by central and State Governments respectively to BPL households and Identified Above Poverty Line (APL) households. Other APL households are motivated to construct toilets with their own funds or using alternate financing mechanism.
- For Construction of Community Sanitation Complexes, an incentive up to Rs. 2 lakh per Community Sanitary Complex is provisioned in the sharing pattern of 60:30:10 (Centre: State: Community).
- 5 % of the district project outlay subject to maximum of Rs. 1.5 crore can be used as revolving fund including for funding the setting up of Rural Sanitary Marts/ Production Centres.
- Fund for Solid and Liquid Waste Management. A cap of Rs.7 lakh, Rs. 12 lakh, Rs. 15 lakh and Rs. 20 lakh is applicable for Gram Panchayats having upto 150, 300, 500 and more than 500 households respectively on a Centre and State Governments sharing ratio of 60:40.
- Provision for IEC is at 8% of total Project cost, with 3% to be utilized at the Central level and 5% at State level in the sharing pattern of 60:40.
- Provision for Administrative Cost is 2% of the Project cost. Sharing pattern will be 60:40 between Centre and State.
- In the case of NE States, Jammu and Kashmir and Special Category States, the sharing pattern between the Centre and State is 90:10.

**(iii) Financial and Physical Performance**

1.10 Swachh Bharat Mission (Gramin) was started in the year 2014 in rural areas of the country. The Cabinet approved the total outlay was estimated to be Rs. 134386.61 crore under SBM(G) between the centre and states in the ratio of 60:40, with the exception of special category states where the share is 90:10. From 2014-15 to 2017-2018, the central allocation made for SBM-G has been Rs. 36,836.27 crore, of which Rs. 36,825.48 crore has been released to the States. For the financial year 2018-2019, an allocation of Rs. 30,343 crore has been made, with Rs. 7509.82 crore already released to the States as of May 2018. The remaining Rs. 22,833.18 crore is planned to be released during the course of the year.

1.11 Given the sharing pattern between the Centre and States, from April, 2014 to May, 2018, States have booked an expenditure for Rs. 35057.62 crore for SBM(G).

1.12 When asked whether the fund allocation of Rs. 15343.10 crore, during the current fiscal year 2018-19 is sufficient to meet the objectives of SBM(G), the Ministry have informed as under:-

"The General Budgetary Resources of Rs. 15343.10 crore and additional funds from Extra Budgetary Resources of Rs. 15000 crore in 2018-19 are together sufficient to meet the objectives of the Mission."

1.13 Year-wise demand for funds and the amount sanctioned by the Planning Commission/NITI Aayog during Eleventh (2007-12) and Twelfth Plan (2012-17) are as under:

Year	Proposed to Planning Commission/Niti Aayog (Rs. crore)	Allocated by Planning Commission/Niti Aayog (BE) (Rs. crore)	Allocation (RE) (Rs. crore)
2007-08	1510.00	1060.00	1060.00
2008-09	1200.00	1200.00	1200.00
2009-10	2000.00	1200.00	1200.00
2010-11	2100.00	1580.00	1580.00
2011-12	2776.00	1650.00	1500.00
2012-13	3500.00	3500.00	2500.00
2013-14*	5200.00	4260.00	2300.00

\*Since 2<sup>nd</sup> Oct 2014 SBM-G was launched, as per approval of the Cabinet, a regular annual budget provision was made as SBM-G scheme is demand driven programme with States/UTs.

2014-15	8000.00	4260.00	2850.00
2015-16**	12500.00	2625.00	6525.00
2016-17	14000.00	9000.00	10500.00

\*\* Since 15 Nov 2015, a separate provision of funding to SBM-G was made with provision of 0.5% Swachh Bharat Cess was made by Deptt of Revenues and was continued till 30 June 2017 i.e. period of before Good and Simple Tax (GST). After introduction GST, Swachh Bharat Cess is discontinued and regular budget is being received.

1.14 As far as physical components are concerned, details of targets fixed and achievements made with regard to IHHL and Community Sanitary Complexes so far, the Ministry informed as under:-

"As per Cabinet Note, 9.72 crore IHHLs (8.84 crore Eligible for incentive and 0.88 crore non-eligible APLs) to be constructed under SBM(G), As on 24.05.2018, 7.21 crore toilets already been constructed under SBM(G) since 2.10.2014. Also 10,002 Community Sanitary Complexes have also been constructed since 2.10.2014. Community Sanitary Complexes are constructed where the space for IHHL are not available and GPs own the responsibility of Operation & Maintenance.

1.15 Asked by the Committee for details regarding periodic review meetings reportedly conducted to review the physical and financial progress in the implementation of sanitation during the last four years, MoDWS submitted the following information:-

"Review meeting/Video Conferences are organized regularly. Major review meeting/Conference organized since 2014-15 are as under:-

- Conference of State Ministers and Secretaries in-charge of rural Drinking Water and Sanitation was held at Vigyan Bhawan, New Delhi on 25.08.2014.
- INDOVATION" An Exhibition-cum-workshop on Innovative Technologies for Sanitation & Water Quality in Rural Areas was organized on 26<sup>th</sup> and 27<sup>th</sup> August, 2014 at NDMC Community Centre, New Delhi. Rural Technologies in Sanitation for transforming India were showcased
- One day workshop for State Ministers and Secretaries for review of Water and Sanitation Schemes was held on 22.1.2015 at Vigyan Bhawan, New Delhi
- INDOVATION" An Exhibition-cum-workshop on Innovative Technologies for Sanitation & Water Quality in Rural Areas was organized on 2-3<sup>rd</sup> July, 2015 at Hotel Le-Meridian, Janpath, New Delhi wherein various innovative technologies in respect of Toilet, Solid Liquid Waste Management and Water Treatment were showcased

- Ministry of Drinking Water and Sanitation, Gol in collaboration with World Bank organized a National Workshop on Solid and Liquid Waste Management on 21<sup>st</sup> April 2015 at Hotel-Shangri-La, New Delhi
- One day National review meeting with State Ministers and State Secretaries in-charge of Rural Drinking Water and Sanitation was held on 3<sup>rd</sup> February, 2016 at Vigyan Bhawan
- A workshop of senior- level officials of Gol and all States was organized in Udaipur, Rajasthan on the 8<sup>th</sup>/9<sup>th</sup> April,2016 under the chairmanship of Secretary- MDWS
- National Conclave of Phase-I Districts held on 1-2<sup>nd</sup> July, 2016 at Raipur, Chhattisgarh
- A one day national workshop on ODF verification and financial streamlining was organized by the Ministry of Drinking Water and Sanitation (MDWS), Government of India (Gol), on 22 August 2016 in Jaipur
- India Sanitation Conference-2016 (INDOSAN-2016) was organized on 30th September, 2016 at Vigyan Bhawan, New Delhi by the Ministry of Drinking Water & Sanitation and Ministry of Urban Development. The conference was inaugurated by Shri Narendra Modi, Hon'ble Prime Minister of India.
- The Ministry of Drinking Water and Sanitation (MoDWS) organized 'National IEC Consultation' on Nov 11, 2016 at New Delhi. It was attended by State Principal Secretaries, Mission Directors (SBM-Gramin), SBM State Coordinators and State IEC Consultant/Officer, Development partners and other resource persons from states and centre
- Workshop on Open Defecation Free (ODF) sustainability was organized on 22nd November, 2016 at India Habitat Centre, New Delhi. Principal Secretaries/Secretaries in-charge of Rural Sanitation in States, District Magistrates/Deputy Commissioners and various Sanitation Experts participated in the Workshop
- Regional Conclave was organized on 29th December, 2016 at Bangalore. The Conclave was attended by State Co-ordinators/State Consultant/District Coordinators/District Consultants of the States of Kerala, Karnataka and Puducherry. The issues of Community engagement, ODF verification, ODF Sustainability, Behavioural Change Communication and Capacity Building were discussed in details.
- Regional Conclave was organized on 12th January, 2017 at Mumbai. The Conclave was attended by State Co-ordinators/State Consultant/District Coordinators/District Consultants of the States of Maharashtra, Chhattisgarh and Goa. The issues of Community engagement, ODF verification, ODF Sustainability, Behavioral Change Communication and Capacity Building were discussed in details.

- The Ministry of Drinking Water and Sanitation had organised an event called Swachh Shakti 2017 on 8th March, 2017 at Gandhinagar. Hon'ble Prime Minister, Shri Narendra Modi addressed and honoured the women champions on this occasion
- National Workshop on “Swachh Bharat “ and “Water for All” was held at Vigyan Bhawan, New Delhi on World Water day i.e. 22nd March, 2017 with the aim of reviewing the progress made so far in implementation of the National Drinking Water Supply Programme (NRDWP) and the SBM (G), upscale achievements, share the innovative best practices and sanitation models both in terms of Programme implementation and technology and take concerted actions in strengthening the Programme to achieve provision of sustainable sanitation facilities in all rural areas. Hon'ble Ministers of various States along with State Secretaries incharge of Rural Water Supply and Sanitation have attended the workshop.
- Ministry of Drinking Water and Sanitation have organised ODF Sustainability workshop on 29th and 30th June, 2017 at Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie. 118 Principal Secretaries/Mission Directors/Collectors/CEOs, ZP/DDOs have participated in the Workshop. The main issues discussed in the workshop were, ODF verification, ODF sustainability, IMIS, IEC, SLWM etc. States/Districts have presented their success stories.
- Regional Conference of Southern region was organized on 2nd August, 2017 at Bangalore. The Conference was attended by State Secretaries/Mission Directors of the States of Tamilnadu, Andhra Pradesh, Kerala, Telangana and Karnataka. A total of 120 participants have attended the conference. The issues of Community engagement, ODF verification, ODF Sustainability, Behavioral Change Communication.
- An event “Swachh Bharat Diwas” was organized on 2nd October, 2017 at Vigyan Bhawan, New Delhi by the Ministry of Drinking Water & Sanitation. The conference was inaugurated by Shri Narendra Modi, Hon'ble Prime Minister of India. Hon'ble Minister, Drinking Water and Sanitation Sushree Uma Bharat, Minister of State(Independent Charge), Housing & Urban Affairs, Shri Hardeep Singh Puri attended the conference. The conference was attended by Chief Ministers, Ministers in-charge of rural Sanitation, senior officials, Zilla Swachh Bharat Preraks etc.
- Collectors Conclave has been organized at Fairfield Hotel, Visakhapatnam on 10th and 11th November, 2017. 70 Principal Secretaries/Mission Directors/Collectors/CEOs, ZPs have participated in the Conclave. The main issues discussed in the workshop were:- ODF verification, ODF sustainability, IMIS, IEC, Capacity building, VSI, Swachhata Darpan 2.0, SRLM etc.

- A Conference on “Swachh Bharat Mission- Issues and Challenges” was organized at Hotel Trident, Gurugram on 19th and 20th January, 2018. Around 70 participants like State Secretaries/Mission Director/, State-Coordinators, IEC Consultants and Development Partners have participated in the Conference. In the workshop the progress so far and way forward discussed in the details. States have prepared detailed IEC Plan and shared their experiences. ODF sustainability Plan also discussed in details
- Additionally, several state reviews have been organized at state headquarters by the MDWS team, in the presence of senior officers including the Chief Secretaries, and in many instances the Chief Ministers of the respective states

1.16 When asked about the factors that may affect the achievements of targets in different States/UTs, the Ministry have replied as under:-

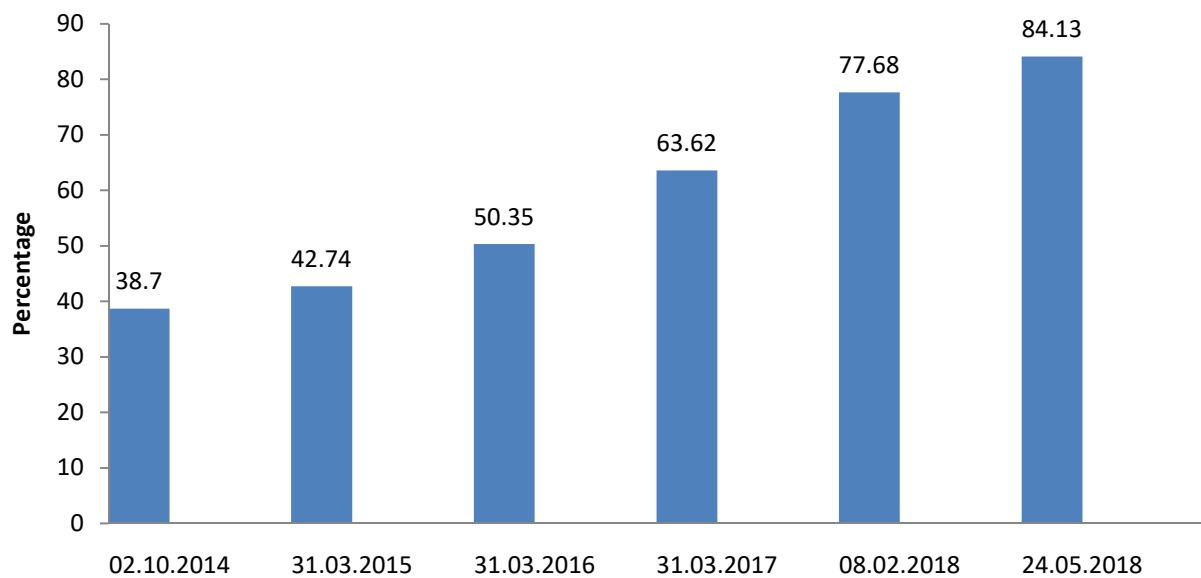
"Since sanitation is a State subject, the progress of the Mission in various States is completely under the purview of the State Mission team. Key challenges faced by them include:

- Changing age-old sanitation behaviours and practices
- Continuous capacity building of grass root level implementation machinery
- Use of appropriate toilet technology for new toilets
- Retrofitting of toilets constructed several years ago
- Outreach to some difficult to reach/LWE affected areas.

## CHAPTER-II

### (i) Sanitation Coverage

Safe sanitation is an essential requirement for the well-being of every society. Though India has come a long way in improving its sanitation coverage status, it is still well short of desired levels. The details of sanitation coverage shown in bar chart are as under:



2.2 It may be seen that at the launch of Swachh Bharat Mission (Gramin) on 2<sup>nd</sup> October, 2014, the sanitation coverage was 38.70 %. This has increased to 84.13 % as on 24.05.2018. Since launch of SBM(G), there has been a 45.43 % increase in sanitation coverage as on 24.05.2018.

2.3 The State/UT-wise sanitation coverage in rural areas as on 24.05.2018 are as under:-

<b>State/UT-wise, Sanitation Coverage in Rural areas as on 24.5.2018</b>		
<b>Sl.No.</b>	<b>State/UT</b>	<b>Sanitation Coverage</b>
1.	A & N Islands	100.00
2.	Andhra Pradesh	100.00
3.	Arunachal Pradesh	100.00
4.	Assam	85.83
5.	Bihar	55.84
6.	Chandigarh	100.00
7.	Chhattisgarh	100.00
8.	D & N Haveli	100.00
9.	Daman & Diu	100.00
10.	Goa	76.22
11.	Gujarat	100.00
12.	Haryana	100.00
13.	Himachal Pradesh	100.00
14.	Jammu & Kashmir	81.52
15.	Jharkhand	76.99
16.	Karnataka	87.89
17.	Kerala	100.00
18.	Lakshadweep	100.00
19.	Madhya Pradesh	88.05
20.	Maharashtra	100.00
21.	Manipur	83.56
22.	Meghalaya	100.00
23.	Mizoram	100.00
24.	Nagaland	91.73
25.	Odisha	55.00
26.	Puducherry	63.06
27.	Punjab	100.00
28.	Rajasthan	100.00
29.	Sikkim	100.00
30.	Tamil Nadu	98.72
31.	Telangana	84.13
32.	Tripura	74.77
33.	Uttar Pradesh	68.83
34.	Uttarakhand	100.00
35.	West Bengal	93.48
		<b>84.13</b>



2.4 In the above context, when asked whether the Ministry has envisaged to cover all rural households with sanitation facility by the end of 2019, the Ministry replied as under:-

"Swachh Bharat Mission is a demand driven and community centered programme emphasizing behavioural change of people. This requires community process as well as collective action by people,. However, the Ministry is endeavoring to achieve the objectives of Swachh Bharat by 2<sup>nd</sup> October, 2019 in coordination with State Governments. Sanitation Coverage as on 2.10.2014 was **38.7%**. This has increased to **84.13%** as on 24.05.2018.386 Districts, 3,578 Blocks, 1,62,688 GPs and 3,66,774 Villages have been declared Open Defecation Free (ODF) as on 24.05.2018. As on 24.05.2018, 17 States/UTs namely Arunachal Pradesh, Sikkim, Himachal Pradesh, Kerala, Gujarat, Rajasthan, Punjab, Uttarakhand, Haryana, Mizoram, Chandigarh, Chhattisgarh, Meghalaya, Dadar & Nagar Haveli, Daman & Diu, Maharashtra & A & N Islands have been declared ODF. There are around 3 crore households pending as on 1.4.2018, which are likely to be benefitted from this scheme in 2018-19. Mission is well on track to achieve an ODF India by 2<sup>nd</sup> October 2019."

2.5 Asked about the bottlenecks being faced by the Ministry in attaining the objectives of full household sanitation coverage in the entire rural areas of the country and how these could be addressed, the Ministry in their written reply submitted as under:

"The mission is on track to achieve full rural household sanitation coverage by 2019. The challenges faced under SBM (G) are in ensuring that all these toilets are continually used and the behavior change is sustained. Some of these challenges are as under: :-

- Sustaining the change achieved in age-old sanitation behaviours and practices
- Continuous capacity building of grass root level implementation machinery
- Use of appropriate toilet technology for new toilets
- Retrofitting of toilets constructed several years ago to appropriate toilet technology

In order to address the above challenges, a number of measures have been taken/being taken. These include: focus on behavior change, continuous behavior change messaging through mass media and inter-personal communication even after attainment of ODF status, emphasis on capacity building through 36 empanelled Key Resource Centres, especially in community approaches and programme management etc. Various other development schemes are being converged with the sanitation outcomes. Community managed sanitation system with focus on solid and liquid waste management as part of the overall mission is being promoted as an equally key component of the mission.

2.6 The Ministry have also given special emphasis to the States of Bihar, Jammu & Kashmir, Odisha and Uttar Pradesh. Hon'ble Prime Minister took a video conference with District Collectors from these four focus States namely, Bihar, Uttar Pradesh, Odisha and Jammu & Kashmir on March 13, 2018. At this video conference, the Hon'ble Prime Minister emphasized that there could be no greater inspiration for completing this task, than the 150<sup>th</sup> anniversary of Mahatma Gandhi. He urged for teams to be formed at the district level to monitor progress. Also several review meetings along with Video Conferencing and field visits have been organized.

2.7 On the above issue, when asked by the Committee during evidence for more funds or allocation for Uttar Pradesh, Bihar, Odisha and other lagging behind States, the Secretary, Ministry of Drinking Water and Sanitation informed as under:-

"Sir, you have hit the nail on the head.....Basically, for Uttar Pradesh, Bihar and Odisha, we have funding for this year. We have got a big jump in our budget. We have got Rs. 15,343.10 crore from the budgetary estimates which the hon. members have themselves recommended. In the second phase, we have got another Rs. 15,000 crore through extra budgetary resources through loans. This will fully take care of Uttar Pradesh and Bihar which are the major recipients of these funds."

2.8 The Ministry also summarized series of steps that are being taken to make sanitation a true people's movement in the country, which includes:-

- Swachh Bharat Summer Internship 2018 is being organized. Swachhata Internship is for students of universities and higher education institutions. This is expected to promote awareness on sanitation and hygiene and improve overall sanitation status in rural areas.
- There are over 4.5 lakh trained Swachhagrahis, or grassroots level motivators in the country, and the endeavor is to have at least one Swachhagrahi in every village of India. These motivators are the foot-soldiers of SBM-G and they drive behavior change in their communities.
- Satyagraha Se Swachhagraha campaign have been organized from 3<sup>rd</sup> to 10<sup>th</sup> April, 2018 in Bihar in which over 20,000 Swachhagrahis from across the country participated in awareness and community mobilization activities in villages of Bihar.
- "Swachhata hi Seva Campaign" was organized from 15<sup>th</sup> September, 2017 to 2<sup>nd</sup> October, 2017.
- The Ministry organized "Swachh Sankalp se Swachh Siddhi" between 17<sup>th</sup> August to 8<sup>th</sup> September, 2017, under which Film, Essay and painting Competitions have been organized. 2.15 lakh films, 2.74 crore essays & 2.85 crore painting were received.
- 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 Swachh Sangraha (a Knowledge Management Portal) has been developed to promote cross learning.
- Swachhta Darpan, Village Swachhta Index (VSI) have been introduced to encourage positive competition among states towards achievement of ODF objectives.
  - ODF villages are being prioritised for other schemes and sanitation is centre-staged in overall development agenda
  - Swachh Iconic Places: 100 Iconic Places for cleaning up have been identified across the Country. Of these, 20 have been taken up in the 1<sup>st</sup> and 2<sup>nd</sup> Phase.
  - Swachhata Action Plans: Inter Ministerial convergence has been carried out and each Ministry has prepared their own Swachhata Action Plan with separate provision in their budget.
  - Zilla Swachh Bharat Prerak: 400 Zilla Swachh Bharat Prerakshave been sponsored by the Tata Trusts to support the district administration in programme implementation.

2.9 Asked specifically, if any comprehensive survey/assessment has been made to assess the progress at the ground level, the Ministry informed as under:-

"Ministry of Drinking Water and Sanitation through Independent Verification Agency has done National Annual Rural Sanitation Survey 2017-2018. 92040 households in 6136 villages across all States were surveyed. The main findings of Survey are:-

- **77%** households in rural India have access to toilets (the corresponding figure as per the SBM-G IMIS at the midpoint of the survey period was 76%)
- **93.4%** of the households having access to a toilet use regularly
- **95.6%** ODF verified villages confirmed ODF
- **70%** of the villages found to have minimal litter and stagnant water.
- **70%** villages found to have minimal stagnant water

2.10 The Ministry also informed that two other independent surveys were conducted in the past by the Quality Council of India in 2017 and National Sample Survey Organization in 2016, had pegged the usage of toilets in rural India at 91 % and 95 % respectively.

2.11 Considering only a short period of time left i.e. about one year to meet the targets, the Committee had enquired about the present priorities set for Swachh Bharat Mission (Gramin), the Ministry in their written replies have summarized as under:-

- Declaration of all villages of India as ODF
- Sustaining ODF Status
- Capacity building of grassroots resources and sustained behaviour change communication
- Putting in place Solid Liquid Waste Management (SLWM) infrastructure in villages.

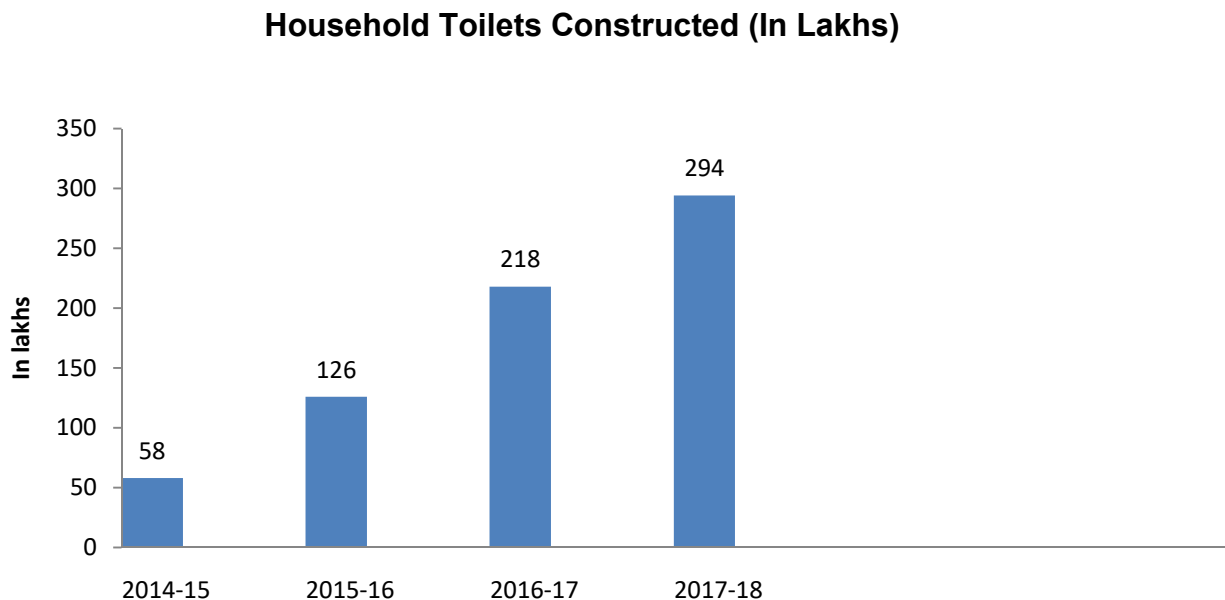
(ii) **Status of Individual Household Latrines (IHHL)**

2.12 Under Swachh Bharat Mission (Gramin), there is a provision for providing an incentive of Rs.12,000 for the construction of Individual Household Latrine (IHHL) to all Below Poverty Line (BPL) households, weaker sections and to identified Above Poverty Line (APL) households (all SCs /STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women-headed households). This Rs.12,000 per toilet is not a reimbursement of the cost of the toilet, which may be lower or higher than this incentive amount, depending upon several factors. This amount, rather, is an incentive amount to be paid to the household for stopping open defecation.

2.13 When asked whether requests/proposals have been received from the State/UTs/Individuals for enhancement of incentives for construction of toilets, the Ministry replied as under:-

".....This is an incentive amount to be paid to the households for stopping open defecation. State Government may provide additional incentives from their own fund."

2.14 During the evidence, the Secretary, Ministry of Drinking Water and Sanitation informed the Committee about pace of household toilet constructed during the last four years:- **(Presentation)**



2.15 Keeping in view the increasing rate of population, when enquired whether the pace of construction of toilets is sufficient, the Ministry informed that the Baseline Survey of 2012 was a comprehensive survey conducted across rural India to assess the number of households that did not have access to toilets, and had not been covered under any previous sanitation programme of the Government of India. With time and increase in population, the situation on the ground is constantly re-assessed and dealt with on a case to case basis in collaboration with the States. The ongoing behaviour change campaign is also likely to lead to change in community-wide sanitation behaviours which motivates new households to build and use their own toilets as well.

2.16 The Committee through a subsequent questionnaire desired to know the details of targets fixed and achievements made in respect of each State/UTs. In response, the Ministry stated that Swachh Bharat Mission (Gramin) is demand driven scheme, hence State/UTs wise targets are not fixed.

2.17 However, State/UT-wise number of Individual Household Latrines (IHHLs) constructed since the launch of the Mission are as under:-

State/UT	2014-15 (From 2.10.14)	2015-16	2016-17	2017-18	2018-19 (As on 24.5.18)	Total
A & N Islands	0	0	979	17556	0	18535
Andhra Pradesh	197664	350558	788495	2225220	107840	3669777
Arunachal Pradesh	9545	19428	42552	41460	0	112985
Assam	139654	463045	1054903	816446	115698	2589746
Bihar	127247	427034	872331	3433365	249528	5109505
Chandigarh	0	0	0	0	0	0
Chhattisgarh	14640	356284	1464591	1404526	64440	3304481
D & N Haveli	0	0	0	18758	0	18758
Daman & Diu	0	0	0	1600	0	1600
Goa	0	28637	0	0	0	28637
Gujarat	267883	919048	1559315	428730	721	3175697
Haryana	60286	129170	124140	319998	0	633594
Himachal Pradesh	29639	62551	80519	10	0	172719
Jammu & Kashmir	11011	61817	83438	580874	118016	855156
Jharkhand	68960	311314	831273	1203930	102382	2517859
Karnataka	788784	530913	720013	1434903	15440	3490053
Kerala	20425	11153	195024	0	0	226602
Lakshadweep					0	0
Madhya Pradesh	309362	1016755	1860073	2353874	82325	5622389
Maharashtra	437324	882053	1916461	2252920	3718	5492476
Manipur	25003	47060	41196	61483	4872	179614
Meghalaya	32117	44129	45973	87138	0	209357
Mizoram	73	6026	2872	25017	0	33988
Nagaland	103	22514	38112	19238	25369	105336
Odisha	112879	1327220	1263964	816566	108399	3629028
Puducherry	0	0	2430	7933	1168	11531
Punjab	8511	71419	106626	75235	1780	263571
Rajasthan	631574	2090577	2791196	2129332	20	7642699
Sikkim	807	3707	0	0	0	4514
Tamil Nadu	248399	946386	1139671	2206094	56600	4597150
Telangana	86360	238427	520029	1554613	79993	2479422
Tripura	25167	60629	43763	33536	2193	165288
Uttar Pradesh	498182	692113	1741169	5711213	1158235	9800912
Uttarakhand	37171	63971	334099	42985	0	478226
West Bengal	713964	1431027	2318603	1006466	13875	5483935
	<b>4902734</b>	<b>12614965</b>	<b>21983810</b>	<b>30311019</b>	<b>2312612</b>	<b>72125140</b>

2.18 Asked about what kind of public-private partnership is in place for the construction of toilets, the Ministry furnished as under:

"Under Swachh Bharat Mission (Gramin){SBM (G)}, Guidelines have been issued to facilitate the utilization of Corporate Social Responsibility (CSR) funds in rural sanitation activities. States can use these guidelines as a base to develop their own procedure to attract/receive and utilize CSR funds. Several rounds of meeting have been held with various corporate groups, both in public and private sector, to harness their skills and resources in implementing Swachh Bharat Mission. Also, Swachh Bharat Kosh (SBK) has been established under the Ministry of Finance to channelize corporate and individual contributions for Swachh Bharat Mission. These contributions are covered under Corporate Social Responsibility (CSR) under the Companies Act.

A Corporate Collaboration Framework has been prepared for systematically involving the corporate sector in advancing Swachh Bharat Mission. Many Corporates have launched sanitation related initiatives in rural area, which they carry out in consultation with the State/district and local governments. Details are available at the decentralized levels. At the central level, Corporate collaboration has been availed in development of Swachh Iconic Places, in engagement of district level Zila Swachh Bharat Preraks (ZSBP) and in certain IEC activities as per the priorities of the Mission."

**(iii) Usage of Toilets in Rural Areas**

2.19 As per National Annual Rural Sanitation Survey (2017-18), State/UT wise, percentage of persons using toilets for the households having toilets are as under:-

<b>State/UT-wise, percentage of persons using toilets for the households having toilets as per National Annual Rural Sanitation Survey(NARSS)2017-18</b>		
<b>S.N.</b>	<b>State/UT</b>	<b>Toilet usage as per NARSS 2017-18</b>
1	A & N Islands	98.4
2	Andhra Pradesh	96.3
3	Arunachal Pradesh	97.5
4	Assam	99.7
5	Bihar	95.8
6	Chhattisgarh	97.0
7	D & N Haveli	99.6
8	Goa	99.9
9	Gujarat	97.5
10	Haryana	99.5
11	Himachal Pradesh	99.9
12	Jammu & Kashmir	93.6
13	Jharkhand	92.2
14	Karnataka	94.4
15	Kerala	100.0
16	Madhya Pradesh	92.9
17	Maharashtra	96.9
18	Manipur	100.0
19	Meghalaya	99.7
20	Mizoram	100.0
21	Nagaland	99.8
22	Odisha	85.4
23	Puducherry	78.4
24	Punjab	98.6
25	Rajasthan	94.3
26	Sikkim	100.0
27	Tamil Nadu	71.4
28	Telangana	95.4
29	Tripura	99.6
30	Uttar Pradesh	87.9
31	Uttarakhand	99.6
32	West Bengal	94.1
	<b>India</b>	<b>93.2</b>



**(iv) Households having access to Water for use in Toilets**

2.20 As per Swachhata Status Report 2016 of National Sample Survey Office, State/UT-wise, percentage of households having access to water for use in toilets out of the households having toilets are as under:-

<b>S.N.</b>	<b>State/UT Name</b>	<b>Percentage of households having access to water for use in toilets out of the households having toilets</b>
1	Andhra Pradesh	97.8
2	Assam	97.3
3	Bihar	90.0
4	Chhattisgarh	84.0
5	Gujarat	94.7
6	Haryana	97.8
7	Himachal Pradesh	99.4
8	Jammu & Kashmir	98.8
9	Jharkhand	84.0
10	Karnataka	91.3
11	Kerala	99.5
12	Madhya Pradesh	89.2
13	Maharashtra	95.3
14	Manipur	98.9
15	Meghalaya	99.8
16	Mizoram	100.0
17	Nagaland	99.9
18	Odisha	77.5
19	Punjab	97.7
20	Rajasthan	98.0
21	Sikkim	99.7
22	Tamil Nadu	98.9
23	Telangana	99.1
24	Uttar Pradesh	91.3
25	Uttarakhand	97.8
26	West Bengal	89.8
		<b>93.9</b>

**(v) Status of Community Sanitary Complexes**

2.21 Financial assistance upto Rs. 2 lakh is the incentive provided for construction of one Community Sanitary Complex in rural areas in the sharing pattern of 60:30:10 between Centre, State and Community. The State/UT-wise details of construction of Community Sanitary Complexes (CSCs) built since the launch of SBM(G) are as under

**State/UT-wise, Community Sanitary Complexes(CSC) constructed since 2.10.2014**

State/UT	2014-15 (From 2.10.14)	2015-16	2016-17	2017-18	2018-19 (As on 24-5-18)	Total
A & N Islands	0	0	1	10	11	22
Andhra Pradesh	136	5	40	435	0	616
Arunachal Pradesh	6	319	547	174	220	1266
Assam	12	52	61	72	12	209
Bihar		22	5	4	1	32
Chandigarh		0	0	0	0	0
Chhattisgarh	2	0	2	66	0	70
D & N Haveli	0	0	0	0	0	0
Daman & Diu		0	0	0	0	0
Goa	0	0	0	0	0	0
Gujarat	1	1	0	9	0	11
Haryana	2	12	5	124	5	148
Himachal Pradesh	33	237	166	346	299	1081
Jammu & Kashmir	23	170	251	686	108	1238
Jharkhand	20	23	15	0	0	58
Karnataka	122	57	125	142	0	446
Kerala	25	29	10	24	19	107
Lakshadweep		0	0	0	0	0
Madhya Pradesh	16	0	316	0	58	390
Maharashtra	59	70	7	229	11	376
Manipur	1	6	2	0	0	9
Meghalaya	48	99	26	70	62	305
Mizoram	1	12	12	51	10	86
Nagaland	0	138	210	89	78	515
Odisha	12	7	9	14	0	42
Puducherry	0	0	0	0	0	0
Punjab	0	8	0	0	0	8
Rajasthan	71	63	35	46	2	217
Sikkim	9	42	58	27	0	136
Tamil Nadu	203	76	30	21	0	330
Telangana	11	25	0	0	0	36
Tripura	5	28	31	13	3	80
Uttar Pradesh	3	3	1	11	0	18
Uttarakhand	11	27	25	14	10	87
West Bengal	73	533	508	916	33	2063
	<b>905</b>	<b>2064</b>	<b>2498</b>	<b>3593</b>	<b>942</b>	<b>10002</b>

2.22 The Ministry informed that the responsibility of Operation and Maintenance of Community Sanitary Complexes lies with Gram Panchayats. For Community Sanitary Complexes in places of community congregation, pay and use model are also being encouraged.

2.23 Asked by the Committee, what kind of problems are being faced by the Government for maintenance of CSCs, the Ministry informed that Operation and Maintenance of CSCs is a challenge which is met through constant follow up with States, urging them to ensure proper O & M through Gram Panchayats. The ongoing behaviour change campaign is also likely to lead to change in community-wide sanitation behaviours which generates a social mobilization for upkeep of sanitation infrastructure of the village as well.

2.24 During the course of evidence, the Secretary, MDWS informed the Committee as under:- (proceeding)

"माननीय सदस्य ने कम्युनिटी टाएलेट का सुझाव दिया है, इसका प्रावधान है। इसमें पुराना अनुभव है की पब्लिक प्लेस यानी हाट, बाजार में टाएलेट जरूरी है। सुलभ का अच्छा मॉडल है पे एज़ यू गो, इसमें वेस्ट से वैल्व क्रीट कर सकते हैं। ऐसे गांव जो दूर हैं, वहां कम्युनिटी टाएलेट्स में मैन्टेनेंस की समस्या आती है, अपने घर के टाएलेट को मैनेज तो घर के लोग करते हैं। कम्युनिटी टाएलेट का मैन्टेनेंस मॉडल बहुत जरूरी है। कई जगह कम्युनिटी टाएलेट का प्रावधान है, हमारी माननीय सदस्यों से आग्रह है की दिशा कमेटी के अलावा और फीडबैक चाहिए।"

**(vi) Open Defecation Free Status**

2.25 Sanitation is a State Subject. After the launch of Swachh Bharat Mission, work of sanitation has accelerated in all the States. At the same time, in order to ensure quality of outcomes, two things have been emphasized. One, focus on behaviour change, and two, focus on making villages completely Open Defecation Free (ODF) for health benefits to accrue (while continuing to respond to demand for individual toilets).

2.26 In order to ensure that the term ODF conveys the same meaning across India, Ministry of Drinking Water and Sanitation defined 'Open Defecation Free (ODF)'. The definition is as follows:

***"ODF is the termination of faecal-oral transmission, defined by***

***(a) no visible faeces found in the environment/village; and***

***(b) every household as well as public/community institutions using safe technology option for disposal of faeces***

***(Tip: Safe technology option means no contamination of surface soil, ground water or surface water; excreta inaccessible to flies or animals; no handling of fresh excreta; and freedom from odour and unsightly condition)"***

2.27 The Ministry of Drinking Water and Sanitation informed the Committee that 17 States/UTs namely Arunachal Pradesh, Sikkim, Himachal Pradesh, Kerala, Gujarat, Rajasthan, Punjab, Uttarakhand, Haryana, Mizoram, Chandigarh, Chhattisgarh, Meghalaya, Dadar & Nagar Haveli, Daman & Diu, Maharashtra and Andaman & Nicobar Islands have been declared ODF.

2.28 The ODF status of rural India as on 24.05.2018 are as under:-

<b>ODF Villages</b>	<b>ODF declared GPs</b>	<b>ODF Declared Blocks</b>	<b>ODF Declared Districts</b>	<b>ODF States</b>
366774	162688	3578	386	17

2.29 The State/UT-wise details of total villages and ODF declared villages as on 24.05.2018 are as under: **(RLOP-46)**

SI.No.	State	Total villages	ODF declared villages	Percentage
1	A & N Islands	192	192	100.00
2	Andhra Pradesh	18942	12570	66.36
3	Arunachal Pradesh	5389	5389	100.00
4	Assam	25503	12438	48.77
5	Bihar	38715	4703	12.15
6	Chandigarh	13	13	100.00
7	Chhattisgarh	18769	18769	100.00
8	D & N Haveli	69	69	100.00
9	Daman & Diu	26	26	100.00
10	Goa	375	0	0.00
11	Gujarat	18261	18261	100.00
12	Haryana	6908	6908	100.00
13	Himachal Pradesh	15925	15925	100.00
14	Jammu & Kashmir	7575	2234	29.49
15	Jharkhand	29647	16095	54.29
16	Karnataka	27156	19919	73.35
17	Kerala	2027	2027	100.00
18	Lakshadweep	9	0	0.00
19	Madhya Pradesh	51080	26850	52.56
20	Maharashtra	40500	40500	100.00
21	Manipur	2556	1352	52.90
22	Meghalaya	6028	6028	100.00
23	Mizoram	696	696	100.00
24	Nagaland	1451	1053	72.57
25	Odisha	47196	9639	20.42
26	Puducherry	265	72	27.17
27	Punjab	13726	13726	100.00
28	Rajasthan	42869	42869	100.00
29	Sikkim	441	441	100.00
30	Tamil Nadu	12524	10410	83.12
31	Telangana	11009	4594	41.73
32	Tripura	1178	26	2.21
33	Uttar Pradesh	98379	24246	24.65
34	Uttarakhand	15473	15473	100.00
35	West Bengal	42040	33261	79.12
		<b>602912</b>	<b>366774</b>	<b>60.83</b>

2.30 On the issue of ranking of Gram Panchayats in connection with sanitation conditions, the Ministry informed that the ranking of villages will be done through Village Swachhata Index (VSI) and Out of 602912 villages, 434110 (about 72%) villages have been ranked.

2.31 On the issue of water availability for ODF villages, the Secretary apprised the Committee as under:-

"अब पानी की बात आती है, वाटर फॉर ओडीएफ सस्टेनेबिलिटी मेजर बात है। वाटर सप्लाई प्रियारिटी पर ओडीएफ गांव को दी जाती है। टेक्नोलाजी अपनाई जाती है, जहां कम पानी वाले टाएलेट होते हैं। वर्ल्ड बैंक के प्रोजेक्ट से जो पैसा मिलता है वह पानी पर लगाया जाए। मैं ओडीएफ वाटर फॉर सस्टेनेबिलिटी में तकनीक के बारे में कहना चाहता हूँ की ट्विन लीच पिट का मॉडल एप्रोप्रिएट तकनीक है, इसमें मल निकालने की जरूरत नहीं है, जब एक गड्ढा भर जाता है, इसे एक साल के लिए रख देते हैं तो इसे आर्गेनिक फर्टीलाइजर के रूप में इस्तेमाल कर सकते हैं। सैप्टिक टैंक से निकालने के बाद कहां डालें यह समस्या है। ट्विन पिट टेक्नोलाजी सस्ती भी है।

2.32 Asked about the verification and sustainability of ODF villages, the Ministry in their written reply stated as under:-

"The Ministry has issued Guidelines for Open Defecation Free (ODF) verification dated 3rd September, 2015. The guidelines prescribe at least two verifications to be carried out to verify the ODF status. The first verification is carried out within three months of the declaration. Thereafter, in order to ensure sustainability of ODF, one more verification is carried out after around six months of first verification. State Governments are conducting ODF verification using different processes. Some States are conducting ODF verification through inter-district teams. ODF declared and verified Villages are being entered on Online Integrated Management Information System (IMIS) maintained by Ministry, which is in public domain.

Guidelines for ODF Sustainability have been issued. Several workshops on ODF sustainability have been organized to formulate a strategy in consultation with all States, mining their experiences for best practices. Separate funds for ODF Sustainability have been earmarked at State and Districts level. Continuous monitoring is done through Nigrani Samitis. ODF villages are prioritised under other Government Schemes. ODF Sustainability Plans have been captured in Annual Implementation Plans. Special monitoring for ODF sustainability have been started."

2.33 The Secretary, Ministry of Drinking Water and Sanitation during evidence added as under:-

**"Multiple verifications after self-declaration of ODF**

- Village democratically declares itself ODF through Gram Sabha
- Third-party inter-district verification within 3 months
- Another verification of sustainability, 6 months after previous

**Third-party verifications**

- NARSS-90,000 households surveyed
- Quality Council of India-140000 households surveyed
- NSSO-70000 households surveyed
- National Level Monitors

**Sustainability**

- Sustainability protocol for ODF villages with continued IEC post ODF
- Sustainability linked funds"

2.34 During the evidence, when asked by the Committee about future plan of the Ministry keeping in view the increasing trend of population, the Secretary apprised the Committee as under:-

"Secondly, you asked about future. We are very conscious of the fact that the story does not end at all and it cannot. There are two things here. One is ODF as how do you sustain the game and then, how do you move to ODF as solid and liquid waste. गांव में स्वच्छता होनी चाहिए It has got to be clean. But what about the additional people about whom you spoke? We are very conscious about it. This will continue. By October, 2019, we will achieve ODF India but we will have to sustain it and have to address those issues. Part of the answer is, it can be done through behavior change. आइडिया यह है कि लोगों में जब यह हैबिट हो जायेगी, then they themselves will address this habit and they will build their own toilets. There may be Government assistance but as part of our strategy on going forward, हम इसकी एक स्ट्रेटजी बना रहे हैं which we will share with the MPs on how we sustain and how do we address issues which you have raised."

2.35 Further, on the issue of geo-tagging, the Secretary, MDWS during evidence apprised the Committee as under:-

"इसमें हमारे पास काफी विस्तृत डाटा है। हमारे एमआईएस में करीब 17 करोड़ नाम हैं। हमारे पास एक ऐप है, जो हम इन्चाइट करेंगे। हमने पहले भी कहा कि एमपीज उसे डाउन लोड कर लें। आपकी कांस्टीट्यूंसी में विलेज वाइज, हाउसहोल्ड वाइज नाम हैं। इसका नाम स्वच्छ ऐप है। It is swachhapp. You will find it very useful. इसमें विलेज वाइज, हाउसहोल्ड वाइज इन्फोर्मेशन है। If there are any mistakes in this, please let us know. Otherwise, this is very useful as individual household details are there. इसमें बेनिफिशरीज, जो टायलेट जा रहे हैं, उनकी वेरीफिकेशन होती है। There is 90 days of self-declaration of ODF. There has to be a verification. After 270 days, there has to be a sustainability verification. We have got all these safeguards built up. Then we have geo tagging of toilets. All toilets have to be geo tagged कि वास्तव में वे हैं या नहीं। इसका भी प्रावधान है। It has reached almost 80 per cent and you can check whether it has been built or not. We are trying to strengthen the system and we will try further as well. Broadly, I would thank you very much for the suggestions of the hon. Members and we are continuously trying to improve this programme and make sure that it is sustained."

2.36 When asked about the steps that have been taken by the Government to educate rural folk about the importance of sanitation facilities in order to eradicate the open defecation practice in the country, the Ministry informed as under:-

"Ministry is mainly focusing on behaviour change and achievement of ODF. Various IEC activities such as kalajathas, rallies, Inter Personal Communication (IPC), etc have been organized. Informed decision is one of the key parameters for improved sanitation and its sustenance. The most important factor in the success of environmental sanitation is behavioral change. For behavior change to happen, people need to be informed and educated. Interpersonal Communication has played an important role in the improvement of sanitation in the states. Various stakeholders play their roles in the IPC activities. Making the communication two-ways has been very effective in the implementation of sanitation projects. Workshop/ trainings are held from time to time, rallies are organised, and various media like print, electronics, Audio Visual and mass media tools, banners, posters etc. are utilised in the dissemination of sanitation awareness."



### (vii) Solid and Liquid Waste Management

2.37 Solid and Liquid Waste Management (SLWM) is one of the key components of the programme. To create clean villages, it is essential that the IEC interventions focus on Solid and Liquid Waste Management so as to create a felt need for these activities amongst the population. This must lead to the setting up of systems for the scientific disposal of waste in such a way that has a tangible impact on the population. The Community /Gram panchayat has to be motivated to come forward and demand for such a system, which they have to subsequently operate and maintain. A cap of Rs. 7/12/15/20 lakh to be applicable for Gram Panchayats having upto 150/300/500 more than 500 households on a Centre and State/GP sharing ratio of 60:40.

2.38 Following activities are being undertaken under Solid and Liquid Waste Management:-

- Construction of waste collection centres
- Menstrual hygiene Management activities
- Installation of Bio-gas plants
- Construction of compost pits
- Installation of dustbins
- System for collection, segregation and disposal of garbage
- Construction of drainage facility and Leach Pits
- Construction of Soakpits and Stabilization ponds
- IEC for SLWM
- Capacity Building for SLWM and Other SLWM related activities

2.39 Funds for Solid and Liquid Waste Management are not earmarked as Swachh Bharat Mission (Gramin) is a demand driven programme. However, State/UT wise Central share expenditure under SLWM during the last four years are as under:-

<b>State/UT-wise Central share expenditure under SLWM during last 4 years</b>					
Rs. in lakh					
<b>S.N.</b>	<b>State/UT Name</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>
1	A & N Islands	0	0.00	0.00	0.00
2	Andhra Pradesh	112.7	358.31	9.24	326.14
3	Arunachal Pradesh	104.47	393.22	817.51	129.50
4	Assam	0	4.98	0.00	9.69
5	Bihar	182.09	26.13	0.00	0.00
6	Chandigarh			0.00	0.00
7	Chhattisgarh	0.24	0.00	0.05	209.16
8	D & N Haveli			0.00	0.00
9	Daman & Diu	0	0.00	0.00	0.00

10	Goa	0	0.00	0.00	0.00
11	Gujarat	902.78	493.08	18.77	34.55
12	Haryana	595.58	890.74	2139.80	2555.33
13	Himachal Pradesh	82.96	398.58	943.96	1816.00
14	Jammu & Kashmir	0	0.00	0.00	0.80
15	Jharkhand	1.76	2.14	0.00	0.00
16	Karnataka	188.69	218.81	7.95	305.52
17	Kerala	295.73	111.75	23.67	748.77
18	Madhya Pradesh	7.37	0.77	79.47	64.32
19	Maharashtra	516.1	516.29	128.82	112.70
20	Manipur	0	0.00	0.00	0.00
21	Meghalaya	0	0.00	0.00	0.00
22	Mizoram	45.47	29.05	68.33	358.88
23	Nagaland	0	0.00	6.30	6.30
24	Odisha	0	0.00	0.19	1.90
25	Puducherry	0	0.00	0.00	0.00
26	Punjab	24.03	0.00	0.00	38.86
27	Rajasthan	31.28	316.72	40.87	68.22
28	Sikkim	35	0.00	143.34	0.00
29	Tamil Nadu	0	42.05	0.00	0.00
30	Telangana	135.48	71.96	106.57	276.79
31	Tripura	187.48	30.53	10.34	3.31
32	Uttar Pradesh	76.5	113.84	48.41	1.02
33	Uttarakhand	27.14	182.69	221.53	393.84
34	West Bengal	195.95	109.85	166.92	23.09
<b>Total</b>		<b>3748.8</b>	<b>4311.49</b>	<b>4982.04</b>	<b>7484.69</b>

2.40 On the issue of Solid and Liquid Waste Management, the Secretary, MDWS apprised the Committee during evidence as under:-

"इसमें एक बहुत महत्वपूर्ण कम्पोनेंट सॉलिड लिक्विड वेस्ट मैनेजमेंट है, इसके बारे में कई माननीय सदस्यों ने पूछा है। पंजाब और हरियाणा में खास तौर से वेस्ट वाटर की समस्या है। पाइप वाटर सप्लाय का 80 परसेंट वेस्ट वाटर में चला जाता है। इस समस्या के लिए सॉलिड लिक्विड वेस्ट मैनेजमेंट का भी प्रावधान है। इसमें काफी काम राज्य सरकारों ने किया, यह अन्य प्रोग्राम के कन्वर्जन के साथ खर्च होता है, जैसे मनरेगा में सोक पिट्स बन सकते हैं। बिहार सरकार ने नाली बनाने का प्रोग्राम किया है।"

**(viii) Swachh Bharat Kosh for dysfunctional toilets**

2.41 Swachh Bharat Kosh was set up in 2015 by the Ministry of Finance for channelizing the voluntary contribution from individuals and corporate sectors in response to the call given by Hon'ble Prime Minister to achieve the Swachh Bharat by 2 October, 2019. The contribution received under Swachh Bharat Kosh is directly released to the implementing agencies for various works under Swachh Bharat Mission, in consultation with the line Ministries, based on the proposals submitted by the implementing agencies with approval of the Governing Council of the Kosh.

2.42 The Ministry informed that funds from the Kosh are released to the States/UTs for renovation and repair of dysfunctional toilets in the villages.

2.43 The State/UT wise details of fund released and utilized for repair of dysfunctional toilets in respect of SBM(G) under Swachh Bharat Kosh are as under:-

S.N.	State/UT	Funds released (Rs. in crore)	Funds utilised as per IMIS (Rs. in crore)
1	A & N Islands	0.67	0.00
2	Assam	138.00	0.16
3	Maharashtra	52.16	4.69
4	Mizoram	15.31	0.03
5	Odisha	93.02	49.13
6	Tripura	100.70	75.41
	<b>Total</b>	<b>399.86</b>	<b>129.41</b>

2.44 On the issue of detail of defunct toilets, the Secretary of the Ministry of Drinking Water and Sanitation during evidence informed as under:-

"डिफंक्ट टायलेट के बारे में माननीय सदस्य के दो सुझाव थे। आपका सुझाव बहुत वेल्यूएबल है। जब यह प्रोग्राम शुरू हुआ, तब से करीब 40 लाख कन्वर्ट हो गए। आपकी बात सही है। कुछ राज्यों में हमें बताया गया, जैसे झारखंड, यू.पी. और मध्य प्रदेश में जो डिफंक्ट टायलेट्स हैं, एक्चुअली वे हाउसहोल्ड हैं या नहीं, इसका सर्वे करना चाहिए। जैसे आपने कहा कि जो नहीं हैं, उन्हें हम निकालेंगे। यह काम चल रहा है। आपने इस पर अच्छा सुझाव दिया है। We will try to complete it as soon as possible."

## CHAPTER-III

### **INFORMATION, EDUCATION AND COMMUNICATION (IEC) ALONG WITH VARIOUS INITIATIVES BEING TAKEN BY MDWS**

#### **(i) Information, Education and Communication (IEC)**

3.1 Information, Education and Communication (IEC) is an extremely important component of Swachh Bharat Mission (Gramin) that lays the basis for successful implementation of the programme. It serves as a platform for informing, educating and persuading people to realize their roles, responsibilities and benefits accruing from investing in right sanitation practices. IEC play a very critical role in bringing behavior change on various aspects of safe sanitation, creating effective demand, usage and links to health and hygiene. The role of IEC in demand generation for sanitary facilities is well recognized. The Sanitation programme for its success and sustainability requires empowered, well aware and skilled stakeholders capable of planning, implementation, operation, maintenance and management of sanitation schemes.

3.2 Up to 8% of total resources can be spent on Information, Education and Communication (IEC) - of these 5% are to be spent at the State and district levels. The States have been advised to spend at least 60% of IEC funds for inter-personal communication (IPC) activities. Many States are focusing on community approach, wherein the people are directly triggered and made aware about the importance of sanitation and hygiene using some triggering tools. Besides, conventional IEC tools are also used to educate the people. Trainings of Collectors and key stakeholders are being done regularly on people's education. Conventional IEC approaches like posters, pamphlets, wall writing, etc. may be undertaken but they have limited appeal and impact. The best way to create impact has been to follow a holistic approach that empowers communities through participatory, methodologies, which 'trigger' the minds of the community members to take informed decisions regarding their sanitation status. The communication at community level can be supplemented by a mass media Behavior Change Communication (BCC) initiative, which focuses on changing social and cultural norms regarding open defecation and maintaining a clean environment, which will not only change behaviors, but most importantly, support sustainability of the behavior change.

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

3.4 The following activities are being undertaken under IEC State Level/District/Block level:

- Song & drama activities
- Wall writing and Street plays
- Melas organized
- Hoardings/ banners and Picture frames
- Group meetings
- Participatory Rural Appraisal
- Exhibition
- Radio Spots
- TV spots
- Audio visual publicity
- School Rally
- Awareness cum inaugural workshop
- Inter-personal communication
- Distribution of IEC materials
- Swachhata Rath
- Payment to Swachhagrahis
- IEC equipment

3.5 On being asked whether the Ministry has undertaken any research activities etc. to reduce use of water in toilets or use of biochemical technology to convert the waste into fertilizer, the Ministry explained as under:-

"Ministry has undertaken a study on the construction of low cost hygienic rural toilet using prefabricated structure made up on waste plastic stone block (Plastone). Also, Ministry is promoting the steep slope rural pan, in which only 1 to 1.5 liter of water is required flushing.

The Ministry is also launching a nationwide mass media campaign under the Darwaza Band series to promote the twin pit toilet in June 2018. The campaign features leading actors, Amitabh Bachchan, Akshay Kumar and Bhumi Pednekar."

3.6 During the evidence, the Secretary of the Ministry also explained various activities being taken by the Ministry:-

- Satyagraha se Swachhagraha - 3-10 April, 2018- Over 20,000 Swachhagrahis mass- triggering Bihar.
- Massive mobilization of people under Swachhata Hi Seva Campaign
- Women Sarpanch mobilization under "Swachh Shakti"
- 36 Key Resource Centres identified for Capacity Building
- Special cross- sectoral initiatives like Swachh Iconic places upscaled

**(ii) Interpersonal Communication under IEC**

3.7 Under Interpersonal Communication, 4 lakhs Swachhagrahis are working actively on the field. They are the foot soldiers of SBM(G) and the key pillars of inter personal communication at the Community Level. The target is to reach 6.5 lakhs by March, 2019.

3.8 The Ministry also informed that the States and Districts are moving towards having atleast a minimum of one IEC Consultant at State and District levels. IEC capacities of laggard States of Uttar Pradesh, Bihar and Odisha were strengthened by deputing two IEC consultants in each State Mission Office.

**(iii) Swachhata Raths**

3.9 The Committee were informed that 1200 Swachhata Raths were rolled out over a special 15 day campaign and many continue to run even today. Roll out of 'Swachhata Rath' across the villages proved to be a very effective IEC strategy for engaging community members using IPEC and IEC materials primarily Audio-visual and printed panels with key messages on various themes. Raths are mobile IEC Vans usually mounted on mini-trucks equipped with LED Panels, audio system, printed panels/creative etc. on the van. Nukkad Natak team, Folk artists, Anchor and technical support team also accompany the Rath.

**(iv) Namami Gange Programme**

3.10 Namami Gange Programme is an initiative of the Ministry of Water Resources, comprising of making villages on the bank of River Ganga Open Defecation Free (ODF) and interventions dealing with solid and liquid waste management. This is being implemented by Ministry of Drinking Water and Sanitation. All 4470 villages located across 52 districts of Uttarakhand, Uttar Pradesh, Bihar, Jharkhand and West Bengal have been made ODF by MDWS with active help from State Governments.

3.11 The Ministry has taken an initiative to make 24 ODF Ganga villages (3 from Uttarakhand, 5 from Jharkhand, 4 from Bihar, 2 from West Bengal and 10 from UP) as Ganga Grams. Ganga gram is a concept given by National Mission of Clean Ganga (NMCG). This is expected to ensure enhanced momentum of discourse on issues in Ganga villages, ensure wider attention to successful approaches towards SLWM intervention and public participation followed by integrated approach delineated in the guidelines of Ganga Grams.

**(v) Swachh Iconic Places**

3.12 The Government has undertaken an initiative of Swachh Iconic Places (SIP), wherein special efforts for cleaning up 100 iconic places of the country are being taken up. In the First Phase of this initiative, 10 sites have been taken up, where implementation is in progress. State-wise iconic places selected are as under:-

Sl. No.	Iconic Places	State	Sponsors
1.	Ajmer Sharif Dargah, Ajmer	Rajasthan	Hindustan Zinc India Ltd., Vedanta Group
2.	Chatrapati Shivaji Terminus (CST), Mumbai	Maharashtra	State Bank of India (SBI)
3.	Mata Vaishno Devi, Katra	Jammu & Kashmir	Indian Oil Corporation Ltd.
4.	Golden Temple, Amritsar	Punjab	Hindustan Petroleum Corporation Ltd
5.	Kamakhya Devi Shrine, Guwahati	Assam	Oil India
6.	Manikarnika Ghat, Varanasi	Uttar Pradesh	Northern Coal Field Ltd.
7.	Meenakshi Temple, Madurai	Tamil Nadu	Bharat Petroleum corporation Ltd.

8	Taj Mahal, Agra	Uttar Pradesh	Gas Authority of India Ltd. (GAIL)
9.	Tirumala Tirupathi Devasthanams, Tirupati	Andhra Pradesh	Oil and Natural Gas Corporation and Neyveli Lignite Corporation India Ltd.
10.	Shri Jagannatha Temple, Puri	Odisha	National Aluminum Company Ltd. (NALCO)

3.13 In the second phase of Swachh Iconic Places, 10 more sites are being taken up, where action plan is under preparation. The details of places are as under:

#### SECOND PHASE

Sl. No.	Iconic Places	State	Sponsors
1.	Gangotri	Uttarakhand	Oil and Natural Gas Corporation
2.	Yamunotri	Uttarakhand	Gas Authority of India Ltd. (GAIL)
3.	Charminar, Hyderabad	Telangana	National Thermal Power Corporation Ltd. (NTPC)
4.	Somnath Temple, Gir Somnath	Gujarat	IDEA Cellular
5.	Kalady (Birth place of Shankaracharya), Ernakulam	Kerala	Bharat Petroleum Corporation Ltd. (BPCL)
6.	Mahakaleshwar Temple, Ujjain	Madhya Pradesh	National Hydro Power Corporation Ltd. (NHPC)
7.	Baidyanath Dham, Deoghar	Jharkhand	Power Grid Corporation of India Ltd. (PGIL)
8.	Gaya Teerth, Gaya	Bihar	Indian Oil Corporation Ltd. (IOCL)
9.	Convent and church of St. Francis of Assisi, Goa	Goa	Airport Authority of India
10.	Gomateshwara Temple, Shravanbelagola	Karnataka	Hindustan Aeronautics Ltd.

3.14 The Ministry informed that the development work in iconic places were carried out with support of Public Sector Undertakings/Corporates and State Governments. No, separate funds have been given to State Government by Central Government for this purpose.



**(vi) Research and Development (R & D) activities**

3.15 To further Research and Development in the field of sanitation, 100 % funding to research organizations including NGOs is given by the Central Government. A Research Advisory Committee under the Chairmanship of Secretary (DWS) has been constituted primarily to promote research and development activities for sanitation. The major areas for R & D in sanitation include technological and programmatic area.

3.16 The Committee also informed that to strengthen R & D facilities in the concerned Departments in various States, State Governments are encouraged to establish R & D cells with adequate manpower and infrastructure. R &D Cells are required to remain in touch with premier Technical Institutions within the State. The network of Technical Institutions may follow the guidelines issued by the Ministry from time to time for effective implementation of the rural sanitation programme. R &D Cells are also required to be in constant touch with the Monitoring & Investigations divisions and the Monitoring & Evaluation Study Reports for initiating appropriate follow up action.

**(vii) Key Resource Centres (KRCs)**

3.17 The Ministry of Drinking Water and Sanitation has empanelled 36 Organizations/Institutions to work as Key Resource Centres (KRCs).

3.18 The Ministry informed that Key Resource Centres are providing support to States and Districts for a comprehensive and sustained capacity building that would built a permanent capacity to manage program functions and deliver services. The KRCs are supporting structured capacity building programs for Community leadership, demand stimulation, triggering for collective behavioral change, training on technological options for rural sanitation at the household and community levels, SLWM and operation and maintenance of services and facilities.

**(viii) Monitoring mechanism**

3.19 When asked about the monitoring mechanism for evaluation of Swachh Bharat Mission (Gramin), the Ministry summarized as under:-

"The Online Monitoring System of Swachh Bharat Mission (Gramin) tracks progress in every village of every State on a real time basis. Further to keep pace with the modern IT tools, provision is now available to send automatic reminders on identified dates to State Secretaries and SBM(G) Coordinators of each district to report physical and financial progress by the due dates. Provision has also been made to issue SMSs to field functionaries and State Secretaries on group messages to be sent through online monitoring system. An online automated sms system to communicate with beneficiaries and an online complaint redressal system is being put in place. A Mobile application for uploading photographs of toilets constructed after 2nd October 2014 has been launched. Every toilet built under SBMG is geo- tagged. A SwachhApp has been developed that provides online information on sanitation status up to household level. The citizens can also do ranking of swachhta on the Swachh App. A module for monitoring ODF is also available on the IMIS.

Periodic review meetings are conducted to review the physical and financial progress in the implementation of schemes in all the states. Beside review meetings, regular video conferences are also organized to review progress of SBM (G) and to suggest corrective measures wherever required to achieve physical and financial objectives. Also, officers from GoI visit the States lagging behind in the pace of implementation of the scheme to expedite their implementation so as to achieve the project objectives within the stipulated period.

A recent survey conducted by an Independent Verification Agency across 90,000 households in over 6000 villages has found the rural toilet coverage to be 77% and the usage of these toilets to be 93.4%. Two independent surveys conducted in the past by the Quality Council of India in 2017, and National Sample Survey Organization in 2016, have pegged the usage of these toilets at 91% and 95% respectively."

3.20 During evidence, the Secretary of the Ministry further added as under:-

"Verification is only one of the tools. But ultimately, we welcome feedback from you. We have national level monitors on which you also asked a question. We are trying to make the programme as robust as possible and we take your comments wholeheartedly and try to make sure that on the ground, the situation reflects reality."

**CHAPTER-IV**  
**UNSPENT BALANCES**

4.1 The State/UT-wise details of unspent balances under SBM(G) during the last 3 years are as under:-

S.N.	State/UT	Rs. In crore			
		2015-16	2016-17	2017-18	2018-19 (As on 24.5.2018)
1	A & N Islands	3.40	6.20	30.79	18.94
2	Andhra Pradesh	85.97	13.04	-52.09	420.16
3	Arunachal Pradesh	14.66	14.86	100.75	95.17
4	Assam	161.11	340.36	770.81	606.30
5	Bihar	42.00	25.67	701.70	2764.62
6	Chhattisgarh	-59.63	116.00	187.27	214.77
7	D & N Haveli	0.01	0.01	17.51	15.55
8	Daman & Diu		0.00	2.00	1.01
9	Goa	-3.34	-3.34	-9.11	-24.26
10	Gujarat	-46.88	78.08	52.96	38.38
11	Haryana	7.74	42.36	8.46	7.23
12	Himachal Pradesh	52.83	89.06	85.95	82.01
13	Jammu & Kashmir	53.99	60.33	93.63	361.26
14	Jharkhand	-122.77	-90.70	28.77	221.08
15	Karnataka	-50.41	-30.37	147.34	331.74
16	Kerala	28.91	87.75	74.32	73.85
17	Madhya Pradesh	-156.34	-66.45	516.87	866.68
18	Maharashtra	-43.33	-131.19	190.21	144.54
19	Manipur	-4.66	45.28	87.68	79.04
20	Meghalaya	17.28	51.87	118.68	116.15
21	Mizoram	3.64	10.32	23.10	27.06
22	Nagaland	3.02	23.25	86.21	53.13
23	Odisha	-506.31	-510.71	-537.00	436.71
24	Puducherry	6.63	3.98	44.61	43.19
25	Punjab	-16.55	107.20	329.40	326.62
26	Rajasthan	-305.98	-591.85	-202.75	-225.21
27	Sikkim	5.15	9.18	15.91	15.90
28	Tamil Nadu	-241.10	-210.19	-156.01	-215.24
29	Telangana	58.14	19.88	176.19	27.14
30	Tripura	36.07	41.58	26.21	24.57
31	Uttar Pradesh	269.22	290.29	1247.11	2836.82
32	Uttarakhand	-16.58	182.47	140.35	136.37
33	West Bengal	-162.20	-344.74	-150.41	-30.45
		<b>-886.27</b>	<b>-320.50</b>	<b>4197.38</b>	<b>9890.84</b>

4.2 During the year 2017-18 and 2018-19 as on 24.05.2018, there are unspent balances to the tune of Rs. 4197.38 crore and Rs. 9890.84 crore respectively under Swachh Bharat Mission (Gramin) lying with different States/UTs.

4.3 States like Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Odisha, Punjab, Jammu & Kashmir and Uttar Pradesh have large amount of unspent balances under the programme.

4.4 Asked to spell out the reasons for accumulation of unspent balances in SBM(G), the Ministry submitted as under:-

"The reasons for high unspent balance in some States under SBM(G) are as under:-

- Inadequate capacity at grass root level
- Existence of revolving funds and leveraging other sources of credit."

4.5 To a pointed query about the steps being taken by the Ministry to utilize the unspent balances, the Ministry in their written note submitted to the Committee as under:-

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

**PART II****OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE****1. Swachh Bharat Mission (Gramin)- An overview**

The Committee observe that the Central Rural Sanitation Programme (CRSP) was launched 32 years back in 1986 with a view to have a nationwide focus on rural sanitation. The programme was subsequently restructured as Total Sanitation Campaign (TSC) in 1999 and again as Nirmal Bharat Abhiyan in 2012. To significantly upscale the programme and bring the nations focus on the issue of sanitation, the Government of India had again restructured the programme and launched it as Swachh Bharat Mission (Gramin) on 2<sup>nd</sup> October, 2014 to accelerate efforts to achieve universal sanitation coverage, improve cleanliness and eliminate Open Defecation in India by 2<sup>nd</sup> October, 2019. The concept of Swachh Bharat Mission (G) is to focus on behaviour change and provide sanitation facilities to every family in the rural areas, including toilets, solid and liquid waste disposal systems and also motivate sustainable sanitation for overall village cleanliness and improvement in the general quality of life in the rural areas.

In the above context, the Committee are of the view that the dream of father of Nation for total sanitation for all and a clean India is still elusive. The Committee observe that safe sanitation and cleanliness is most important for physical well-being and a healthy environment of every society. It has bearing on public and personal hygiene. It is essential for everyone to understand the positive impact of cleanliness, hygiene, sanitation on the eco-system and also the various diseases that are caused due to poor hygienic conditions. The Committee are of the view that perfect sanitation makes an 'ideal village'. Therefore, the Committee strongly feel the need for ensuring all steps needed to be taken to achieve the desired objectives of

universal sanitation coverage and eliminate open defecation in India by 2nd October, 2019 and urges upon the Ministry to expedite its efforts for attaining the said goal and thereby paying befitting tribute to the Father of the Nation, Mahatma Gandhi, on his 150th birth anniversary.

*(Recommendation 2.1)*

**2. Sanitation Coverage**

The Ministry of Drinking Water and Sanitation (MDWS) have claimed about 84 % of sanitation coverage in the rural areas of the Country as on 24<sup>th</sup> May, 2018. However, contrary to the figures being projected by the Ministry, the Committee while examining the subject were of the view that the sanitation coverage figures seemed to be more on "Paper" but the actual progress at the ground level is very lethargic. Even a village with 100 % household toilets cannot be declared ODF till all the inhabitants start using them. The main thrust of the Government should be on the usage of toilets as mere building of toilets alone is not sufficient for the realization of actual vision of an ODF country. The visible reality through the experiences reveal that much more is needed to be done so as to obtain the "behavioural change" in rural populace to attain the real motive behind the programme. In wake of this serious concern, the Committee strongly recommends MDWS to bring about a radical transformation in the "behavioural" aspects of the rural masses by inculcating in them a sense of hygiene and well being through mass extensive awareness campaigns and other suitable mechanisms, so that the gap in the figures projected and the ground reality may be abridged for the betterment of the country. The Committee may also be duly apprised of the new initiatives taken in this regard.

*(Recommendation 2.2)*

3. **Sanitation Coverage of Lagging behind States**

The Committee while undergoing the sanitation coverage across the States found that the performance of some of the States i.e. Bihar, Uttar Pradesh, Jammu & Kashmir and Odisha etc. are very low. Appalled by the slackness of sanitation coverage in these States, the Committee enquired from the Ministry about the state of affairs, in response to which the Ministry informed that they are aware of it and have given special emphasis to the said States through various innovative measures. In this context, Secretary of the Ministry of Drinking Water and Sanitation candidly admitted before the Committee about the dismal performance of bigger States and assured the Committee that the Government will take all necessary steps and will provide extra budgetary resources also to these States to improve the situation. The Committee observe that the efforts made by the Government are not complete if the issue of awareness generation is left behind in this demand driven programme across the States for a pan-India increase in sanitation coverage. In view of the above, the Committee are of the firm view that the Ministry should pay more attention towards pace of sanitation in the low performing States like Bihar, Uttar Pradesh, Jammu & Kashmir and Odisha on war footing. The Committee would also like to be apprised of the follow up action by the Ministry in this regard.

*(Recommendation 2.3)*

4. **Quality of IHHL under SBM (G)**

The Committee are of the view that no amount of infrastructural development under SBM (G) will sustain ODF until and unless the issue of durability and quality of construction of toilets is taken due care of. The Committee are wary of the poor nature of construction and low quality of raw materials being used in the construction of toilets under SBM (G) as found by Members themselves and through different feed-backs. It is a serious cause of concern and the Committee, thus, presses upon the Ministry to ensure that quality of raw materials used for construction of toilets under SBM (G) are of a good standard commensurate with the amount being spent as incentive to the beneficiaries without any compromise.

(Recommendation 2.4)

5. **Deletion of Defunct Toilets data from the portal**

To have sound credibility on the ODF data, survey and regular re-survey needs to be done in order to identify and rectify the defunct toilets over a period of time. The inclusion of the number of toilet in the data does not reveal a real picture of ODF until and unless the "coverage" data and "usable" data in regard to the functional toilets are same. Taking note of this, the Committee recommends the Ministry to review its data time to time and delete the number of defunct toilets from the list to have a real picture of constructed and functional toilets in the country.

(Recommendation 2.5)



**6. Community Sanitary Complexes (CSCs)**

As per the goal of the Swachh Bharat Mission (Gramin), the Government is committed to achieve the dream of "Swachh Bharat" by October, 2019, which indeed is a noble and welfare vision for the health and well-being of the citizens' of the Country. The Committee, delving deep, into the bottlenecks faced by the Ministry in the realization of the goal could find that among major challenges, the type and sizes of rural houses also threw constraints like (water availability, sewer feasibility issues etc.) in constructing individual household latrines. Therefore, the Committee are of the opinion that to ward off such challenges, MDWS should, instead, concentrate on the idea of construction of more Community Sanitary Complexes (CSCs) at designated places with proper infrastructure that could cater to large population. The information by the Ministry shows that the progress of construction of Community Sanitary Complexes (CSCs) is not very encouraging. The Ministry must examine the reasons for such a poor response to the Community Sanitary Complexes keeping in view the issues of maintenance and sustainability of such Complexes also.

The Committee also found that wherever operational, these CSCs were being run by the Gram Panchayats. It was also felt by the Committee that modalities can be devised by the MDWS to provide due incentives to the Gram Panchayats for maintenance of CSCs so that non-sustenance of such complexes do not take place. In view of the above, the Committee strongly recommends the Ministry to construct more CSCs alongwith developing a mechanism of incentivizing the GPs for maintenance of such CSCs.

*(Recommendation 2.6)*

**7. Accuracy of data**

While appreciating the information furnished by the Ministry during the course of examination of SBM (G) regarding its claim that 77 % households in rural India have access to toilets and about 93 % of them use toilets regularly, the Committee feel that if the findings of the survey are to be believed, the situation looks very encouraging. However, it has been observed in the past that fall back rate of ODF declared villages were very high, either due to filing of wrong information regarding attaining of ODF or due to non-sustainability of toilets, such villages reverted back to open defecation, thus rendering the entire exercise futile, while on data, they remain ODF. Therefore, the Committee strongly recommends that the Ministry must collect the information on ODF declared villages accurately on continuous basis either through institutional mechanism or through resurvey of these areas. The independent flow of such information from the local institutions of people like PRIs may also enhance the accuracy of facts.

*(Recommendation 2.7)*

8. **Water availability**

At a time, when the major parts of the Country are under severe water shortage, the idea of attaining ODF status for 100 % sanitation coverage across the nation seems farcical. Availability of water resource is of utmost importance and mere construction of toilets without water is of no use and wastage of resources. The Committee, while taking into cognizance of such alarming situation calls upon the MDWS to look into the matter earnestly and ensure that alongwith construction of toilets, availability of water is mandatorily done. The Committee feel that the priority of Government should not be limited to the construction of infrastructure only but also be pragmatic enough to give priority to the essential needs for toilet usages. Therefore, the Committee strongly recommend the Ministry to prioritize the provision of water availability along with the construction of toilets under SBM and apprise the Committee of actual figures of toilets constructed having water facilities.

*(Recommendation 2.8)*

9. **Solid and Liquid Waste Management**

The Committee note that the Solid and Liquid Waste Management (SLWM) is one of the key components of the programme. To create clean villages, it is essential that the IEC interventions focus on SLWM so as to create a felt need for these activities amongst the rural population. This must lead to the setting up of systems for the scientific disposal of waste in such a way that has a tangible impact on the population. The Committee are of the view that Solid and Liquid Waste Management in States/UTs has traditionally represented a unique challenge in rural areas, as the practice of open and indiscriminate dumping of

solid and liquid waste drive severe public health impacts as well as disrupts ecological indicators. The lack of waste segregation and dispersed population have traditionally proved to be roadblocks in bringing economically viable market-based solutions.

The Committee find that in the recent past massive uptake of huge number of SLWM works under MGNREGA etc. has been done but overall setting up of Solid and Liquid Waste Management infrastructure has been disappointing.

In view of the above, the Committee feel that our country which is growing at a faster rate also poses new challenges of sanitation. Besides constructing latrines, bringing behavioural changes and achieving ODF etc., the management of Solid and Liquid Waste in rural areas is also a major challenge of sanitation. The Committee find that there are some good examples of solid waste management especially in southern States but Liquid waste management is still an area which is to get the due attention. The Committee are strongly of the view that lack of safe disposal of waste will create contamination and will persistently pose a threat to the health and well being. Therefore, the Committee implores upon MDWS to devise new and effective strategies for yielding better results in terms of solid and liquid waste management associated with the SBM (G).

*(Recommendation 2.9)*

**10. Creation of Job Resources**

The Committee while taking note of the nitty - gritty involved in Solid and Liquid Waste Management in regard to the SBM (G) are of the view that there is a huge potential for employment generation associated with this facet of the SBM (G). In accordance with the information provided by the Ministry, there are various avenues for tapping human resources for generating employment alongwith revenue such as biomass plants, using plastics for road construction and setting up irrigation systems to reuse grey water etc. The need of the hour is to create due awareness in the rural youths to take up such solid waste management activities through strategic policy measures and, thus, the Committee desire that MDWS formulate new mechanism for pushing through the aim of employment generation under SBM (G) as part of long term sustainability of the Yojana.

*(Recommendation 2.10)*

**11. Unspent Balances**

The Committee find that during the year 2018-19 (as on 24.05.2018) there was huge unspent balance to the tune of Rs. 9890.84 crore under SBM(G). The Committee are concerned to note that the problem of unspent balance is more prominent in certain States than others under SBM(G). The Committee also find that States like Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Odisha, Punjab, Jammu & Kashmir and Uttar Pradesh have large amount of unspent balances. For instance, in Uttar Pradesh Rs. 2836.82 crore, in Bihar Rs. 2764.62 crore, in Madhya Pradesh Rs. 866.68 crore, in Assam Rs. 606.30 crore, in Odisha Rs. 436.71 crore, in Andhra Pradesh Rs. 420.16 crore are lying unspent.

The Committee find broad reasons responsible for unspent balances has been inadequate capacity building at grass root level and existence of revolving funds and leveraging other sources of credit etc. 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 and strict monitoring. The Committee also feel that more and more interactions and visits of Secretary, MoDWS are required for liquidating such huge unspent balances in different States. The Committee further recommend the Government that if the State Implementing Agencies are not utilizing the normal allocation, the Central Government may frame out State specific action plan to liquidate the unspent balances.

*(Recommendation 2.11)*

**12. Release of Central shares**

Continuing with the issue of unspent balances getting accrued over a period of time in various States due to plethora of reasons, the Committee have taken serious view of the modalities of disbursement of installment of Central Share to the States while the pile of unspent balances are increasing. The Committee are perplexed as to how this can take place if the installments are not released unless the Utilization Certificates (UCs) are duly received by the Central Government. Thus, the Committee, strongly recommends that the installments of central share be strictly released in accordance with the guidelines of SBM (G) only after ascertaining the veracity of UCs and use of unspent balances within stipulated time frame by the States. The Committee may also be apprised of the dates of installment releases by the Centre to the States.

(Recommendation 2.12)

**13. Participation of NGOs/Social Organizations**

The Government has taken an important initiative towards sanitation through “Swachh Bharat Abhiyan” and the aim of the scheme is involvement of each and every person in improvement of sanitation of society by October, 2019. Because sanitation is only possible to improve when each and every strata of society take sanitation as own responsibility. Apart from the role of government, there is a need for participation of other entity also like Non-Government organizations (NGO)/Social Organizations etc. The Committee feel that NGOs could play vital role in promoting sanitation in rural sector thereby routing a proper road map for the purpose.

The Committee, therefore, urge the Government that there is need to accelerate involvement of all social workers, corporate sector as well as other entities like NGOs, individuals, social organisations in creating awareness and achieving universal sanitation coverage among the rural masses.

*(Recommendation 2.13)*

14. **Monitoring and Evaluation (M&E) under SBM(G)**

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

*(Recommendation 2.14)*

NEW DELHI;  
13 July, 2018  
22 Ashadha, 1939 (Saka)

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



**MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 16 APRIL, 2018**

The Committee sat from 1100 hrs. to 1230 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

Dr. P. Venugopal - *Chairperson*

**Members  
Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shri Gokaraju Ganga Raju
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Prahlad Singh Patel
7. Dr. Yashwant Singh
8. Shri Balka Suman
9. Shri Kamakhya Prasad Tasa
10. Shri Ajay Misra (Teni)

**Rajya Sabha**

11. Smt. Shanta Chhetri
12. Shri Shamsher Singh Dullo
13. Shri Javed Ali Khan
14. Shri Narayan Lal Panchariya
15. Shri A.K. Selvaraj
16. Shri Lal Sinh Vadodia

**Secretariat**

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

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

1. Shri Parameswaran Iyer - Secretary
2. Shri Arun Baroka - Joint Secretary
3. Smt. V. Radha - Joint Secretary
4. Dr. Sonali Ghosh - Director
5. Shri Mahesh Thakur - Deputy Secretary
6. Shri Santosh R. - Assistant Adviser

2. At the outset, the Chairperson welcomed the Members of the Committee to the sitting convened to take briefing of the representatives of the Ministry of Drinking Water & Sanitation in connection with the examination of the subject 'Swachh Bharat Abhiyan in States/UTs'.

*[Witnesses were then called in]*

3. After welcoming the witnesses the Chairperson read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings. Hon'ble Chairperson further outlined about the objectives to be achieved under the SBM-G programme stressing upon its goal of meeting the country "Open Defecation Free" by 2nd October, 2019. Thereafter, the Secretary, Ministry of Drinking Water & Sanitation with the help of a Power Point Presentation *inter-alia* highlighted the objectives of Swachh Bharat Mission (Gramin) [SBM(G)], progress made so far state-wise in terms of construction of Individual Household Latrines (IHHL), state-wise percentage of ODF declared village, Budget allocation, water availability alongwith various recent initiatives being undertaken by the Government for the success of yojanas, and their impact till date, etc.

4. Pursuant to the power-point presentation, Members raised individual queries one by one. These *inter-alia* included issues pertaining to the discrepancy in data regarding declaration of states as ODF, supply of utilisation certificates, modalities of fund release, verification of constructed toilets, non-availability of water as hindrance in sanitation achievement, management of waste-water from households, need of community toilets, etc. The Secretary, Ministry of Drinking Water & Sanitation elaborately responded to the queries of Members. The Chairperson thanked the representatives of Ministry of Drinking Water & Sanitation for briefing the Committee and directed that written replies to unanswered queries arising out of the points raised by Members be sent to the Secretariat as early as possible.

*[The Witnesses then withdrew]*

5. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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**Appendix-II****MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 13<sup>th</sup> July, 2018**

The Committee sat from 1500 hrs. to 1525 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**  
**Lok Sabha**

2. Shri Vijay Kumar Handak
3. Shri Jugal Kishore Sharma
4. Shri Prahlad Singh Patel
5. Dr. Yashwant Singh

**Rajya Sabha**

6. Smt. Shanta Chhetri
7. Shri Shamsher Singh Dullo
8. Shri Javed Ali Khan
9. Shri K.T.S. Tulsi
10. Shri Lal Sinh Vadodia

**Secretariat**

- |    |                    |   |                      |
|----|--------------------|---|----------------------|
| 1. | Shri Abhijit Kumar | - | Additional Secretary |
| 2. | Shri S. Chaterjee  | - | Director             |
| 3. | Smt. B. Visala     | - | Additional Director  |

2. At the outset, the Chairperson welcomed the Members of the Committee to the sitting convened to consider and adopt Draft Report on 'Swachh Bharat Mission - Gramin In States/UTs'.

3. Thereafter, the Committee took up for consideration of the aforementioned Draft Reports and adopted the same without any modification. The Committee also authorized the Chairperson to finalize the Draft Report taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present/lay the same to both the Houses of Parliament.

The Committee then adjourned.