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**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2009-2010)**

FIFTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

**(DEPARTMENT OF DRINKING
WATER SUPPLY)**

**DEMANDS FOR GRANTS
(2010-2011)**

EIGHTH REPORT



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**LOK SABHA SECRETARIAT
NEW DELHI**

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SUPPLY)

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(2010-2011)

Presented to Lok Sabha on 16 April, 2010

Laid in Rajya Sabha on 16 April, 2010



LOK SABHA SECRETARIAT
NEW DELHI

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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE.....	(iii)
INTRODUCTION.....	(v)
ABBREVIATIONS.....	(vii)

REPORT

CHAPTER I	Introductory.....	1
CHAPTER II	Status of implementation of the recommendations made by the Committee.....	3
CHAPTER III	General Analysis.....	4
	(i) Expenditure by the Department of Drinking Water Supply from 2007-08.....	4
	(ii) Share of the budgetary allocation of the Department to the GDP.....	6
	(iii) Non-plan expenditure.....	8
	(iv) Performance during the Eleventh Five Year Plan (2007-12).....	9
	(v) Preparedness for Twelfth (2012-17) Plan.....	10
CHAPTER IV	Major Issues.....	12
	(i) Current scenario of Drinking Water and Sanitation in rural areas.....	12
	(ii) Coverage of Anganwadi toilets.....	14
	(iii) Infrastructure for Piped water supply in all rural habitations.....	15
	(iv) Quality of Water Supply.....	17
	(v) Major recommendations of Twelfth and Thirteenth Finance Commissions.....	20
	(vi) Impact assessment studies.....	23
	(vii) Bharat Nirman and NRDWP.....	27
CHAPTER V	Scheme-wise assessment analysis.....	29
	I. Performance of NRDWP during 2009-10.....	29
	(i) Components of NRDWP.....	29
	(a) Financial Performance.....	30
	(b) Physical Performance of the Department....	32
	(c) Physical versus Financial Achievement.....	33

	PAGE
II. Total Sanitation Campaign (TSC).....	33
(a) Objectives.....	34
(b) Financial Performance.....	34
(c) Physical Performance.....	36
(d) Cost of construction of toilets.....	37
(e) Problems being faced by the Department in achieving the targets.....	38 40
(f) Financial versus Physical Performance.....	40

APPENDICES

I. Rajiv Gandhi National Drinking Water Mission (RGNDWM) Ministry of Rural Development/Department of Drinking Water Supply Financial Requirement Summary of Demands for Grants.....	42
II. Financial Progress under Rural Water Supply Programme during 2009-10 till 31.12.2009 (States/UTs).....	44
III. Total Sanitation Campaign (TSC) State-wise release position under TSC during the year 2009-10 as on 31.12.2009.....	47
IV. Coverage of targeted quality affected habitations <i>vis-à-vis</i> the achievement during 2009-10.....	49
V. Recommended grants for local bodies.....	51
VI. State-wise position for the three categories, as in March, 2010.....	53
VII. Coverage of Habitations (month-wise) under NRDWP during 2009-10.....	56
VIII. State-wise Physical Achievement 2009-10 under NRDWP....	58
IX. Total Sanitation Campaign (TSC) Percentage-wise achievement as per progress reported by States against census 2001 total households	61
X. Performance of IHHL, school toilet and Anganwadi toilet during 2008-09 and 2009-10.....	64
XI. Extracts of the Minutes of the twelfth sitting of the Committee held on 19 March, 2010 (1100 hrs.).....	66
XII. Extracts of the Minutes of the sixteenth sitting of the Committee held on 9 April, 2010 (1500 hrs.).....	69
XIII. Statement of Recommendations/Observations.....	71

COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2009-2010)

Shrimati Sumitra Mahajan—*Chairperson*

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- | | | |
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| 2. Shri V.R. Ramesh | — | <i>Director</i> |
| 3. Shri Sundar Prasad Das | — | <i>Under Secretary</i> |

*Consequent upon the resignation of Shri Ajay Singh Chautala from the membership of Rajya Sabha *w.e.f.* 3rd November, 2009 *vide* Notification No. RS.10/2009-T dated 6 November, 2009.

**Vacant consequent upon the retirement of Shri Silvius Condpan from Rajya Sabha *w.e.f.* 2nd April, 2010.

INTRODUCTION

1. the Chairperson of the Standing Committee on Rural Development (2009-2010) having been authorized by the Committee to submit the Report on their behalf, present the Eighth Report on Demands for Grants (2010-2011) of the Department of Drinking Water Supply (Ministry of Rural Development).

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

3. The Committee took evidence of the representatives of the Department of Drinking Water Supply of the Ministry of Rural Development on 19 March, 2010.

4. The Report was considered and adopted by the Committee at their sitting held on 9 April, 2010.

5. The Committee wish to express their thanks to the officials of the Department of Drinking Water Supply (Ministry of Rural Development) 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 April, 2010

23 Chaitra, 1932 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

ABBREVIATIONS

ACA	-	Additional Central Assistance
ARWSP	-	Accelerated Rural Water Supply Programme
BE	-	Budget Estimates
CRSP	-	Central Rural Sanitation Programme
DEA	-	Department of Economic Affairs
DLM	-	District Level Monitors
DWSC	-	District Water and Sanitation Committee
DWS	-	Drinking Water Supply
IEC	-	Information Education and Communication
IMIS	-	Integrated Management Information System
IHHL	-	Individual Household Latrines
MIS	-	Management Information System
MPR	-	Monthly Progress Report
NDWM	-	National Drinking Water Mission
NGO	-	Non-Governmental Organisation
NHRDP	-	National Human Resource Development Programme
NRDWP	-	National Rural Drinking Water Programme
O&M	-	Operation and Maintenance
PIA	-	Project Implementing Agency
PRIs	-	Panchayati Raj Institutions
PWS	-	Piped Water Supply
R&D	-	Research and Development
RE	-	Revised Estimates
RGNDWM	-	Rajiv Gandhi National Drinking Water Mission
TSC	-	Total Sanitation Campaign
UN	-	United Nations
UNICEF	-	United Nations International Children's Emergency Fund
UT	-	Union Territory

REPORT

CHAPTER I

Introductory

Water, one of the prime elements responsible for life on Earth, disseminates through the land as well as the human body. The sustainability of the human beings and other living creatures on our planet depends largely and solely on the availability of this liquid. Water is a resource used by every human being on this planet. That makes it the responsibility of every individual to do their bit to conserve water.

1.2 The water level in India has been going down consistently. The Government will have to take immediate steps to prevent a crisis situation. Ground water table is reaching a critical level and unless urgent action is taken to promote conjunctive use of water through ground surface and rain water situation of extreme water stress and scarcity may emerge.

1.3 The Department of Drinking Water Supply functioning under Ministry of Rural Development is entrusted with the task to help the States in their endeavour to provide safe drinking water and sanitation in rural areas in the country.

1.4 To ensure that all aspects of rural water supply and sanitation are adequately addressed, as per the Government of India (Allocation of Business Rules, 1961) the Department of Drinking Water Supply *inter-alia* looks after the following:

1. Rural Water Supply (subject to overall national perspective of water planning and coordination assigned to Ministry of Water Resources), sewage, drainage and sanitation relating to rural areas; international cooperation and technical assistance in this field;

2. Public cooperation, including matters relating to voluntary agencies in so far as they relate to rural water supply, sewage, drainage and sanitation in rural areas;
3. Co-operatives relatable to the items in this list;
4. Coordination with respect to matters relating to drinking water supply projects and issues which cover both urban and rural areas.

1.5 Rural Water Supply is a State subject and as such, State Governments and Union territory administrations are primarily responsible for providing drinking water to the rural habitations in the country. The Department of Drinking Water Supply supplements the efforts made by the States and Union territories by providing financial and technical assistance under the Centrally Sponsored Schemes being implemented by them.

1.6 The Department of Drinking Water Supply administers two major Centrally Sponsored Schemes *viz.*, (a) National Rural Drinking Water Programme to assist the States in their endeavour to provide safe drinking water in the rural areas of the country, and (b) the Total Sanitation Campaign aimed at achieving 100 per cent rural sanitation coverage.

1.7 The Demands for Grants (2010-2011) in respect of Department of Drinking Water Supply laid on the Table of Lok Sabha on 15 March, 2010 *vide* Demand No. 83 have made a provision of Rs.10583.78 crore with Plan component of Rs.10580 crore and Non-Plan component of Rs. 3.78 crore.

1.8 In the present Report, the Committee have restricted their examination only to the major issues concerning the budget and the Demands for Grants (2010-2011) of the Department and to some of the major programmes/schemes that are being implemented.

CHAPTER II

Status of the implementation of the recommendations made by the Committee

During Fourteenth Lok Sabha, the Standing Committee on Rural Development had presented five original Reports (Report No. 1st, 11th, 20th, 28th and 37th) and five Action-taken Reports (Report No. 7th, 14th, 23rd, 32nd and 43rd) on Demands for Grants of the Department of Drinking Water Supply. These action taken Reports had contained 14 number of recommendations categorized as 'interim' which was not addressed by the Department in the statements laid. It has been noticed that the Statements, which were laid, were in actuality was the replication of the action-taken notes submitted by the Department at the end of the three months period of the presentation of the original Demands for Grants Reports.

2.2 As per direction 73A of the Directions by the Speaker, Lok Sabha, the Minister concerned shall make once in six months, a statement in the House regarding the status of implementation of recommendations contained in Reports (including those Reports which are on Demands for Grants) of Departmentally Related Standing Committees of Lok Sabha with regard to his Ministry. These Statements have already been laid on the Table of the House.

2.3 The Committee urge the Department to review the implementation of all recommendations made by the Committee during Fourteenth Lok Sabha. The Committee also desire that, in future, the Government should review the previous recommendations made by the Committee and intimate the Committee about the stage of their implementation before presentation of the Demands for Grants for the next financial year. Further, they desire that the Statement made under direction 73 A should not be a mere reproduction of the action taken notes and should reflect the effective implementation of recommendations made by the Committee.

CHAPTER III

General Analysis

(I) Expenditure by the Department of Drinking Water Supply from 2007-08

A table showing the Budget Estimate, Revised Estimate and Actual release during 2007-08, 2008-09 and 2009-10 by the Department of Drinking Water Supply is as follows:—

(Rs. in cr.)

Sl. No.	Name of Scheme/ Programme	2007-08			2008-09			2009-10		
		Budget Estimates	Revised Estimates	Actual Release	Budget Estimates	Revised Estimates	Actual Release	Budget Estimates	Revised Estimates	Actual Release
1	2	3	4	5	6	7	8	9	10	11
1	Accelerated Rural Water Supply Programme/National Rural Drinking Water Programme	6500	6400.00	6442.76	7300	7300	7298.79	8000	8000	^7005.87

1	2	3	4	5	6	7	8	9	10	11
2.	Stand-alone Water Purification Systems in Rural Schools*	-	-	-	-	100	99.99	100	100	^4.30
3.	Total Sanitation Campaign (TSC)	1060	1060.00	996.35	1200	1200	1192.81	1200	1200	^1144.62
TOTAL PLAN		7560	7460.00	7439.11	8500	8600	8591.59	9300	9300	^8154.79
4.	NON-PLAN									
	Secretariat Economic services	1.74	1.82	1.53	1.90	2.79	2.67	2.84	4.15	^4.19
GRAND TOTAL — PLAN & NON-PLAN		7561.74	7461.82	7440.64	8501.90	8602.79	8594.26	9302.84	9304.15	^8158.98

* Provided from Social and Infrastructure Development Fund.

^ As on 15.03.2010

3.2 The Scheme-wise provisions have been as follows :

(Rs. in crore)

Sl. No.	A. Plan Schemes	RE (2009-10) Amount	BE (2010-11) Amount	% increase
(i)	*Accelerated Rural Water Supply Programme (ARWSP)/ National Rural Drinking Water Programme (NRDWP)*	8000	9000	12.5
(ii)	Total Sanitation Campaign (TSC)	1200	1580	31.7
Total Plan		9300#	10580	13.4
B. Non-Plan Scheme				
	Headquarter Establishments of the Department	4.15	3.78	—
Grand Total (A + B)		9304.15	10583.78	

*ARWSP has been modified as NRIDWP *w.e.f.* 01.04.2009 during the Eleventh Five Year Plan period.

#Rs.100 crore was provided for standalone water purification systems in rural schools.

3.3 The summary of Demands for Grants (2010-11) of the Department of Drinking Water Supply has been given in **Appendix I**.

(II) Share of the budgetary allocation of the Department to the GDP

3.4 The Committee have been informed that the GDP of India for 2008-09 was Rs. 49,33,183 crore at current prices. The plan budget of the Department was Rs. 8,500 crore during 2008-09, Rs. 9,300 crore during 2009-10 and Rs. 10,580 crore for 2010-11, which was 0.17%, 0.19% and is expected to be 0.21% of the GDP of the country at current prices, for the respective years.

3.5 As per the reply of the Department the financial achievement of the Department under ARWSP/NRDWP is as under:—

(Rs. in cr.)

Year	Financial achievement			
	Revised Estimates	Actual Release	% Utilization	Total amount surrendered
2007-08	6400.00	6442.76	100.67%	—
2008-09	7300.00	7298.79	99.98%	1.21
2009-10	8000.00	7005.87*	87.57%	—

*as on 17.03.2010

3.6 As per the reply of the Department, the financial achievement of the Department since 2007-08 under Total Sanitation Campaign (TSC) is as follows:—

(Rs. in cr.)

Year	Financial achievement			
	Revised Estimates	Actual Release	% Utilization	Total amount surrendered
2007-08	1060.00	996.35	93.99	63.65
2008-09	1200.00	1192.81	99.40	7.19
2009-10	1200.00	1144.00*	95.33	—

*as on 15.03.2010.

3.7 It can be seen from the aforesaid table that Rs. 1.21 crore for NRDWP and Rs. 7.9 crore for TSC during 2008-09 has been surrendered by the Department *i.e.* Rs. 9.40 crore. The information on the Financial Progress under Rural Water Supply Programme during 2008-09 and 2009-10 till 31.12.2009 (States/ UTs) is given at **Appendix-II**. It can be seen from these appendices that Rs.1470.75 crore was lying unspent with different States and Union territories.

3.8 The information on the State-wise release position under Total Sanitation Campaign (TSC) during the year 2008-09 is given in **Appendix-III**. It can be seen there from that Rs.1110.52 crore was lying unspent with different States and Union territories.

3.9 Thus in total Rs. 2581.27 crore (*i.e.* Rs. 1470.75 crore and Rs. 1110.52 crore) were lying unspent with the various States as on 31.03.2009.

3.10 The Committee have been informed that despite having a low budget as compared to the other Departments of the Government of India, the Department has surrendered Rs.9.40 crore during 2008-2009. Although the allocation of the Department as percentage to GDP has increased from 0.17 per cent in the year 2008-09 to 0.21 per cent in 2010-11, the Committee feel that this share is too little as nearly seventy per cent of the population resides in rural India. Further, Rs. 2581.27 crore was lying unspent with the implementing agencies at the beginning of 2009-10. In the opinion of the Committee the poor allocation of funds to the Department may be attributed to the fact that the Department has not been able to utilize fully even the meagre funds allocated to it. The Committee, therefore, urge the Department to utilize the full allocation provided by the Planning Commission so that the physical targets do not suffer.

(III) Non-Plan Expenditure

3.11 As per the information provided by the Department, the non-Plan expenditure from the year 2008-09 is as below:—

(Rs. in crore)

Non-Plan Scheme	BE 2008-09	RE 2008-09	Actuals 2008-09	BE 2009-10	RE 2009-10	Actuals 2009-10	BE 2010-11
Non-Plan Schemes Headquarters' Establishment of Department of Drinking Water Supply	1.90	2.27	2.67	2.84	4.15	3.56	3.78
Total Non-Plan	1.90	2.27	2.67	2.84	4.15	3.56	3.78

*as on 31.12.2009

3.12 It can be seen from the aforesaid table that non-Plan expenditure of the Department is increasing from Rs. 1.90 crore in the year 2008-09 to Rs. 3.78 crore during 2010-11 (nearly double). When asked about the increase in allocation for non-Plan expenditure the Department have stated that the increase is due to payment of arrears on account of Sixth Pay Commission recommendations and renovation of the office building.

3.13 The Committee note that the non-Plan expenditure of the Department is increasing continuously since 2008-09 which is not a healthy sign. Another disturbing feature is that the RE in respect of non-Plan has always been enhanced over the BE which shows that Department had not expected the higher expenditure at the time of submitting the proposals at BE stage. This reflects lack of proper planning with regard to the non-Plan expenditure of the Department. The Committee, therefore, urge the Department to curtail non-Plan expenditure to the barest minimum to do proper planning before submitting the BE proposals so that the non-Plan expenditure does not increase substantially over the BE proposal.

(IV) Performance during the Eleventh Five Year Plan (2007-12)

3.14 The total outlay of the Department of Drinking Water Supply for Eleventh Plan (2007-12) is Rs. 47,306 crore (at current prices).

Proposed *vis-à-vis* actual allocations

3.15 The following are programme-wise and cumulative proposed *vis-à-vis* agreed allocations during first four years of the current plan:—

(Rs. in crore)

Year	Proposed			Allocated		
	NRDWP	TSC	Total	NRDWP	TSC	Total
2007-08	9632.36	1510	11142.36	6500	1060	7560
2008-09	9870.65	1200	11070.65	7300	1200	8500
2009-10	8500	2000	10500.00	8000	1200	9200
2010-11	9300	2100	11400.00	9000	1580	10580

3.16 The Committee during the course of examination wanted to know the extent to which the proposed allocation during 2010-11 has been scaled down, the Department of Drinking Water Supply clarified as under:—

“The proposal made by the Department to the Planning Commission was for an allocation of Rs. 11400 crore for the National Rural Drinking Water Programme (NRDWP) and Total Sanitation Campaign (TSC). The Planning Commission has recommended Rs. 10580 crore. This is 7.2% less than the amount asked for. This allocation has been divided as Rs. 9000 crore for NRDWP representing an increase of 12.5% and Rs. 1580 crore for TSC, an increase of 31.7% from allocations of 2009-10.”

3.17 The Committee are constrained to note that vital sector of rural drinking water supply and rural sanitation have not received adequate allocations as demanded by the nodal Department *i.e.* Department of Drinking Water Supply during the first four years of Eleventh Plan (2007-12) except for allocation for sanitation during 2008-09. The Committee also note that whatever increase in allocation has been done relates to only in 2010-11 that too representing an increase of 12.5 per cent in rural drinking water supply and 31.7 per cent increase for sanitation sector. The Committee are of the firm opinion that aforesaid increase is not commensurate with the task in hand before the Department during the period. The Committee, therefore, recommend that desired level of funds be made available to them and urge the Planning Commission to favourably consider their case for higher allocations.

(V) Preparedness for Twelfth (2012-17) Plan

3.18 The Department of Drinking Water Supply has informed that for advance planning for 12th Plan (2012-17) and beyond, a Steering Committee has been set up under Secretary, Drinking Water Supply. Besides, two Working Groups have been set up to hold regional consultations, workshops, analyzing the recommendations of the Parliamentary Committee.

3.19 The Committee enquired about the details regarding Constitution of Steering Committee and its composition and work done by it so far, the Department of Drinking Water Supply in a written note clarified:—

“The Steering Committee headed by the Secretary, DWS and consisting of all senior officers of the Department of Drinking Water Supply was constituted in the last week of February, 2010 to prepare the Strategic Plan for the Department for the remaining two years of the current plan, the 12th Plan and 13th Plan periods. The Committee will be holding its sittings from April onwards.”

3.20 In reply to a query about progress made by Steering Committee for preparing strategic plan fixing norm and calculating requirement of funds, the Department in a written note clarified:—

“In reply to question on page 8 about requirement of funds for 100% coverage of drinking water supply it has been stated that requirement of funds would depend on norms of coverage *i.e.* quality of water supplied to each household, distance at which it is supplied, source of supply etc. For this Steering Committee has been set up for preparing a strategic plan for fixing norm and calculating requirement of funds.”

3.21 The Committee would like to be apprised of the outcome of the proposed Steering Committee which is to prepare the strategic plan for the remaining two years of the current plan and also during the 12th and 13th Five Year Plans. The Committee also recommend that this Steering Committee should also analyse the performance of the Department so far during first three years of the current Five Year Plan. The Department, therefore, should obtain Utilization Certificates from all the States and Union Territories and take suitable corrective measures and inform the Committee accordingly.

CHAPTER IV

Major Issues

(I) Current scenario of Drinking Water and Sanitation in rural areas

The current scenario of Drinking Water Supply and Sanitation in rural areas across the country is characterized by the following major issues:—

- (i) The drinking water coverage is as low as 84.2 per cent as per the Department of Drinking Water Supply;
- (ii) As low as 12 per cent population have access to individual household tap connections;
- (iii) Further, as low as 16 per cent are reportedly getting drinking water from public taps;
- (iv) There are as large as 1.47 lakh uncovered quality affected habitations in the country;
- (v) The sanitation coverage is as low as 63.15 per cent as per the Department's estimates in the country;
- (vi) Another 5.95 lakh rural households are yet to be provided with basic sanitation facilities.

Coverage of Drinking Water Supply and Sanitation

4.2 When asked about the reasons for non-satisfactory coverage of drinking water supply in rural areas of the country which is still 84 per cent, the Department has stated as under:—

“More than 85% of rural drinking water sources are ground water based. Slippages in covered habitations on account of declining ground water tables due to excessive withdrawal of water for irrigation and industry, pollution of existing groundwater sources

by untreated sewage/industrial effluents/solid wastes, contamination of sources by leaching of natural contaminants like arsenic, fluoride due to drilling of deep tubewells, leaching of fertilizers into water bodies are some of the reasons for about 16% of the households (as reported in the District Level Household Survey-3 conducted in 2007-08) not having access to safe drinking water supply. The other reasons are increase in population, new habitations coming up and non-functionality of existing drinking water systems due to poor operation and maintenance. The requirement of funds to provide 100% coverage will depend upon the norms of coverage *i.e.* quantity of water to be supplied to each household, distance at which it is supplied, source of supply etc. The Steering Committee set up for preparation of the Strategic Plan for the Department would undertake the exercise of fixing the norm and calculating the requirement of resources to meet the goal of 100% supply as per the norm."

4.3 Regarding coverage of rural sanitation and the strategy for covering remaining 38 per cent of rural households that are without any sanitation facility, the Department has stated as below:—

"A plan allocation of Rs. 7816 crore was made for TSC as mentioned in the Plan document. Total allocation of Rs. 5040 crore has been made in the first four years of the Plan leaving a balance of Rs. 2776 crore for the year 2011-12. The total project objectives for IHHL under TSC, is 12.01 crore latrines/toilets out of which 6.37 crore latrines/toilets have been constructed so far leaving a balance of 5.64 crore IHHLs. At present, the Department has a goal of achieving cent per cent rural sanitation coverage by March, 2012 to meet the millennium development goal. However, with the trend of funds made available and demand generated in the past, yearly achievement of 1.2 crore IHHLs only appears as achievable *i.e.* cent per cent rural coverage can only be achieved by the year 2015."

4.4 The Department stated that the sanitation is demand oriented and these targets can only be achieved if sufficient funds are

allocated and States and Union Territories come forward with sufficient proposals.

4.5 The Committee find that the coverage of Rural Water Supply is only 84 per cent and 16 per cent of the households do not have access to safe drinking water. Only 12 per cent population have access to individual household top connections. The sanitation coverage is only 63.15 per cent. The Committee note that the achievement in both the sectors is not satisfactory. Not only that the target of achieving cent per cent rural sanitation coverage by March, 2012 does not seem feasible and is expected to be achieved only by the year 2015. The Committee are unhappy over this slippage in achieving the targets for cent per cent rural sanitation. The Committee, therefore, recommend the Department to step up their efforts to achieve the full coverage in a time bound manner. The Committee also recommend the Government to carry out an independent and impartial survey on the coverage of water supply and sanitation in the Country, State and Union Territory-wise. They also recommend that the Department should identify the number of toilets that are currently being used and apprise the Committee accordingly.

(II) Coverage of Anganwadi toilets

4.6 When asked about the Department regarding the number of Anganwadi toilets and Anganwadi Kendras in the country and how many of Anganwadis have their own building and toilet blocks, the Department informed as under:—

“As per information received from the Ministry of Women and Child Development, there are 13,56,027 Anganwadi Kendras sanctioned by Government of India, out of which 11,04,262 are reported to be operational. A total of 2,91,129 Anganwadi Kendras are being run in Government buildings. It has also been communicated by Ministry of Women and Child Development that district-wise data is not maintained at Central level. However, as per the baseline survey in 593 districts under TSC,

4.38 lakh anganwadis were identified that did not have toilet facilities. Out of these, 3.15 lakh have been covered as on 25.3.2010.”

4.7 During the course of evidence the Secretary, Department of Drinking Water Supply informed that:—

“Anganwadi coverage is 71.36 per cent. The States which are lagging behind are Meghalaya, Bihar, Manipur, Uttarakhand, Punjab, Himachal Pradesh, Jharkhand, West Bengal, Andhra Pradesh, Rajasthan and Nagaland. Another problem in these States are that a lot many Anganwadis are in private buildings and many States do not want to use Government funds in private buildings. Manipur has agreed to provide toilet whether it is in private or Government buildings.”

4.8 The Committee learn that Anganwadi Kendras are sanctioned by the Government of India and out of 13.56 lakh Anganwadi Kendras in the Country, 1.23 lakh Anganwadi Kendras still do not have facility of toilets. The Committee, therefore, urge the Department to take up construction of Anganwadi toilets with the States which are lagging behind and also provide funds for their construction in Anganwadi Kendras which are being run in the private buildings also as these Kendras are sanctioned by the Government.

(III) Infrastructure for piped water supply in all rural habitations

4.9 About the strategy evolved to ensure piped/public tap water supply in all households throughout the country and the year by which the same can be completed, the Department informed as below:—

“The States decide on the level of service to be delivered to habitation and households depending upon the demand of households and the availability of funds and water sources in their State. The steps taken by the Department to expedite the availability of drinking water in rural areas, that may include

provision of piped water supply to all households in the rural areas of the country, *inter-alia*, are:

- Increased budgetary support during the Bharat Nirman period. The Central allocation increased from Rs. 2900 crore in 2004-05 to Rs. 4050 crore in 2005-06, Rs. 5200 crore in 2006-07, Rs. 6500 crore in 2007-08 and Rs. 7300 crore in 2008-09. This has been further increased to Rs. 8000 crore in 2009-10 and Rs. 9000 crore in 2010-11.
- Encouraging sustainability of drinking water sources by providing enhanced Central assistance for sustainability measures.
- Encouraging convergence with existing Government programmes like the Mahatma Gandhi-NREGS and other Soil and Water Conservation Programmes to augment availability of water.
- For economically weaker States of the North-East and Jammu & Kashmir, the fund sharing pattern has been liberalized from the previous 50:50 (Centre: State) to 90:10 (Centre: State) to ensure that they have sufficient funds to implement rural drinking water schemes.
- Advocating conjunctive use of surface water alongwith ground water to ensure water security.

The details of the strategy and the time frame for implementation would be worked out by the Steering Committee in consultation with State Governments, other concerned Central Ministries/Departments, experts and civil society representatives.”

4.10 The Committee have been informed by the Department that it is upto the States to provide the level of service to be delivered to habitations. The Department at present do not have any scheme for providing piped water supply. The Committee, therefore, recommend the Government to come out with a properly structured central scheme for providing piped water supply to all the habitations of the Country. Further, adequate funds should also be provided for this purpose as it would require proper

infrastructural set up and trained people to maintain the infrastructure. The Department should also make sincere efforts to fulfil their mandate of providing safe and adequate drinking water which is central to the livelihood system of rural people.

(IV) Quality of water supply

4.11 1.47 lakh quality affected habitations are yet to be covered under the scheme being implemented by the Department as on 1.04.2009. The Department has stated that 40324 habitations targeted for coverage in 2009-10 have been reported by the respective States through the online Integrated Management Information System (IMIS).

4.12 During the course of oral evidence of the representatives of the Department, the Secretary, Drinking Water Supply regarding coverage of quality affected habitations stated as under:—

“During 2008-09, we had taken a target of 99402 quality affected habitations for coverage. Against this target we had covered 21531 habitations during that year. However, the work for purification of quality was going on in 205930 habitations.”

4.13 The actual coverage of targeted quality affected habitations *vis-à-vis* the achievement during 2009-2010 as on 16.02.2010, is given in **Appendix-IV**. It can be seen there from that against the target of 34,595 quality affected habitations to be covered the achievement is only 19716 habitations.

**Physical progress of quality affected habitations during
2007-08, 2008-09 and 2009-10**

Component	2007-08		2008-09		2009-10	
	Target	Achievement	Target	Achievement	Target	Achievement [^]
Quality-affected habitations	49,653	18,757* 94,130**	99,402	21,531* 2,05,930**	34,595	19,716

*Completed;

**Addressed; [^]as on 15.03.2010

4.14 During the course of oral evidence the Secretary, Department of Drinking Water Supply stated as below:—

“Regarding contamination in Bihar *e.g.* in 1880 habitations there is problem of arsenic, in 4572 habitations there is problem of fluoride and in 1870 habitations there is a problem of iron contamination.”

4.15 The Secretary also admitted that:—

“In tribal areas of Madhya Pradesh ground water table is low and fluoride contamination in those areas are high. The problem of arsenic is also high in West Bengal. In Rajasthan fluoride survey have been completed in Rajasthan and with regard to that survey in 57 habitations there is a problem of arsenic, in 11068 habitations there is a problem of fluoride, in 94 habitations there is problem of iron and in 23900 habitations there is a problem of sanitation.”

4.16 During the course of oral evidence of the representatives of the Department, the Secretary, Drinking Water Supply stated as under:—

“In majority of the cases we use the ground water for the supply in rural villages. In some cases, the said water is found to be quality affected and pesticides residuals are found to be present. This water is not fit for being used as drinking water. We do purification only but at present we do not have any separate Scheme for purification of ground water.”

4.17 The Committee observe that physical progress in respect of quality affected habitations has been dismal. As against the target of 49,653 habitations during 2007-08, the achievement has only been 18,757. Similarly as against the target of 99402 during 2008-09, the achievement is only 21531. During 2009-10 also the achievement has been only 11,962 (upto 31.1.2010) against a target of 34,595. What is more surprising is the fact that almost the entire funds allocated for the purpose are stated to have been utilized

during the respective years while in physical terms the achievement has been only a fraction of the targets. The Committee would like to have a clarification in this regard from the Department. The Committee are also unable to comprehend the figures of 9,41,360 and 2,05,930 habitations shown to have been 'addressed' during 2007-08 and 2008-09 respectively. There is no corresponding figure for 2009-10.

4.18 It is observed that no target during 2009-10 has been given for Andaman and Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Goa, Lakshadweep, Manipur, Daman and Diu, Mizoram, Sikkim, Tamil Nadu and Uttarakhand. This shows that no effort has been made by the Department of Drinking Water Supply to solve the problem of quality affected habitations in the aforesaid 12 States/UTs. The Committee, therefore, would like to be apprised of the rationale behind fixing NIL targets for these States/UTs during 2009-10 as also the targets fixed in this regard State and Union Territory wise for 2010-11. The Committee desire that the Department should take all measures to ensure that the remaining quality affected habitations are addressed on a priority basis by chalking out an immediate action plan in this regard.

4.19 It is needless to point out that contaminated harmful sources of water in the rural areas in the Country may cause a severe crisis and trap the people in vicious cycle of poverty and disease. The Committee would emphasize that all efforts made with regard to improving the coverage of targets and bringing about sustainability of sources as the systems become meaningless in the absence of clean and safe drinking water.

4.20 The Committee note that arsenic and fluoride contaminated water leads to serious health hazards not only to the present generation but also to the future generations.

4.21 The Committee recommends that survey for contamination of water be carried throughout the country and remedial measures *i.e.* purification of contaminated water be taken up by the Department on a priority basis.

(V) Major recommendations of the Twelfth and Thirteenth Finance Commissions

4.22 Local bodies' grants as recommended by the Finance Commission are being released by the Ministry of Finance in two equal instalments in July and January every year. States have to mandatorily transfer the grants released by the Central Government to the PRIs within 15 days of the same being credited to the State's Account.

4.23 Regarding the utilization of the funds recommended by the Twelfth Finance Commission Grants, the Ministry informed that the Twelfth Finance Commission had recommended a grant of Rs. 20,000 crore for PRIs for the period 2005-10. The Commission recommended that the grants for PRIs be used to improve service delivery in respect of water supply and sanitation schemes subject to their recovering at least 50% of the recurring cost in the form of user charges. The Commission had also highlighted the importance of building databases and maintenance of accounts by local bodies and urged that part of their support be earmarked by the State Governments for this purpose.

4.24 Major recommendations of Thirteenth Finance Commission on various components of NRDWP and TSC are as under:—

“The Thirteenth Finance Commission noted that drinking water, health and sanitation are listed in Schedule XI of the Constitution of India that may be transferred to PRIs. These subjects need to be transferred to PRIs at appropriate levels, and the PRIs in turn should assume responsibility for their operation and maintenance. The summary of recommendations pertaining to local bodies in rural areas is as follows:

The quantum of local body grants may be provided to the PRIs at appropriate levels as recommended by the Thirteenth Finance Commission is given in **Appendix-V**. It can be seen therefrom that aggregate grants to local bodies during 2010-15 is 87519 crore.

The general basic grant as well as the special areas where basic grant would be allocated amongst states as specified.

- **State Governments will be eligible for the general performance grant and the special areas performance grant only if they comply with the stipulations which are as below:—**
 - **The State Government must put in place a supplement to the budget documents for local bodies.**
 - **The State Government must put in place an audit system for all local bodies (all categories of ULBs and all tiers of PRIs)**
 - **The State Government must put in place a system of independent local body ombudsmen who will look into complaints of corruption and maladministration against the functionaries of local bodies, both elected members and officials, and recommend suitable action.**
 - **The State Governments must put in place a system to electronically transfer local body grants provided by this Commission to the respective local bodies within five days of their receipt from the Central Government.**
 - **The State Governments must prescribe through an Act the qualifications of persons eligible for appointment as members of the SFC consistent with Article 243I (2) of the Constitution.**
 - **All local bodies should be fully enabled to levy property tax (including tax for all types of residential and commercial properties) and any hindrances in this regard must be removed.**
 - **State Governments must gradually put in place standards for delivery of all essential services provided by local bodies.”**

4.25 The Thirteenth Finance Commission has also allocated the following grants-in-aid to specific States for tackling their drinking water problems based on their requests:

Sl. No.	State	Remarks	Grant (Rupees in Crore)	
			Drinking Water	Sanitation
1.	Andhra Pradesh	Fluoride affected areas	350	
		Tribal & inaccessible areas	200	
2.	Arunachal Pradesh	Tawang District development		25
3.	Gujarat	Salinity in 600 villages	150	
		Ground Water recharge	200	
4.	Haryana	Augmentation of WS in Mewat Region	100	
		RO Plants in Southern part & Shivalik	300	
5.	Himachal Pradesh	Dry & Mid Himalayas	150	
6.	Karnataka	5800 flouride and 300 arsenic affected habitations	300	
		Restoration of tanks	350	
7.	Meghalaya	Tura WSS	50	
8.	Punjab	Water harvesting in Kandi area	250	
		Water Supply & Sanitation in border areas	250	
9.	Rajasthan		500	
10.	Sikkim	Namche, Lower Changay, Rabden tse WSS	20	
11.	Tamil Nadu	Drinking water security by restoration of tanks	200	
Grand Total			3370	25

Rural Sanitation

4.26 The Thirteenth Finance Commission has also recommended for provision of funds for the following which may fall under issues related to sanitation:

- (i) Garbage/solid waste management services – Rs.9300 crore
- (ii) Sewage disposal – Rs.18601 crore
- (iii) O&M in rural sanitation programmes – Rs.273 crore

4.27 The Committee note that the recommendation made by the Thirteenth Finance Commission for putting up a supplement to the budget document for local bodies, an audit system for all local bodies, system of independent ombudsman for looking after complaints of corruption and mal-administration in local bodies, electronic transfer of funds, if strictly adhered to will help the Department in not only achieving the targets in time but will also help in smooth transfer of funds. Regarding rural sanitation, the recommendation for provision of funds for garbage/solid waste management services and sewage disposal will add a new dimension to the Total Sanitation Campaign (TSC) of the Department which has been missing uptill now. The Committee desire that these recommendations of the Thirteenth Finance Commission be implemented immediately. The Committee further feel that the Department need to undertake broad intervention through targeted action for better and dignified living conditions for rural populace and for promoting environment sustainability.

(VI) Impact assessment studies

4.28 On being asked about any review/evaluation of the schemes has been made by the Planning Commission or by any other agency, the Department informed as under:—

“An Evaluation Study was conducted by the Economic & Monitoring Wing of Ministry of Rural Development for Sub-Mission (Quality) Projects under ARWSP in the States of Uttar

Pradesh, Orissa, Rajasthan, Andhra Pradesh, Tamil Nadu and West Bengal. The objectives of the study were to assess the level of community awareness on issues pertaining to drinking water, initiatives taken by households in the matter, and infrastructure development and outputs. The major findings of the evaluation study are:

- Overall, the implementation of the Sub-Mission (Quality) Projects was found to be satisfactory. In Tamil Nadu, 91% households were drawing water from these projects, while it was 84% in Andhra Pradesh, 68% in West Bengal and 53% in Orissa.
- Community awareness was quite high regarding water quality problems of the respective area, health hazards, correct method of treating the water and correct method of storing water. However, the practice of safe water was not very common.
- Collection of user charges was not adopted by a majority of the Gram Panchayats.
- There was a near absence of community participation in all stages from planning to implementation, despite it being very strongly mentioned in the ARWSP Guidelines.
- State level laboratory and at least one laboratory in each District was available in all the surveyed States.
- The field test kits have been provided and field-level functionaries were properly trained.

Another Evaluation Study of Accelerated Rural Water Supply Programme (ARWSP) was conducted by the Economic & Monitoring Wing of Ministry of Rural Development. The main objective of study was to evaluate the functioning of ARWSP in terms of its stated objectives & guidelines. The study aimed at providing a quantitative & qualitative review of the status of implementation of the programme. The draft Report has been

received and is under examination. However, the major findings of the evaluation study are:

- Coverage of SC/ST households has been achieved in the desired proportions in majority of States.
- Slippage of habitations back to NC/PC was a widespread phenomenon.
- 71.34% habitations of the habitations covered under the study were getting adequate quantity of drinking water
- 37.53% households surveyed reported drawing water from ARWSP facility that were earlier drawing unsafe water in pre-ARWSP period.
- 58.64% of households surveyed reported improvement in taste of water supplied. However, households in the States like Bihar, Chhattisgarh, Haryana, Jharkhand, Punjab, Himachal Pradesh, Uttar Pradesh & Uttarakhand reported almost no change in quality of water.
- 71.07% households reported reduction in the distance travelled to water source.
- 51.56% households reported reduction in waiting time at water source under ARWSP facility provided.
- In the surveyed habitations, 19% of the households reported reduction in occurrence of water borne diseases amongst adults and children."

4.29 The Department of Drinking Water Supply has stated that as per Census 2001, coverage of drinking water supply has increased to 86.77 per cent and at the end of 2008-09, the Department's database showed existence of 16.6 lakh habitations out of which 14.99 lakh (90 per cent) habitations were in the Fully-covered or Partially-covered category. Therefore, the remaining 1.61 lakh habitations are 'not covered'. However, as per the reply no impact assessment study has been carried out on IMIS data which is only one year old. In order

to conduct an independent assessment, the Census 2011 exercise enlisting houses will start from April 2010.

4.30 When asked about the difficulty being faced by the Department in conducting independent assessment study in Drinking Water Supply instead of linking of exercise with the census 2011, the time period required for carrying out the said exercise with the help of latest technical know how, the Department has informed as below:—

“The Department is finalizing the details of an independent survey to assess the actual implementation of the rural drinking water programme and its coverage at the ground level. The survey would take about one year time from inception till the final report to be submitted.”

4.31 The Committee observe that an Evaluation Study was conducted by the Economic and Monitoring Wing of Ministry of Rural Development for Sub-Mission (Quality) Projects under ARWSP in States of Uttar Pradesh, Orissa, Rajasthan, Andhra Pradesh, Tamil Nadu and West Bengal on the level of community awareness on issues pertaining to drinking water initiatives taken by households in the matter and infrastructure development and outputs. The findings revealed that there was a near absence of community participation in all stages from planning to implementation, despite it being very strongly mentioned in the ARWSP Guidelines and the practice of safe water was not very common. Another study that aimed at providing quantitative and qualitative review of the status of implementation of the programme revealed that slippage of habitations was widespread and only 37.53% of households reported drawing water from ARWSP facility that were earlier drawing unsafe water in pre-ARWSP period. However, households in the States like Bihar, Chhattisgarh, Haryana, Jharkhand, Punjab, Himachal Pradesh, Uttar Pradesh and Uttarakhand reported no change in the quality of water. The Committee desire that urgent remedial measures be taken up to address the aforesaid issues in order to ensure that the various schemes/programmes of the Department actually benefit the rural population.

4.32 The Committee apprehend that the information provided by the Department regarding the coverage (86.77 per cent) does not appear to be based on the reality. While recommending for an independent survey, the Committee desire that the terms of reference of the independent survey be immediately made and the result of the findings be linked with BPL Census and the General Census so as to have a real picture of the drinking water scenario in rural areas in the country and the data on the IMIS. The Committee would like to be apprised of the same.

(VII) Bharat Nirman and National Rural Drinking Water Programme (NRDWP)

4.33 The Committee have been informed about the target and achievement for Bharat Nirman I period 2005-2009 as follows:—

Particulars	Achievement					Total
	Target	2005-06	2006-07	2007-08	2008-09	
Uncovered	55,067	13,121	12,440	11,457	17,422	54,440
Slipped Back	3,31,604	79,544	89,580	75,201	1,14,037	3,58,362
Quality Affected	2,16,968	4,550*	5,330*	18,757*	21,531*	50,168*
				94,130**	2,05,930**	3,09,940**

* Completed ** Addressed (under implementation)

4.34 The Committee have been informed that the State-wise position for the three categories, as in March 2010 is given in **Appendix-VI**. It can be seen there from that against the target of 55067 uncovered habitations the Department could achieve only 54440 habitations during the four year period from 2005 to 2009 and under slipped back category in 13 of the 28 States the target was not achieved. Further no target was set for slipped back category in any of the Union territories.

4.35 The Committee note that the period of Bharat Nirman-I (2005-09) has ended in 2009. As against the target of 55067 uncovered habitations in the four years time, the Department could cover only 54440 habitations of the 28 targeted States under the slipped back category in 13 States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu and Kashmir, Jharkhand, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu and Uttarakhand, the Department has not achieved the targets. Further no target was set for slipped back category in any of the Union territories.

4.36 The Committee are concerned to note that in the slipped back category nearly half of the States could not achieve the target. The Committee apprehend that it may put a question mark on the sustainability of the sources. The Committee, therefore, urge the Department to immediately work on the achievement of targets set under Bharat Nirman I. In the States where the performance is found to be not satisfactory, specific reasons be found out and remedial measures be taken without any further delay. The Committee would like the Department to work out a strategy urgently to achieve the said targets within stipulated time frame.

CHAPTER V

Scheme-wise assessment Analysis

The Department of Drinking Water Supply is responsible for implementing two centrally sponsored schemes *viz.*, National Rural Drinking Water Programme (NRDWP) that aims to provide safe drinking water and the Total Sanitation Campaign (TSC) that aims to provide improved sanitation facilities in the rural areas of the country.

5.2 The ARWSP has been in implementation since 1972-73 for supplementing the efforts of the State Governments and Union territory administrations on rural water supply, since rural water supply is one of the State subjects in the constitution. The Total Sanitation Campaign (TSC) was started from 1st April, 1999. Before 1.4.1999 the Central Rural Sanitation Programme (CRSP) was the first nation wide programme for rural sanitation that was started in 1986.

5.3 The performance of said scheme in the light of DFG 2010-11 of the Department is as below:—

I. Performance of NRDWP during 2009-10

(i) Components of NRDWP

5.4 In order to meet the growing demand in the rural drinking water sector relating to availability, sustainability and quality, the different components of NRDWP have been coverage, sustainability, water quality, DDP areas, natural calamity and NRDWP support. The share of funding for NRDWP is as under:

Component	Distribution of annual budgetary allocation	Center: State Ratio
1	2	3
RWSP (Coverage)	30%	50:50* 90:10**

1	2	3
RWSP (Sustainability)–Swajaldhara***	20%	100:0
RWSP (Water Quality)	20%	50:50* 90:10**
RWSP (Natural Calamity)	5%	100:0
RWSP (DDP Areas)	10%	100:0
RWSP (Support)	5%	100:0
Operation & Maintenance (O&M)	10%	50:50* 90:10**

*For all States/Union territories except North Eastern States (Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura) and Jammu & Kashmir.

**For North Eastern States (Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura) and Jammu & Kashmir.

***Swajaldhara to be continued and subsumed under NRDWP (Sustainability) component.

(a) Financial Performance

5.5 The financial allocation of NRDWP in the last three years has been as under:—

(Rs. in crore)

Name of Scheme	Actual Expenditure 2008-09	BE 2009-10	RE 2009-10	Actual Expenditure 2009-10	BE 2010-11
1	2	3	4	5	6
(A) Plan Scheme					
NRDWP	**7398.78	*8100	₹099.00	7005.87#	9000.00

1	2	3	4	5	6
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(B) Non-Plan

Headquarters' Establishment of Department of DWS	2.67	2.84	4.15	3.56	3.78
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* Includes Rs. 100 crore for Stand alone Water Purification System in rural schools.

** Includes Rs. 99.99 crore for Stand alone Water Purification System in rural schools.

as on 17.3.2010

5.6 Coverage of Habitations (Month-wise) under NRDWP during 2009-10 is given in Appendix-VII. It can be seen there from that only 88443 habitations could be covered. The target was 158589.

5.7 As against the RE of Rs. 8099.00 crore during 2009-10, Rs. 9000 crore has been proposed as BE for 2010-11 indicating an increase of Rs. 901 crore.

5.8 When pointed out about the low expenditure compared to allocation during 2009-10 considering that only three months are left for the end of financial year the Department stated that:—

“The release of funds has now increased to Rs. 7005.87 crore as on 15.03.2010. The full amount of Rs. 8000 crore will be released by end of the financial year, as demands from States are under process.”

5.9 The Committee observe that the allocation of funds under National Rural Drinking Water Programme (NRDWP) has been made only for 28 States of the country and not for any of the Union territory Administrations. The Committee would like to know the justification for not providing any funds to the UTs and how without any allocation of funds, drinking water schemes are being implemented in rural habitations in these Union territories.

(b) Physical Performance of the Department

5.10 The Department had set the following target for the financial year 2009-10:—

(Amount: Rs. in Crore)

Sl. No.	Programme	Objective/Outcome	Outlay 2008-09	Quantifiable/Deliverables Targets	Achievement*
1	2	3	4	5	6
1.	NRDWP	To provide safe drinking water to uncovered habitations, slipped back habitations, Quality affected habitations	8,000.00	Coverage of 586 uncovered habitations Coverage of remaining 1,23,408 Slipped Back Habitations Coverage of remaining 34,595 quality-affected habitations Total No. of habitations to be covered = 1,58,589	214 61027 19716 88443

5.11 When asked about the reasons for lower achievements and targets the Department has stated that:—

“The achievement as on 15.03.2009, as reported online is now 88443 habitations. This does not include the achievements of March 2010, which will be entered by States only on completion of the month. Also, most of the working for rural water supply schemes is done in the dry season, as rig-boring or laying of pipelines cannot be carried out in the monsoons or flooded areas. While works may be ongoing, the State Government indicates the coverage of such habitations only after the project is commissioned and safe drinking water is provided.”

(c) Physical versus Financial Achievement

5.12 State-wise Physical Achievement 2009-10 under NRDWP is given in Appendix VIII. It can be seen there from that only 88443 habitations till 15.3.2010 have been covered which is 55.67 per cent achievement.

5.13 From the replies of the Government, it is seen that only 88443 habitations till 15.3.2010 have been covered against the target of 1,58,589.

Financial Performance during 2009-10

Particulars	2009-10
	Till 17.03.2010
Budget Estimates	8000
Revised Estimate	8000
Actual Release	7005.87 (87.57%)

5.14 The release under NRDWP is Rs. 7005.87 crore as on 17.03.2010 which is 87.57 per cent of the allocation under NRDWP.

5.15 The Committee find from the information provided by the Department that Rs. 8000 crore were provided for NRDWP for the financial year 2009-10. Till mid March, 2010 Rs. 7,005.87 crore have been released which is 87.57 per cent of the total allocation for 2009-10. As against the target of 1,58,589 habitations fixed for 2009-10, the achievement is only 88,443 which is 55.67 per cent of the target. Further, no target was set under uncovered category except for the States of Punjab, Rajasthan and Uttarakhand. Similarly no target was fixed for the slipped back category except for Chhattisgarh, Goa, Orissa, Lakshadweep and Puducherry. The Committee would like to know as to why no target was set for uncovered and slipped back categories in other States and Union territories.

5.16 The Committee would like to emphasize that the financial performance should match the physical performance. The Committee would like the Department to shun their complacent approach and undertake concrete and strict measures to ensure achievement of the targets by the States. The Committee may be apprised of the concrete action taken in this regard.

II. Total Sanitation Campaign (TSC)

5.17 The TSC programme was started *w.e.f.* in 1st April, 1999.

(a) Objectives

The following are main objectives of TSC:

- (i) Bring about an improvement in the general quality of life in the rural areas;
- (ii) Accelerate sanitation coverage in rural areas;
- (iii) Generate felt demand for sanitation facilities through awareness creation and health education;
- (iv) Cover schools/anganwaries in rural areas with sanitation facilities and promote hygiene education and sanitary habits among students;
- (v) Encourage cost effective and appropriate technologies in sanitation;

- (vi) Eliminate open defecation to minimize risk of contamination of drinking water sources and food; and
- (vii) Convert dry latrines to pour flush latrines and eliminate manual scavenging practices.

5.18 As per the reply it is seen that except for elimination of manual scavenging practices the remaining objectives indicated above have yet to be achieved in the country.

5.19 When asked about how far the implementation of TSC over a decade has achieved its objectives, the Department in their reply had this to say

"The sanitation coverage in rural areas of the country was estimated at 21.9% as per census 2001. TSC was envisaged in project mode with district as a unit. Project for 593 districts have since been approved for providing sanitation facilities to the uncovered rural population. The year-wise growth of sanitation coverage with respect to census 2001 as per progress reported by the States through online monitoring system of the Department since the inception of TSC is given in Appendix IX. It can be seen there from that 70.13 per cent of rural habitations have been covered under TSC. However, taking into consideration the growth of population, rural sanitation coverage at present is estimated at 63.15 per cent."

5.20 The Committee observe that 100 per cent achievement in Total Sanitation Campaign (TSC) has been made only in Haryana, Himachal Pradesh, Kerala, Mizoram, Sikkim and Tripura. The Committee would like to know whether total sanitation in all its aspects has actually been fully realized on date in the said six States. The Committee apprehend that there may be existence of slipped back habitations as far as sanitation is concerned. They would like to know the status of slipped back habitation in these States.

5.21 The Committee observe that the achievement under TSC is less than 50 per cent in Andaman and Nicobar, Bihar, Dadra and Nagar Haveli, Daman and Diu, Jharkhand, Orissa and Puducherry. The Committee would like to know the reasons for

non-achievement of targets in these States. The Committee apprehend that the data of 63.15 per cent coverage of sanitation may not be correct in light of the recent WHO-UNICEF report on India about open defecation which says as many as 69 per cent of rural Indians defecate in the open. The Committee, therefore, desire that an independent survey be conducted to know about the actual sanitation coverage.

5.22 The Committee express concern on the inadequate access of large number of rural households in the country to basic sanitation. Further with a view to the spreading of awareness about hygienic and sanitation practices to ensure that toilets constructed are actually used for the purpose, the Committee recommend that the curriculum in schools and colleges may be suitably modified to include good practices in water and sanitation habits. This would create more awareness about the programme and generate more demands which is crucial to the success of the programme.

(b) Financial Performance

5.23 The financial performance of TSC in the last three years has been as under:—

Particulars	2008-09 (Rs. crore)	2009-10 (Rs. crore)	2010-11 (Rs. crore)
Budget Estimates	1200.00	1200.00	1580.00
Revised Estimates	1200.00	1200.00	—
Actual Releases	1192.81	1144.62*	—

*upto 15.03.2010

5.24 When the Committee showed apprehension about the full utilization of funds given at RE stage in the remaining period of current fiscal year, the Department has stated that:—

“The Department has already utilized an amount of Rs. 1144 crore out of Rs. 1200 crore as the RE amount for the year 2009-10, which works out to 95.4%. The remaining amount shall be gainfully utilized during the balance period of the current financial year.”

(c) Physical Performance

5.25 The Department had set the following target for the fiscal year 2009-10 for total sanitation campaign:—

Programme	Objective/ Outcome	Outlay 2009-10	Quantifiable/ Deliverables	Process/Timelines (Quarters)					
				(Amount: Rs. in Crore)					
				1st	2nd	3rd	4th		
1	2	3	4	5					
Total Sanitation Campaign (TSC)	Elimination of the practice of open defecation from rural areas resulting in better quality of health and hygiene	1200	No targets are given but the expected outcomes are: (a) 115.00 lakh Household Toilets (including 4.00 lakh in NE States) (b) 3.44 lakh School Toilets blocks (including 10000 in NE States)	22 lakh IHHL	23 lakh IHHL	30 lakh IHHL	40 lakh IHHL	1.00 lakh toilet blocks in schools	1.00 lakh toilet blocks in schools

5.26 The achievement so far made under the programme is as under:—

Particulars	2009-10*
Individual Household Latrine	1.004 crore
School Toilet	1.16 lakh
Anganwadi Toilet	46,585

*as on 15.3.2010

5.27 When asked how in the absence of targets the year-wise performance of TSC is assessed the Department stated that:—

“Total Sanitation Campaign is a demand driven community led project based programme. The performance under TSC is assessed with respect to increase in sanitation coverage in the rural areas of the country over the years. Achievement against the total project objectives for each district/State over the years also give an assessment of performance under TSC apart from comparison of achievement in year *vis-à-vis* previous financial years.”

(d) Cost of construction of Toilets

5.28 The Standing Committee in their Third Report (Fifteenth Lok Sabha) on Demands for Grants (2009-2010) had recommended revision of cost of assistance for construction of toilets in Anganwadis from Rs. 5000/- to Rs. 8000/- and for school toilets from Rs. 20,000/- to Rs. 32,000/- as the existing amount is barely sufficient. The Department has stated that the matter is under consideration of Expenditure Finance Committee.

5.29 When asked about the final decision on the issue the Department has said that the proposal for revision of cost of assistance for construction of toilets in Anganwadis from Rs. 5000/- to Rs. 8000/- and for school toilets from Rs. 20,000/- to Rs. 32,000/- was forwarded

to Ministry of Finance, Department of Expenditure on 1.9.2009. Subsequent information desired by Ministry of Finance from time to time has also been provided. The Department is in regular touch with the Ministry of Finance for early fixation of EFC meeting for consideration of the proposal.

5.30 When asked whether the Department proposes to enhance per unit cost of IHHL also from existing level of Rs. 2500 the Department stated that there is no proposal with the Department of Drinking Water Supply, Ministry of Rural Development to enhance the rates of incentive from the existing level of Rs. 2200.00 [Rs. 1500.00 (Rs. 2000.00 in case of hilly and difficult areas) as Central share and Rs. 700.00 (minimum) as State share] being provided to BPL households under the scheme for Total Sanitation Campaign as the program is a demand driven one and the people are expected to generate the resources for construction of the toilet when they develop a felt need for the same. Past experience of subsidizing the construction of the toilets shows that while large number of toilets were constructed, but this did not result in reduction of open defecation to the commensurate level by the assisted households.

5.31 In pursuance of their earlier recommendation the Department has submitted the proposal for upward revision of the cost of assistance for construction of toilets in schools from Rs. 20,000 to Rs. 32,000 and for Anganwadi toilets from Rs. 5,000 to Rs. 8,000. But the Committee find that there is no proposal for upward revision for Individual Household Latrines (IHHL) which is Rs. 2200.00 being provided to BPL households under the scheme. As per the reply, although a proposal was submitted to the Ministry of Finance in this regard on 1.9.2009 no final decision has so far been taken in the matter. Since the present assistance of Rs. 2200.00 for IHHL is insufficient, the Committee strongly recommend that the cost of assistance for IHHL should also be raised substantially, so that the toilets constructed become durable and are actually used for the purpose.

(e) Problems being faced by the Department in achieving the target

5.32 When asked about the problems being faced by the States that are lagging behind both in IHHL coverage and school coverages the Department replied:—

“Sanitation is a state subject. As per the Constitution (73rd Amendment) Act, 1992, Sanitation is included in the 11th Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of Total Sanitation Campaign. It has been observed that in general, the performance of TSC has been relatively better in States where TSC is being implemented by Rural Development/Panchayati Raj Departments *vis-à-vis* States where the programme is being implemented by PHE Department. Incidentally, TSC is being implemented by PHE Department in the States of Assam, Bihar and Chhattisgarh. Other broad reasons for relatively unsatisfactory performance of, these States are:

- (i) Lack of priority for rural sanitation:
- (ii) Non-release of State share in time,
- (iii) Inadequate capacity building at grass roots, and
- (iv) Lack of proper IEC.

(f) Financial versus Physical Performance

Particulars	2008-09 (Rs. crore)	2009-10 (Rs. crore)	2010-11 (Rs. crore)
Budget Estimates	1200.00	1200.00	1580.00
Revised Estimates	1200.00	1200.00	—
Actual Releases	1192.81	1144.62*	—

*upto 15.03.2010

5.33 The performance of IHHL, School Toilet and Anganwadi toilet is given in Appendix-X. It can be seen there from that 1,01,27,928 IHHL and 46585 Anganwadi toilets was built by the Department during 2009-10.

5.34 During the course of oral evidence of the representatives of the Department, the Secretary, Drinking Water Supply stated as under:—

“First of all the demand from the respective State and Union territory should come for coverage of habitation under the NRDWP.”

5.35 The Committee find from the data provided by the Department that while the financial achievement under TSC during 2008-09 was 100 percent, it was 95.96% during 2009-10 (upto 15.03.2010). However, as against the target of 115 lakh household toilets and 3.44 lakh school toilet blocks the achievement is only 1,01,27,928 and 1,17,952 respectively during these two years. Thus the achievement in the physical target has not been up to the mark. It is surprising that the Department itself fixes certain quantifiable targets at beginning of the year and when the same are not achieved, the Department takes the excuse that it is a demand driven programme. Since open defecation leads to many diseases apart from environmental pollution, generation of demand through vigorous IEC campaigns may be resorted to by the Department if it has to achieve 100% sanitation coverage by 2012. The Committee, therefore, urge the Department to undertake broad intervention through targeted action for better and dignified living conditions for rural population and for promoting environment sustainability. The Committee have repeatedly been drawing the attention of the Department in their respective reports to the need for coverage of all the schools in the rural areas in the Country under drinking water and sanitation programmes. Every year the Government are setting the targets for full coverage but the targets are being spilled over to the next year. The Committee reiterate to make all out initiatives to ensure that all the schools in the Country in the rural areas have the toilet facility.

NEW DELHI;
13 April, 2009
23 Chaitra, 1932 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

APPENDIX I

**Rajiv Gandhi National Drinking Water Mission (RGNDWM)
Ministry of Rural Development/Department of
Drinking Water Supply
Financial Requirement
Summary of Demands for Grants**

(Rupees in crore)

Sl. No.	Name of the Scheme	Major Head of Accounts	Budget Estimates 2009-10	Revised Estimates 2009-10	Budget Estimates 2010-11
1	2	3	4	5	6
	PLAN				
1.	Water Supply and Sanitation	2215	5807.27	5800.28	8099.99
	National Rural Drinking Water Programme (NRDWP)	3601	1482.73	1488.72	0.01
	Total: NRDWP		7290.00	7289.00	8100.00
2.	Total Sanitation Campaign (TSC)	2215	1080.00	1080.00	1422.00
3.	Lump Sum provision for projects/schemes for benefits of the North Eastern Region and Sikkim				
(i)	National Rural Drinking Water Programme	2552	810.00	810.00	900.00

1	2	3	4	5	6
	(ii) Total Sanitation Campaign (TSC)	2552	120.00	120.00	158.00
	Total : NE Region		930.00	930.00	1058.00
	Total Plan		*9300.00	*9299.00	10580.00

1. NON-PLAN

	Headquarter's Establishment of Department of Drinking Water Supply	3451	2.84	4.15	3.78
	TOTAL : PLAN & NON PLAN		9302.84	9303.15	10583.78

*Includes Rs.100 Crore for Stand alone Water Purification System in rural schools.

APPENDIX II

Financial Progress under Rural Water Supply Programme during 2009-10 till 31.12.2009 (States/UTs)

(Amount: Rs. in lakh)

Sl. No.	State/UT	CENTRAL SHARE NRDWP						STATE SHARE		
		Opening Balance as on 1.4.2009*	Allocation	Release	Total Availability	Exp. Reported	Provision	Exp. Reported by State/UT		
1	2	3	4	5	6	7	8	9		
1.	ANDHRA PRADESH	0.00	42074.00	43774.00	43774.00	20737	34285.00	22656.36		
2.	ARUNACHAL PRADESH	2746.61	18000.00	17820.00	20566.61	6484.49	3300.00	2050.00		
3.	ASSAM	711.96	30160.00	29554.29	30266.25	11798.67	17450.48	2579.01		
4.	BIHAR	41419.98	37221.00	18610.50	60030.48	11828.82	44482.89	7610.03		
5.	CHHATTISGARH	2759.29	11580.00	5790.00	8549.29	6882.93	7377.00	4509.70		
6.	GOA	0.00	564.00	182.00	182.00	0	0.00	0.00		
7.	GUJARAT	1241.49	31870.00	29054.00	30295.49	23424.39	173725.00	90544.28		

1	2	3	4	5	6	7	8	9
8.	HARYANA	0.00	10586.00	5293.00	5293.00	3627.48	34520.00	12316.84
9.	HIMACHAL PRADESH	0.00	13852.00	7526.00	7526.00	3649.06	13271.20	6686.89
10.	JAMMU & KASHMIR	23790.81	44774.00	22387.00	46177.81	21325.07	3600.00	0.00
11.	JHARKHAND	6148.43	14929.00	8164.50	14312.93	375.89	9741.37	3095.29
12.	KARNATAKA	3205.32	44432.00	42113.00	45318.32	22634.06	42153.11	19896.34
13.	KERALA	119.46	15277.00	15111.74	15231.20	6485.61	66673.50	24447.29
14.	MADHYA PRADESH	3350.42	36766.00	34940.00	38290.42	15137.34	26387.62	13212.54
15.	MAHARASHTRA	19225.94	61834.00	54759.58	73985.52	37996.55	44540.71	15565.72
16.	MANIPUR	2669.81	6160.00	2980.00	5649.81	0	4151.00	0.00
17.	MEGHALAYA	18.37	7040.00	6940.00	6958.37	3239.42	7061.44	3782.17
18.	MIZORAM	1675.67	5040.00	2520.00	4195.67	1352.31	2438.25	997.28
19.	NAGALAND	2960.87	5200.00	4696.39	7657.26	4542.54	1955.00	0.00
20.	ORISSA	2555.84	18713.00	18338.74	20894.58	12107.58	26655.96	8337.96
21.	PUNJAB	654.23	8117.00	7840.50	8494.73	5755.4	37872.00	17757.86
22.	RAJASTHAN	379.00	46965.00	38802.50	39181.50	33171.17	72040.62	50206.35

1	2	3	4	5	6	7	8	9
23. SIKKIM		1033.23	2160.00	980.00	2013.23	0	0.00	0.00
24. TAMILNADU		5723.85	32043.00	28135.45	33859.30	11518.33	50506.77	31619.29
25. TRIPURA		1785.10	6240.00	6140.00	7925.10	3142.54	3031.00	1079.59
26. UTTAR PRADESH		17370.57	95912.00	77675.52	95046.09	36365.35	47357.60	23298.27
27. UTTARAKHAND		3434.45	12616.00	6181.84	9616.29	4523.19	27244.46	13545.46
28. WEST BENGAL		2094.30	29871.00	30572.29	32666.59	17432.73	45754.94	34316.50
29. A&N ISLANDS		0.00	0.00	0.00	0.00	0	0.00	0.00
30. DADRA & NAGAR HAVELI		0.00	0.00	0.00	0.00	0	0.00	0.00
31. DAMAN & DIU		0.00	0.00	0.00	0.00	0	0.00	0.00
32. DELHI		0.00	0.00	0.00	0.00	0	0.00	0.00
33. LAKSHADWEEP		0.00	0.00	0.00	0.00	0	0.00	0.00
34. PUDUCHERRY		0.00	0.00	0.00	0.00	0	766.21	497.81
Total		147075.00	689996.00	566887.84	693093.58	325537.92	848343.13	410608.83

APPENDIX III**TOTAL SANITATION CAMPAIGN (TSC)**

**State-wise release position under TSC during the year 2009-10
As on 31.12.2009**

(Rs. in lakhs)

Sl. No.	State	Opening Balance as on 14.09	Release	Total	Expenditure
1	2	3	4	5	6
1.	ANDHRA PRADESH	2721.42	11078.44	13799.86	1411.53
2.	ARUNACHAL PRADESH	1414.02	155.24	1569.26	311.82
3.	ASSAM	9431.43	726.18	10157.61	4240.09
4.	BIHAR	9226.68	9046.72	18273.40	5101.03
5.	CHHATTISGARH	2513.01	5018.42	7531.43	2932.47
6.	D&N HAVELI	1.48	0.00	1.48	0.00
7.	GOA	22.39	0.00	22.39	0.00
8.	GUJARAT	3487.01	3036.91	6523.92	3417.91
9.	HARYANA	1890.26	0.00	1890.26	730.62
10.	HIMACHAL PRADESH	1121.93	408.40	1530.33	976.00
11.	JAMMU & KASHMIR	1995.35	0.00	1995.35	335.67
12.	JHARKHAND	3432.99	3941.66	7374.65	1971.32
13.	KARNATAKA	3436.60	5571.00	9007.60	2828.16
14.	KERALA	953.74	975.45	1929.19	893.70
15.	MADHYA PRADESH	8437.47	7987.48	16424.95	6853.76

1	2	3	4	5	6
16.	MAHARASHTRA	3373.13	8394.05	11767.18	1520.56
17.	MANIPUR	450.35	1055.44	1505.79	275.25
18.	MEGHALAYA	667.25	400.27	1067.52	639.45
19.	MIZORAM	477.63	0.00	477.63	341.45
20.	NAGALAND	24.68	1059.27	1083.95	685.83
21.	ORISSA	11065.50	5031.55	16097.05	3323.52
22.	PUDUCHERRY	23.87	0.00	23.87	5.19
23.	PUNJAB	1004.05	116.02	1120.07	124.22
24.	RAJASTHAN	3616.17	4352.64	7968.81	2072.00
25.	SIKKIM	258.95	0.00	258.95	258.95
26.	TAMIL NADU	1963.63	6166.18	8129.81	4697.20
27.	TRIPURA	452.72	836.66	1289.38	147.90
28.	UTTAR PRADESH	26641.01	11504.86	38145.87	16308.62
29.	UTTARAKHAND	941.79	773.98	1715.77	561.96
30.	WEST BENGAL	10005.59	2666.76	12672.35	3135.03
Grand Total		111052.13	90303.58	201355.71	66101.19

APPENDIX IV

Coverage of targeted quality affected habitations *vis-à-vis* the achievement during 2009-10

Sl. No.	State Name	Quality Affected Habitations	
		Targeted	Covered
1	2	3	4
1.	ANDAMAN and NICOBAR	0	0
2.	ANDHRA PRADESH	126	183
3.	ARUNACHAL PRADESH	34	25
4.	ASSAM	6868	4083
5.	BIHAR	7748	7793
6.	CHANDIGARH	0	0
7.	CHHATTISGARH	3551	585
8.	DADRA & NAGAR HAVELI	0	0
9.	DAMAN & DIU (Only Daman)	0	0
10.	DELHI	0	0
11.	GOA	0	0
12.	GUJARAT	390	227
13.	HARYANA	88	9
14.	HIMACHAL PRADESH	13	9
15.	JAMMU AND KASHMIR	1	0
16.	JHARKHAND	132	121
17.	KARNATAKA	2638	1468

1	2	3	4
18.	KERALA	152	40
19.	LAKSHADWEEP	0	0
20.	MADHYA PRADESH	502	368
21.	MAHARASHTRA	2086	744
22.	MANIPUR	0	0
23.	MEGHALAYA	8	5
24.	MIZORAM	0	0
25.	NAGALAND	20	0
26.	ORISSA	3452	1270
27.	PUDUCHERRY	4	1
28.	PUNJAB	466	198
29.	RAJASTHAN	1210	593
30.	SIKKIM	0	0
31.	TAMIL NADU	0	0
32.	TRIPURA	1346	497
33.	UTTAR PRADESH	1558	577
34.	UTTARAKHAND	0	0
35.	WEST BENGAL	2202	904
TOTAL		34595	19716

APPENDIX V

Recommended grants for local bodies

Year	BE							
	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2010-15	
1	2	3	4	5	6	7	8	
Percentage of the previous years' divisible pool to be given to all States as grant under Article 275 of the Constitution - General Basic Grant and Total Special Areas Grant	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	
General Performance Grants			0.50%	1.00%	1.00%	1.00%	0.78%	
Aggregate Grants to Local Bodies	1.50%	2.00%	2.00%	2.50%	2.50%	2.50%	2.28%	
Projected (Rs. crore) Divisible Pool : 2009-14	545463	636183	746179	880156	1038188	1224595	3846169*	

	1	2	3	4	5	6	7	8
General Basic Grant and Total special Areas Grant			8182	9543	11193	13202	15573	57693
General Basic Grant			8022	9303	10873	12883	15253	56335
General Performance Grant			0	3181	7462	8802	20382	29826
General Basic Grant & General Performance Grant			8022	12484	18335	21685	25635	86161
Total Special Areas Grant			160	239	319	319	319	1357
Special Areas Basic Grant			160	160	160	160	160	798
Special Areas Performance Grant			0	80	160	160	160	559
Aggregate Grants Local Bodies			8182	12724	18654	22004	25955	87519

Sl. No.	State/UT	Target as on 1.04.2005					Coverage from 1.04.05 to 31.03.09				
		Uncovered	Slipped-back	Quality Affected	Total	Uncovered	Slipped-back	Quality Affected	Total		
1	2	3	4	5	6	7	8	9	10		
1.	ANDHRA PRADESH	0	29744	4050	33794	0	28598	8307	36905		
2.	ARUNACHAL PRADESH	668	2752	0	3420	668	870	1387	2925		
3.	ASSAM	7375	10636	8119	26130	7375	8829	30829	47033		
4.	BIHAR	0	47597	776	48373	0	42705	24889	67594		
5.	CHHATTISGARH	0	19007	5021	24028	0	29547	6063	35610		
6.	GOA	6	0	0	6	6	1	0	7		
7.	GUJARAT	36	4389	8717	13142	36	6046	12268	18350		
8.	HARYANA	0	2506	361	2867	0	2860	561	3421		
9.	HIMACHAL PRADESH	6891	9308	0	16199	6891	9653	0	16544		

	1	2	3	4	5	6	7	8	9	10
10. JAMMU & KASHMIR			3211	3138	49	6398	3211	782	49	4042
11. JHARKHAND			0	17225	168	17393	0	17005	1454	18459
12. KARNATAKA			5618	809	21008	27435	5618	8717	18541	32876
13. KERALA			7573	421	867	8861	7573	3946	1670	13189
14. M.P.			0	37269	5381	42650	0	38512	5940	44452
15. MAHARASHTRA			17738	11579	3787	33104	17738	14338	14834	46910
16. MANIPUR			0	80	37	117	0	517	74	591
17. MEGHALAYA			251	4341	160	4752	251	3563	272	4086
18. MIZORAM			112	271	26	409	112	357	78	547
19. NAGALAND			731	202	157	1090	731	141	242	1114
20. ORISSA			0	14900	32254	47154	0	39902	37378	77280
21. PUNJAB			1931	5247	2093	9271	1786	2198	2800	6784
22. RAJASTHAN			2300	33680	41072	77052	1871	26897	46187	74955
23. SIKKIM			74	783	0	857	74	510	76	660

1	2	3	4	5	6	7	8	9	10
24.	TAMILNADU	0	44080	5574	49654	0	33123	6751	39874
25.	TRIPURA	0	651	7031	7682	0	825	7370	8195
26.	UTTAR PRADESH	0	19886	5062	24948	0	24629	9417	34046
27.	UTTARAKHAND	272	7567	0	7839	237	5611	0	5848
28.	WEST BENGAL	0	3536	65156	68692	0	7635	72298	79933
29.	A & N ISLANDS	102	0	26	128	94	0	26	120
30.	DADRA NAGAR HAVELI	60	0	0	60	60	0	0	60
31.	DAMAN & DIU				0	0	0	0	0
32.	DELHI				0	0	0	0	0
33.	LAKSHADWEEP	10	0	0	10	0	0	0	0
34.	PUDUCHERRY	108	0	16	124	108	45	179	332
35.	CHANDIGARH				0	0	0	0	0
TOTAL		55067	331604	216968	603639	54440	358362	309940	722742

APPENDIX VII

Coverage of Habitations (Month-wise) under NRDWP during 2009-10

S.No.	State	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	ANDHRA PRADESH	0	0	0	0	0	0	0	2301	332	308	1052	3993
2.	ARUNACHAL PRADESH	0	0	0	4	2	0	198	24	0	38	17	283
3.	ASSAM	0	0	0	0	0	0	2482	1363	1154	1317	1948	8264
4.	BIHAR	0	0	0	0	0	0	189	0	8402	1196	9409	19196
5.	CHATTISGARH	0	0	0	0	0	0	1481	394	763	1304	0	3942
6.	GOA	0	0	0	0	0	0	0	0	0	0	0	0
7.	GUJARAT	26	180	78	75	96	119	86	54	107	90	156	1067
8.	HARYANA	129	43	4	46	47	0	102	31	28	49	94	573
9.	HIMACHAL PRADESH	352	99	314	155	246	0	417	408	335	830	327	3483
10.	JAMMU AND KASHMIR	0	0	0	0	0	0	0	34	0	42	0	76
11.	JHARKHAND	12	5	9	131	61	0	755	1122	999	3702	2087	8883
12.	KARNATAKA	962	425	313	0	0	0	305	807	1130	3187	490	7619

1	2	3	4	5	6	7	8	9	10	11	12	13	14
14.	MADHYA PRADESH	115	94	47	16	139	0	165	733	963	1197	1325	4794
15.	MAHARASHTRA	299	162	741	308	559	836	659	449	651	583	548	5795
16.	MANIPUR	0	0	0	0	0	0	17	38	0	0	0	55
17.	MEGHALAYA	0	17	4	5	35	19	13	0	23	122	67	305
18.	MIZORAM	0	0	0	0	0	0	5	1	30	10	0	46
19.	NAGALAND	0	0	0	0	0	0	12	0	0	0	0	12
20.	ORISSA	0	0	0	0	0	0	1799	635	486	974	1508	5402
21.	PUDUCHERRY	0	0	0	0	0	0	19	0	0	0	5	24
22.	PUNJAB	43	53	148	196	172	0	101	226	243	190	175	1547
23.	RAJASTHAN	726	224	192	0	0	0	86	8	779	192	144	2351
24.	SIKKIM	0	0	0	0	0	0	12	10	6	24	6	58
25.	TAMIL NADU	0	3	5	307	394	626	769	894	1284	1061	614	5957
26.	TRIPURA	0	12	13	42	72	0	129	61	91	81	66	567
27.	UTTAR PRADESH	0	0	0	0	0	0	298	0	135	134	182	749
28.	UTTARAKHAND	15	98	16	0	0	0	300	93	134	172	110	938
29.	WEST BENGAL	0	70	87	113	109	156	320	0	383	516	653	2407
Total:		2679	1485	1971	1398	1932	1756	10719	9704	18458	17345	20996	88443

APPENDIX VIII

State-wise Physical Achievement 2009-10 under NRDWP

State/UT	Uncovered		Slipped Back		Quality Affected	
	Target	Achievement	Target	Achievement	Target	Covered
1	2	3	4	5	6	7
ANDHRA PRADESH	-	-	8,374	3,711	126	183
ARUNACHAL PRADESH	-	-	2,366	258	34	25
ASSAM	-	-	16,132	4,174	6,868	4,083
BIHAR	-	-	32,760	11,024	7,748	7,793
CHHATTISGARH	-	-	-	3,282	3,551	585
GOA	-	-	-	-	-	-
GUJARAT	-	-	1,006	815	390	227
HARYANA	-	-	862	529	88	25
HIMACHAL PRADESH	-	-	4,987	3,474	13	9

1	2	3	4	5	6	7
JAMMU & KASHMIR	-	-	4,699	70	1	-
JHARKHAND	-	-	1,420	8,619	132	121
KARNATAKA	-	-	10,362	5,708	2,638	1,468
KERALA	-	-	243	17	152	40
MADHYA PRADESH	-	-	3,998	4,312	502	368
MAHARASHTRA	-	-	6,519	5,051	2,086	744
MANIPUR	-	-	730	53	-	-
MEGHALAYA	-	-	492	300	8	5
MIZORAM	-	-	300	46	-	-
NAGALAND	-	-	180	12	20	-
ORISSA	-	-	-	3,998	3,452	1,270
PUNJAB	145	121	1,040	1,227	466	198
RAJASTHAN	406	86	9,313	1,656	1,210	593

1	2	3	4	5	6	7
SIKKIM	-	-	300	58	-	-
TAMILNADU	-	-	7,000	5,934	-	-
TRIPURA	-	-	1,786	70	1,346	497
UTTAR PRADESH	-	-	442	172	1,558	577
UTTARAKHAND	35	7	1,164	931	-	-
WEST BENGAL	-	-	6,891	1,503	2,202	904
A & N ISLANDS	-	-	42	-	-	-
LAKSHADWEEP	-	-	-	-	-	-
PUDUCHERRY	-	-	-	23	4	1
INDIA Total	586	214	1,23,408	67,027	34,595	19,716

	1	2	3	4	5	6	7	8	9	10	11	12
10. DELHI	62.89	62.89	62.89	62.89	62.89	62.89	62.89	62.89	62.89	62.89	62.89	62.89
11. GOA	48.21	48.21	48.21	48.21	48.21	48.21	48.21	48.21	58.65	58.87	72.19	72.19
12. GUJARAT	21.65	21.69	21.69	21.69	21.69	22.32	22.32	28.23	41.18	55.59	76.13	85.94
13. HARYANA	28.66	28.66	28.67	30.34	32.65	32.65	38.45	51.74	78.58	93.53	100	100
14. HIMACHAL PRADESH	27.72	27.72	27.72	27.72	27.75	28.2	35.85	54.26	89.1	100	100	100
15. JAMMU & KASHMIR	41.8	41.8	41.8	41.85	41.99	41.99	41.99	49.95	53.35	56.75	58.4	58.4
16. JHARKHAND	6.57	6.57	6.57	6.81	7.25	8.93	12.45	21.25	30.79	38.3	38.3	38.3
17. KARNATAKA	17.4	17.4	17.4	17.87	17.92	21.11	27.84	38.64	45.4	53.47	53.47	53.47
18. KERALA	81.33	81.33	83.38	85.7	89.07	92.19	94.65	100	100	100	100	100
19. LAKSHADWEEP	93.14	93.14	93.14	93.14	93.14	93.14	93.14	93.14	93.14	93.14	93.14	93.14
20. MADHYA PRADESH	8.94	8.95	9.08	9.61	12.7	17.51	23.66	34.55	52.38	67.29	67.29	67.29
21. MAHARASHTRA	18.21	18.21	18.76	19.79	23.18	31.72	45.58	64.28	71.94	71.94	71.94	71.94
22. MANIPUR	77.5	77.5	77.5	77.5	77.5	77.5	77.72	80.8	85.08	85.08	85.08	85.08
23. MEGHALAYA	40.1	40.1	40.1	40.1	40.1	40.1	40.1	47.37	56.48	65.09	65.09	65.09

1	2	3	4	5	6	7	8	9	10	11	12
24.	MIZORAM	79.74	79.74	79.74	79.74	79.74	79.74	100	100	100	100
25.	NAGALAND	64.64	65.57	65.57	70.96	71.65	71.65	72.08	76.66	78.75	85.48
26.	ORISSA	7.71	7.91	8.47	11.83	16.44	20.85	26.6	33.61	38.39	45.44
27.	PUDUCHERRY	21.42	21.42	21.42	22.67	22.67	22.67	23.1	23.85	24.17	24.46
28.	PUNJAB	40.91	41.16	41.71	41.8	41.8	41.8	41.8	55.33	65.15	69.92
29.	RAJASTHAN	14.61	14.61	14.61	14.93	16.48	17.97	20.09	31.4	43.84	51.69
30.	SIKKIM	59.35	59.82	60.59	63.86	87.24	100	100	100	100	100
31.	TAMIL NADU	14.36	16.32	16.5	25.19	34.93	62.57	67.3	76	81.1	87.46
32.	TRIPURA	77.93	77.93	84.2	100	100	100	100	100	100	100
33.	UTTAR PRADESH	19.23	19.99	19.99	22.31	27.31	37.67	46.27	56.66	68.85	79.49
34.	UTTARAKHAND	31.6	31.6	31.6	31.67	34.66	39.44	44.87	51.2	60.08	68.18
35.	WEST BENGAL	26.93	29.2	31.83	48.01	55.56	63.08	71.41	80.9	91.49	96.64
GRAND TOTAL		21.92	22.38	22.83	27.25	30.56	37.2	44.21	53.2	62.38	70.13

*As on 17.03.2010.

APPENDIX X

Performance of IHHL, School toilet and Anganwadi toilet during 2008-09 and 2009-10

State	IHHL Total			School Toilet			Anganwadi Toilet		
	2008-09	2	3	2008-09	2009-10*	2009-10*	2008-09	2009-10*	2009-10*
1				4	5	7	6	7	7
ANDHRA PRADESH	292697		582905	30727	2237	1640	1640	764	764
ARUNACHAL PRADESH	3399		14819	1910	111	910	910	191	191
ASSAM	206256		369677	8296	11659	1195	1195	4162	4162
BIHAR	756465		600349	15065	3710	272	272	161	161
CHHATTISGARH	305456		392463	18511	4632	1906	1906	1998	1998
GUJARAT	984200		576848	3180	649	1834	1834	901	901
HARYANA	367097		171582	14	0	521	521	203	203
HIMACHAL PRADESH	313872		231860	1959	4531	994	994	1895	1895
JAMMU & KASHMIR	39415		19157	4291	2180	27	27	15	15
JHARKHAND	362573		285808	6913	4168	700	700	2032	2032
KARNATAKA	409816		556253	790	34	1173	1173	462	462
KERALA	81865		58837	605	355	713	713	1115	1115

1	2	3	4	5	6	7
MADHYA PRADESH	1136826	1131672	23697	9729	8772	1798
MAHARASHTRA	854563	842680	8871	1883	5992	2844
MANIPUR	4590	12690	885	749	95	58
MEGHALAYA	30004	30212	549	619	37	48
MIZORAM	8973	7616	0	0	117	0
NAGALAND	5543	17853	522	343	35	514
ORISSA	323802	478272	16623	13807	3768	4695
PUNJAB	263781	64375	2176	736	37	524
RAJASTHAN	889762	562306	9796	5058	2196	1780
SIKKIM	3712	0	1	0	75	0
TAMIL NADU	421967	517984	2919	1143	1443	410
TRIPURA	62971	20938	459	473	132	840
UTTAR PRADESH	2415154	2076673	84045	32896	33380	13834
UTTARAKHAND	98884	95318	870	294	109	1
WEST BENGAL	636422	408573	9780	15956	922	5340
GRAND TOTAL	11299045	10127928	253799	117952	69045	46585

*15.3.2010.

APPENDIX XI

COMMITTEE ON RURAL DEVELOPMENT (2009-2010)

EXTRACTS OF THE MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 19TH MARCH, 2010

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

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Shri Pulin Bihari Baske
3. Shri Raghuvir Singh Meena
4. Shri Gobinda Chandra Naskar
5. Shri Rakesh Pandey
6. Shri P.L. Punia
7. Shri Jagdish Sharma
8. Shri Jagdanand Singh
9. Shrimati Usha Verma

Rajya Sabha

10. Shrimati Maya Singh
11. Miss Anusuiya Uikey

SECRETARIAT

- | | | |
|---------------------|---|----------------------------|
| 1. Shri P.K. Grover | — | <i>Joint Secretary</i> |
| 2. Shri V.R. Ramesh | — | <i>Director</i> |
| 3. Shri A.K. Shah | — | <i>Additional Director</i> |

WITNESSES

Department of Drinking Water Supply (Ministry of Rural Development)

1. Smt. Rajwant Sandhu — Secretary
2. Dr. Arvind Mayaram — Additional Secretary & Financial Advisor
3. Shri J.S. Mathur — Joint Secretary
4. Shri T.M. Vijay Bhaskar — Joint Secretary
5. Shri R.M. Deshpande — Addl. Adviser
6. Shri R.K. Sinha — Director
7. Shri Bharat Lal — Director
8. Shri Vijay Mittal — Director

2. At the outset, the Chairperson welcomed the members to the Sitting of the Committee convened to take evidence of the representatives of the Department of Drinking Water Supply on Demands for Grants (2010-2011) of the Department.

[The representatives of the Department of Drinking Water Supply (Ministry of Rural Development) were then called in.]

3. The Chairperson welcomed the representatives of the Department of Drinking Water Supply and highlighted certain issues related to the Demands for Grants (2010-11) of the Department of Drinking Water Supply. Thereafter, the Secretary, Department of Drinking Water Supply made a power point presentation highlighting the salient features of Demands for Grants (2010-11) of the Department of Drinking Water Supply. The members of the Committee raised various issues like coverage of drinking water supply in rural areas, reliability of related data, issue of mismatch between financial *vis-à-vis* physical performance with regard to quality affected habitations, under achievement of targets on different components of Total Sanitation Campaign (TSC) during 2009-10, need for increasing the cost

of construction of toilets in Schools and Aaganwadis etc. The Secretary of the Department of Drinking Water Supply replied to the queries of the members. The Chairperson also asked Secretary, Department of Drinking Water Supply to furnish replies to queries which remained unanswered. The Chairperson then thanked the representatives of the Department of Drinking Water Supply.

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

The Committee then adjourned for the lunch break.

APPENDIX XII

COMMITTEE ON RURAL DEVELOPMENT (2009-2010)

EXTRACTS OF THE MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 9TH APRIL, 2010

The Committee sat from 1500 hrs. onwards in Committee Room G-074, Ground Floor, Parliament Library Building, New Delhi

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Shri Pulin Bihari Baske
3. Shri H.D. Kumaraswamy
4. Shri Sidhant Mohapatra
5. Shri Gobinda Chandra Naskar
6. Shri P.L. Punia
7. Shri A. Venkatarami Reddy
8. Shri Jagdanand Singh
9. Dr. Sanjay Singh
10. Shri Kodikkunnil Suresh
11. Shrimati Usha Verma

Rajya Sabha

12. Shri Ganga Charan
13. Dr. Ram Prakash
14. Shri Bhagwati Singh
15. Shrimati Maya Singh
16. Miss Anusuiya Uikey

SECRETARIAT

- | | | |
|---------------------|---|----------------------------|
| 1. Shri P.K. Grover | — | <i>Joint Secretary</i> |
| 2. Shri V.R. Ramesh | — | <i>Director</i> |
| 3. Shri A.K. Shah | — | <i>Additional Director</i> |

2. *** *** *** *** ***

3. The Committee, thereafter, took up for consideration the Draft Reports on Demands for Grants (2010-2011) of the following Departments of the Ministry of Rural Development:—

(i) **** **** **** ; and

(ii) Department of Drinking Water Supply.

The Committee adopted the aforesaid Draft Reports with slight modifications.

4. The Committee then authorised the Chairperson to finalise the aforesaid Draft Reports on the basis of factual verification from the concerned Ministry/Department and present the same to both the Houses of Parliament.

The Committee then adjourned.

***Relevant portions of the minutes not related to the subject have been kept separately.

APPENDIX XIII

STATEMENT OF RECOMMENDATIONS/OBSERVATIONS

Sl. No.	Para No.	Recommendation/Observation
1	2	3
1.	2.3	The Committee urge the Department to review the implementation of all recommendations made by the Committee during Fourteenth Lok Sabha. The Committee also desire that, in future, the Government should review the previous recommendations made by the Committee and intimate the Committee about the stage of their implementation before presentation of the Demands for Grants for the next financial year. Further, they desire that the Statement made under direction 73A should not be a mere reproduction of the action taken notes and should reflect the effective implementation of recommendations made by the Committee.
2.	3.10	The Committee have been informed that despite having a low budget as compared to the other Departments of the Government of India, the Department has surrendered Rs.9.40 crore during 2008-2009. Although the allocation of the Department as percentage to GDP has increased from 0.17 per cent in the year 2008-09 to 0.21 per cent in 2010-11, the Committee feel that this share is too little as nearly seventy per cent of the population resides in rural India. Further, Rs.2581.27 crore was lying unspent with the

implementing agencies at the beginning of 2009-10. In the opinion of the Committee the poor allocation of funds to the Department may be attributed to the fact that the Department has not been able to utilize fully even the meagre funds allocated to it. The Committee, therefore, urge the Department to utilize the full allocation provided by the Planning Commission so that the physical targets do not suffer.

3. 3.13 The Committee note that the non-Plan expenditure of the Department is increasing continuously since 2008-09 which is not a healthy sign. Another disturbing feature is that the RE in respect of Non-plan has always been enhanced over the BE which shows that Department had not expected the higher expenditure at the time of submitting the proposals at BE stage. This reflects lack of proper planning with regard to the non-Plan expenditure of the Department. The Committee, therefore, urge the Department to curtail non-Plan expenditure to the barest minimum to do proper planning before submitting the BE proposals so that the non-Plan expenditure does not increase substantially over the BE proposal.
4. 3.17 The Committee are constrained to note that vital sector of rural drinking water supply and rural sanitation have not received adequate allocations as demanded by the nodal Department *i.e.* Department of
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Drinking Water Supply during the first four years of Eleventh Plan (2007-12) except for allocation for sanitation during 2008-09. The Committee also note that whatever increase in allocation has been done relates to only in 2010-11 that too representing an increase of 12.5 per cent in rural drinking water supply and 31.7 per cent increase for sanitation sector. The Committee are of the firm opinion that aforesaid increase is not commensurate with the task in hand before the Department during the period. The Committee, therefore, recommend that desired level of funds be made available to them and urge the Planning Commission to favourably consider their case for higher allocations.

5. 3.21 The Committee would like to be apprised of the outcome of the proposed Steering Committee which is to prepare the strategic plan for the remaining two years of the current plan and also during the 12th and 13th Five Year Plans. The Committee also recommend that this Steering Committee should also analyse the performance of the Department so far during first three years of the current Five Year Plan. The Department, therefore, should obtain Utilization Certificates from all the States and Union territories and take suitable corrective measures and inform the Committee accordingly.
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1	2	3
6.	4.5	<p>The Committee find that the coverage of Rural Water Supply is only 84 per cent and 16 per cent of the households do not have access to safe drinking water. Only 12 per cent Populations have access to – individual household top connections. The sanitation coverage is only 63.15 per cent. The Committee note that the achievement in both the sectors is not satisfactory. Not only that the target of achieving cent per cent rural sanitation coverage by March, 2012 does not seem feasible and is expected to be achieved only by the year 2015. The Committee are unhappy over this slippage in achieving the targets for cent per cent rural sanitation. The Committee, therefore, recommend the Department to step up their efforts to achieve the full coverage in a time bound manner. The Committee also recommend the Government to carry out an independent and impartial survey on the coverage of water supply and sanitation in the Country, State and Union territory-wise. They also recommend that the Department should identify the number of toilets that are currently being used and apprise the Committee accordingly.</p>
7.	4.8	<p>The Committee learn that Anganwadi Kendras are sanctioned by the Government of India and out of 13.56 lakh Anganwadi Kendras in the Country, 1.23 lakh Anganwadi Kendras still do not have facility of toilets. The Committee, therefore, urge the</p>

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- Department to take up construction of Anganwadi toilets with the States which are lagging behind and also provide funds for their construction in Anganwadi Kendras which are being run in the private buildings also as these Kendras are sanctioned by the Government.
8. 4.10 The Committee have been informed by the Department that it is upto the States to provide the level of service to be delivered to habitations. The Department at present do not have any scheme for providing piped water supply. The Committee, therefore, recommend the Government to come out with a properly structured central scheme for providing piped water supply to all the habitations of the Country. Further, adequate funds should also be provided for this purpose as it would require proper infrastructural set up and trained people to maintain the infrastructure. The Department should also make sincere efforts to fulfill their mandate of providing safe and adequate drinking water which is central to the livelihood system of rural people.
9. 4.17 The Committee observe that physical progress in respect of quality affected habitations has been dismal. As against the target of 49,653 habitations during 2007-08, the achievement has only been 18,757. Similarly as against the target of 99402 during 2008-09, the achievement is only 21531. During 2009-10 also the
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achievement has been only 11,962 (upto 31.1.2010) against a target of 34,595. What is more surprising is the fact that almost the entire funds allocated for the purpose are stated to have been utilized during the respective years while in physical terms the achievement has been only a fraction of the targets. The Committee would like to have a clarification in this regard from the Department. The Committee are also unable to comprehend the figures of 94,1360 and 2,05,930 habitations shown to have been 'addressed' during 2007-08 and 2008-09 respectively. There is no corresponding figure for 2009-10.

10.

4.18

It is observed that no target during 2009-10 has been given for Andaman and Nicobar Islands, Chandigarh, Dadra & Nagar Haveli, Goa, Lakshadweep, Manipur, Daman and Diu, Mizoram, Sikkim, Tamil Nadu and Uttarakhand. This shows that no effort has been made by the Department of Drinking Water Supply to solve the problem of quality affected habitations in the aforesaid 12 States/UTs. The Committee, therefore, would like to be apprised of the rationale behind fixing NIL targets for these States/UTs during 2009-10 as also the targets fixed in this regard State and Union territory wise for 2010-11. The Committee desire that the Department should take all measures to ensure that the remaining quality affected

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- habitations are addressed on a priority basis by chalking out an immediate action plan in this regard.
11. 4.19 It is needless to point out that contaminated harmful sources of water in the rural areas in the Country may cause a severe crisis and trap the people in vicious cycle of poverty and disease. The Committee would emphasize that all efforts made with regard to improving the coverage of targets and bringing about sustainability of sources as the systems become meaningless in the absence of clean and safe drinking water.
12. 4.20 The Committee note that arsenic and fluoride contaminated water leads to serious health hazards not only to the present generation but also to the future generations.
13. 4.21 The Committee recommends that survey for contamination of water be carried throughout the country and remedial measures *i.e.* purification of contaminated water be taken up by the Department on a priority basis.
14. 4.27 The Committee note that the recommendation made by the Thirteenth Finance Commission for putting up a supplement to the budget document for local bodies, an audit system for all local bodies, system of independent ombudsman for looking after complaints of corruption and mal-adminis-
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tration in local bodies, electronic transfer of funds, if strictly adhered to will help the Department in not only achieving the targets in time but will also help in smooth transfer of funds. Regarding rural sanitation, the recommendation for provision of funds for garbage/solid waste management services and sewage disposal will add a new dimension to the Total Sanitation Campaign (TSC) of the Department which has been missing uptill now. The Committee desire that these recommendations of the Thirteenth Finance Commission be implemented immediately. The Committee further feel that the Department need to undertake broad intervention through targeted action for better and dignified living conditions for rural populace and for promoting environment sustainability.

15. 4.31 The Committee observe that an Evaluation Study was conducted by the Economic and Monitoring Wing of Ministry of Rural Development for Sub-Mission (Quality) Projects under ARWSP in States of Uttar Pradesh, Orissa, Rajasthan, Andhra Pradesh, Tamil Nadu and West Bengal on the level of community awareness on issues pertaining to drinking water initiatives taken by households in the matter and infrastructure development and outputs. The findings revealed that there was a near absence of community participation in all stages from
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planning to implementation, despite it being very strongly mentioned in the ARWSP Guidelines and the practice of safe water was not very common. Another study that aimed at providing quantitative and qualitative review of the status of implementation of the programme revealed that slippage of habitations was widespread and only 37.53% of households reported drawing water from ARWSP facility that were earlier drawing unsafe water in pre-ARWSP period. However, households in the States like Bihar, Chhattisgarh, Haryana, Jharkhand, Punjab, Himachal Pradesh, Uttar Pradesh and Uttarakhand reported no change in the quality of water. The Committee desire that urgent remedial measures be taken up to address the aforesaid issues in order to ensure that the various schemes/programmes of the Department actually benefit the rural population.

16.

4.32

The Committee apprehend that the information provided by the Department regarding the coverage (86.77 per cent) does not appear to be based on the reality. While recommending for an independent survey, the Committee desire that the terms of reference of the independent survey be immediately made and the result of the findings be linked with BPL Census and the General Census so as to have a real picture of the drinking water scenario in rural areas in the country and the

data on the IMIS. The Committee would like to be apprised of the same.

17. 4.35 The Committee note that the period of Bharat Nirman-I (2005-09) has ended in 2009. As against the target of 55067 uncovered habitations in the four years time, the Department could cover only 54440 habitations of the 28 targeted States under the slipped back category in 13 States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu and Kashmir, Jharkhand, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu and Uttarakhand, the Department has not achieved the targets. Further no target was set for slipped back category in any of the Union territories.
18. 4.36 The Committee are concerned to note that in the slipped back category nearly half of the States could not achieve the target. The Committee apprehend that it may put a question mark on the sustainability of the sources. The Committee, therefore, urge the Department to immediately work on the achievement of targets set under Bharat Nirman I. In the States where the performance is found to be not satisfactory, specific reasons be found out and remedial measures be taken without any further delay. The Committee would like the Department to work out a strategy urgently to achieve the said targets within stipulated time frame.
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1	2	3
19.	5.9	<p>The Committee observe that the allocation of funds under National Rural Drinking Water Programme (NRDWP) has been made only for 28 States of the country and not for any of the Union territory Administrations. The Committee would like to know the justification for not providing any funds to the UTs and how without any allocation of funds, drinking water schemes are being implemented in rural habitations in these Union territories.</p>
20.	5.15	<p>The Committee find from the information provided by the Department that Rs.8000 crore were provided for NRDWP for the financial year 2009-10. Till mid March, 2010 Rs.7,005.87 crore have been released which is 87.57 per cent of the total allocation for 2009-10. As against the target of 1,58,589 habitations fixed for 2009-10, the achievement is only 88,443 which is 55.67 per cent of the target. Further, no target was set under uncovered category except for the States of Punjab, Rajasthan and Uttarakhand. Similarly no target was fixed for the slipped back category except for Chhattisgarh, Goa, Orissa, Lakshadweep and Puducherry. The Committee would like to know as to why no target was set for uncovered and slipped back categories in other States and Union territories.</p>
21.	5.16	<p>The Committee would like to emphasize that the financial performance should match the</p>

physical performance. The Committee would like the Department to shun their complacent approach and undertake concrete and strict measures to ensure achievement of the targets by the States. The Committee may be apprised of the concrete action taken in this regard.

22. 5.20 The Committee observe that 100 per cent achievement in Total Sanitation Campaign (TSC) has been made only in Haryana, Himachal Pradesh, Kerala, Mizoram, Sikkim and Tripura. The Committee would like to know whether total sanitation in all its aspects has actually been fully realized on date in the said six States. The Committee apprehend that there may be existence of slipped back habitations as far as sanitation is concerned. They would like to know the status of slipped back habitation in these States.
23. 5.21 The Committee observe that the achievement under TSC is less than 50 per cent in Andaman and Nicobar, Bihar, Dadra and Nagar Haveli, Daman and Diu, Jharkhand, Orissa and Puducherry. The Committee would like to know the reasons for non-achievement of targets in these States. The Committee apprehend that the data of 63.15 per cent coverage of sanitation may not be correct in light of the recent WHO-UNICEF report on India about open defecation which says as many as 69 per cent of rural Indians
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- defecate in the open. The Committee, therefore, desire that an independent survey be conducted to know about the actual sanitation coverage.
24. 5.22 The Committee express concern on the inadequate access of large number of rural households in the country to basic sanitation. Further with a view to the spreading of awareness about hygienic and sanitation practices to ensure that toilets constructed are actually used for the purpose, the Committee recommend that the curriculum in schools and colleges may be suitably modified to include good practices in water and sanitation habits. This would create more awareness about the programme and generate more demands which is crucial to the success of the programme.
25. 5.31 In pursuance of their earlier recommendation the Department has submitted the proposal for upward revision of the cost of assistance for construction of toilets in schools from Rs.20,000 to Rs.32,000 and for Anganwadi toilets from Rs.5,000 to Rs.8,000. But the Committee find that there is no proposal for upward revision for Individual Household Latrines (IHHL) which is Rs. 2200.00 being provided to BPL households under the scheme. As per the reply, although a proposal was submitted to the Ministry of Finance in this regard on 1.9.2009 no final decision has so far been taken in the
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matter. Since the present assistance of Rs. 2200 for IHHL is insufficient, the Committee strongly recommend that the cost of assistance for IHHL should also be raised substantially, so that the toilets constructed become durable and are actually used for the purpose.

26.

5.35

The Committee find from the data provided by the Department that while the financial achievement under TSC during 2008-09 was 100 per cent, it was 95.96% during 2009-10 (upto 15.03.2010). However, as against the target of 115 lakh household toilets and 3.44 lakh school toilet blocks the achievement is only 1,01,27,928 and 1,17,952 respectively during these two years. Thus the achievement in the physical target has not been up to the mark. It is surprising that the Department itself fixes certain quantifiable targets at beginning of the year and when the same are not achieved, the Department takes the excuse that it is a demand driven programme. Since open defecation leads to many diseases apart from environmental pollution, generation of demand through vigorous IEC campaigns may be resorted to by the Department if it has to achieve 100% sanitation coverage by 2012. The Committee, therefore, urge the Department to undertake broad intervention through targeted action for better and dignified living conditions for rural population and for promoting environ-

ment sustainability. The Committee have repeatedly been drawing the attention of the Department in their respective reports to the need for coverage of all the schools in the rural areas in the Country under drinking water and sanitation programmes. Every year the Government are setting the targets for full coverage but the targets are being spilled over to the next year. The Committee reiterate to make all out initiatives to ensure that all the schools in the Country in the rural areas have the toilet facility.

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