

4

**STANDING COMMITTEE ON WATER RESOURCES
(2019-20)**

SEVENTEENTH LOK SABHA

**MINISTRY OF JAL SHAKTI
(DEPARTMENT OF DRINKING WATER AND SANITATION)**

DEMANDS FOR GRANTS (2020-21)

FOURTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

March, 2020 / Phalguna, 1941 (Saka)

FOURTH REPORT
STANDING COMMITTEE ON WATER RESOURCES
(2019-20)

(SEVENTEENTH LOK SABHA)

MINISTRY OF JAL SHAKTI
(DEPARTMENT OF DRINKING WATER AND SANITATION)

DEMANDS FOR GRANTS
(2020-21)

Presented to Lok Sabha on 5.3.2020
Laid on the Table of Rajya Sabha on 5.3.2020



LOK SABHA SECRETARIAT
NEW DELHI
March, 2020 / Phalguna, 1941 (Saka)

W. R. C. No. 38

Price : Rs.

© 2020 By Lok Sabha Secretariat

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Fourteenth Edition) and Printed by

CONTENTS		Page No
Composition of the Committee (2019-20)		(iii)
Introduction		(v)
Abbreviations		(vi)
REPORT		
PART I		
NARRATION ANALYSIS		
I. Introductory		1
II. Overall Analysis		1
III. Scheme-wise Analysis		4
A. Jal Jeevan Mission (JJM) erstwhile National Rural Drinking Water Programme (NRDWP)		4
(i) Components under JJM		5
(ii) Financial performance		6
(iii) Central share funds released and utilized under JJM		7
(iv) Extent of coverage of Piped Water Network for supply of drinking water in Rural Areas		8
(v) State/UT-wise coverage of PWS		9
(vi) Weaknesses for supply of drinking water in rural areas		10
(vii) National Infrastructure Pipeline		11
(viii) National Water Quality Sub-Mission (NWQSM) – Problem of contamination		12
(ix) Water Quality Laboratories		14
(x) Information, Education and Communication (IEC) activities		16
(xi) Jal Shakti Abhiyan (JSA)		17
B. Swachh Bharat Mission (Gramin)		17
(i) Components of Swachh Bharat Mission (Gramin)		18
(ii) Financial performance under SBM(G)		19
(iii) Sanitation coverage in Rural Areas		20
(iv) Availability of water in the constructed toilets under SBM (G)		22
(v) Community Sanitary Complexes (CSCs)		22
(vi) Solid and Liquid Waste Management (SLWM)		23
(vii) Utilizing of Corporate Social Responsibility (CSR) under SBM(G)		25
IV. Implementation of Schemes in North Eastern Region		25
V. Unspent Balances under SBM (G) and JJM		28
VI. Monitoring Mechanism		30

PART II

Observations/Recommendations	32
-------------------------------------	-----------

APPENDICES

I. Minutes of the Eighth Sitting of the Committee held on 24.2.2020	42
II. Minutes of the Tenth Sitting of the Committee held on 3.3.2020	45

COMPOSITON OF THE STANDING COMMITTEE ON WATER RESOURCES
(2019-20)

Dr. Sanjay Jaiswal - **Chairperson**

LOK SABHA

2. Shri Vijay Baghel
3. Shri Bhagirath Chaudhary
4. Shri Nandkumar Singh Chauhan
5. Shri Nihal Chand Chauhan
6. Shri Chandra Prakash Choudhary
7. Shri Guman Singh Damor
8. Dr. Heena Vijaykumar Gavit
9. Dr. K. Jayakumar
10. Shri Kaushal Kishore
11. Shri P. Raveendranath Kumar
12. Shri Kuruva Gorantla Madhav
13. Shri Hasmukhbhai Somabhai Patel
14. Shri Sanjay Kaka Patil
15. Shri S. Ramalingam
16. Shri Dipsinh Shankarsinh Rathod
17. Shri Prajwal Revanna
18. Ms. Nusrat Jahan Ruhi
19. Ms. Agatha K. Sangma
20. Shri D. K. Suresh
21. Shri A. Narayana Swamy

RAJYA SABHA

22. Sardar Balwinder Singh Bhunder
23. Shri Harshvardhan Singh Dungarpur
24. Mir Mohammad Fayaz
25. Dr. Kirodi Lal Meena
26. Shri Madhusudan Mistry
27. A. Mohammedjan
28. Shri K. Bhabananda Singh
29. Shri Rewati Raman Singh
30. Shri Narendra Kumar Swain
31. Shri Pradeep Tamta

SECRETARIAT

- | | | | |
|----|-----------------------|---|-----------------------------|
| 1. | Dr. Preeti Srivastava | - | <i>Joint Secretary</i> |
| 2. | Shri Raju Srivastava | - | <i>Director</i> |
| 3. | Smt. Shanta B. Datta | - | Committee Officer |
| 4. | Shri Satish Kumar | - | Assistant Committee Officer |

INTRODUCTION

I, the Chairperson, Standing Committee on Water Resources (2019-20) having been authorized by the Committee to submit the Report on their behalf, present the Fourth Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti - Department of Drinking Water and Sanitation.

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

3. The Committee took evidence of the representatives of the Ministry of Jal Shakti - Department of Drinking Water and Sanitation on 25.2.2020.

4. The Report was considered and adopted by the Committee at their sitting held on 3.3.2020.

5. The Committee wish to express their thanks to the representatives of the Ministry of Jal Shakti (Department of Drinking Water and Sanitation) for providing them the requisite written material and for making oral depositions before the Committee in connection with the examination of the subject.

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

NEW DELHI
3 March, 2020
13 Phalguna, 1941 (Saka)

Dr. SANJAY JAISWAL,
Chairperson,
Standing Committee on Water Resources

ABBREVIATIONS

AES	:	Acute Encephalitis Syndrome
APL	:	Above Poverty Line
BE	:	Budget Estimate
BPL	:	Below Poverty Line
CSCs	:	Community Sanitary Complexes
DAE	:	Department of Atomic Energy
DDP	:	Desert Development Programme
DDWS	:	Department of Drinking Water and Sanitation
DoWR, RD &GR	:	Department of Water Resources, River Development and Ganga Rejuvenation
DPAP	:	Drought Prone Area Programme
DWSM	:	District Water and Sanitation Mission
EBR	:	Extra Budget Resource
EFC	:	Expenditure Finance Committee
FFC	:	Fourteenth Finance Commission
FHTC	:	Functional Household Tap Connection
HADP	:	Hill Area Development Programme
IEC	:	Information, Education and Communication
IHHLs	:	Individual Household Latrines
IMIS	:	Integrated Management Information System
JE	:	Japanese Encephalitis
JJM	:	Jal Jeevan Mission

JSA	:	Jal Shakti Abhiyan
NGO	:	Non Government Organisation
NITI	:	National Institution for Transforming India
NRDWP	:	National Rural Drinking Water Programme
NWQSM	:	National Water Quality Sub Mission
ODF	:	Open Defecation Free
PFMS	:	Public Financial Management System
PWS	:	Piped Water Supply
SAGY	:	Sansad Adarsh Gram Yojana
SBM(G)	:	Swachh Bharat Mission (Gramin)
RE	:	Revised Estimate
SLWM	:	Solid and Liquid Waste Management
SVS	:	Single Village Scheme
SWSM	:	State Water and Sanitation Mission
GP	:	Gram Panchayat
VO	:	Voluntary Organisations
VWSC	:	Village Water Sanitation Committee

REPORT
PART I
NARRATION ANALYSIS

I. Introductory

In May 2019, the Ministry of Jal Shakti was formed by merging of two Ministries, i.e., the Ministry of Water Resources, River Development & Ganga Rejuvenation and the Ministry of Drinking Water and Sanitation. The formation of this Ministry reflects India's seriousness towards the mounting water challenges the country has been facing over the past few decades. The Ministry of Jal Shakti consists of two Departments, namely, the Department of Water Resources, River Development & Ganga Rejuvenation and the Department of Drinking Water & Sanitation.

1.2 This Report aims at examining the Demands for Grants for the financial year 2020-21, raised by the Department of Drinking Water and Sanitation.

1.3 The Department of Drinking Water and Sanitation in the Ministry of Jal Shakti is the Nodal Department for overall policy formation, planning, financing and coordination for two flagship Centrally Sponsored Schemes of the Government of India, namely, the Swachh Bharat Mission – Gramin (SBM-G) for rural sanitation and the Jal Jeevan Mission (JJM) erstwhile National Rural Drinking Water Programme (NRDWP) for rural drinking water supply.

1.4 The vision of the Department is to provide every person in rural India with adequate safe water for drinking, cooking and other domestic basis needs on a sustainable basis and to accelerate efforts to achieve universal sanitation coverage and to put focus on safe sanitation by ensuring Open Defecation Free (ODF) villages.

II. Overall Analysis

1.5 The Department of Drinking Water & Sanitation (Ministry of Jal Shakti) have been allocated a fund of Rs. 21518 crore *vide* Demand No. 62. The scheme-wise breakup of Budgetary Allocation for the fiscal year 2020-21 as compared to 2019-20 is as under:-

Comparative Statement of Budgetary Allocation

(Rs. in crore)

Sl. No.	Centrally Sponsored Schemes	2019-20		2020-21	% increase in 2020-21 over 2019-20 (BE)
		Budget Estimate (BE)	Revised Estimate (RE)	Budget Estimate (BE)	

1.	Jal Jeevan Mission (JJM) erstwhile National Rural Drinking Water Programme (NRDWP)	10000.66	10000.66	11500.00	14.99 %
2.	Swachh Bharat Mission-Grameen (SBM-G)	9994.00	8338.22	9994.10	0.001 %
Total Budget (Schemes)		19994.66	18338.88	21494.10	7.49 %
Establishment expenditure of the Centre-Secretariat		21.68	21.12	24.00	10.70 %
Grand Total (Scheme + Secretariat)		20016.34	18360.00	21518.00	7.50 %

1.6 When asked about the broad areas which would be covered during the fiscal year 2020-21 with the enhanced Budget of Rs. 21518 crore as compared to previous year's budget allocation, the Department stated as under:-

SBM-G: During 2019-20 the BE allocation for SBM (G) was Rs.9994 crore which has been reduced to Rs.8338.22 crore at RE stage. In addition, a provision of upto Rs.5000 crore to be raised as Extra Budgetary Resources has been made. During 2020-21, an amount of Rs.9994.10 crores has been allocated for SBM (G). The focus will be on ODF-Plus activities, i.e., sustainability of ODF and Solid and Liquid Waste Management.

JJM: Coverage through FHTCs, water quality-affected habitations identified under NWQSM, Water Quality Monitoring & Surveillance, support activities especially capacity building and IEC activities, funding to provide potable water in 60 Districts identified to be affected with Japanese Encephalitis/Acute Encephalitis Syndrome are the broad areas which will be covered in FY 2020-21. Accordingly, every State has been advised to prepare a detailed Annual Action Plan with physical and financial targets for 2020-21."

1.7 Asked whether the current allocation is sufficient to meet the requirements of the Department during the year 2020-21, the Department replied as under:-

SBM-G: In the present scenario, allocation of Rs.9994.10 crore for SBM(G) for 2020-21 appears to be sufficient. However, as this a demand driven Scheme, additional funds, if required, will be sought for through the Supplementary Grants.

JJM: As per the approval of the Cabinet, Rs. 34,753 Crore is the Govt. of India share for the implementation of JJM in FY 2020-21. However, at BE stage an amount of Rs. 11,500 Crore only has been proposed to be allocated. Further, Rs. 12000 crore extra budgetary resources have been proposed for Jal Jeevan Mission for 2020-21."

1.8 On being asked whether the spendings during the last five years were able to meet the physical targets under each Scheme and also how does the Department propose to recalibrate the shortcomings in targets achievements, the Department in their written reply informed as under:-

SBM-G: *Since launch of SBM (G) in 2014, allocations have been constantly increased and so have the physical achievements. Achievements during last 5 years under SBM (G) are as under:-*

Year	Individual Household Latrines constructed	Community Sanitary Complexes constructed
2014-2015	58,27,108	1,120
2015-2016	1,26,14,965	1,839
2016-2017	2,19,83,810	2,909
2017-2018	3,03,11,019	3,897
2018-2019	2,43,90,577	12,665
Total	9,51,27,479	22,430

All the rural areas of the country have declared themselves Open Defecation Free as on 2nd October, 2019. Having achieved the targets of ODF, the focus is now on ODF sustainability and SLWM.

JJM: *Targets as well as respective achievements made during the last five years are as under:-*

Year	Targets	Achievements
2014-15	1,42,098	1,36,106
2015-16	56,191	85,888
2016-17	55,398	61,042
2017-18	68,770	53,411
2018-19	61,273	67,802
Total	2,83,731	3,04,250

A comparison reveals that the in the year 2014-15 & 2017-18, there was shortfall in achieving the targets. However, the same were covered in the subsequent years.”

1.9 Further, the Committee desired to know how the Department proposed to project its long term visions/executing mechanism vis-a-vis different schemes and its financial requirements in the absence of new plan periods, the Department in a written reply stated as under:-

SBM-G: Continuation of Swachh Bharat Mission (Gramin) for a period of five years from 2020-21 with focus on sustainability of the ODF status and solid and liquid waste management i.e. ODF-Plus has been approved by the Government on 19.02.2020.

JJM: To enable every rural household to have Functional Household Tap Connection (FHTC) for providing potable water by 2024, Government of India has launched Jal Jeevan Mission (JJM) to assist the states.

In order to achieve the goal of Jal Jeevan Mission, establishing/ revamping institutional set up mandated for the implementation of programme, i.e., State Water and Sanitation Mission at State level; District Water and Sanitation Mission at District level and in consonance with 73rd Amendment to the Constitution of India, the in-village water supply infrastructure will be planned, implemented, operated and maintained by the Gram Panchayat or its sub-committee/ users group i.e. Village Water & Sanitation Committee (VWSC) or Paani Samiti.

Further, every State/ UT has been advised to make a five year 'State Action Plan' under JJM, projecting year-wise target of household connections and corresponding fund requirements. This planning will follow a bottom up approach , i.e., 'Village Action Plans' at village level will form the basis for 'District Action Plan' which will be subsequently aggregated at State level to form 'State Action Plan'."

III. Scheme-wise Analysis

1.10 The Department of Drinking Water and Sanitation (Ministry of Jal Shakti) operates the two Schemes under its auspices ,viz., (A) Jal Jeevan Mission erstwhile National Rural Drinking Water Programme (NRDWP); and (B) Swachh Bharat Mission (Gramin).

(A) Jal Jeevan Mission (JJM) erstwhile National Rural Drinking Water Programme (NRDWP)

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

1.12 However, considering the magnitude of the problem, the Central Government assistance to States for rural water supply began in 1972 with the launch of Accelerated Rural Water Supply Programme. It was renamed as National Rural Drinking Water Programme (NRDWP) in 2009, which is a Centrally Sponsored Scheme with fund sharing between the Centre and the

States. Under NRDWP, one of the objectives was to “enable all households to have access to and use safe & adequate drinking water within premises to the extent possible”. It was proposed to achieve the goal by 2030, coinciding with the United Nation’s Sustainable Development Goals. But, now it has been planned to achieve the goal by 2024 through Jal Jeevan Mission (JJM).

1.13 The Government of India has restructured and subsumed the ongoing National Rural Drinking Water Programme (NDWP) into Jal Jeevan Mission (JJM) to provide Functional Household Tap Connection (FHTC) to every household, i.e., Har Ghar Nal Se Jal (HGNSJ) by 2024. The outlay of the programme is Rs. 3.60 lakh crore over a span of five years wherein central share is Rs. 2.08 lakh crore. As reported by States/UTs as on 01.04.2019, there were 17.87 crore rural households in the country out of which about 14.60 crore, which accounts for 81.67 % are yet to have household water tap connections.

(i) Components under JJM

1.14 The major components of Jal Jeevan Mission (JJM) are as under:-

- i) Development of in-village piped water supply infrastructure to provide tap water connection to every household;
- ii) Development of reliable drinking water sources and/or augmentation of existing sources to provide long-term sustainability of water supply system;
- iii) Bulk water transfer, treatment plants and distribution network;
- iv) Technological interventions for removal of contaminants where water quality is an issue;
- v) Retrofitting of completed and ongoing schemes to provide FHTCs at minimum service level of 55 lpcd;
- vi) Grey water management-treatment and reuse;
- vii) Support activities and capacity building of communities; and
- viii) Funds to meet any unforeseen challenges/issues due to natural disasters/calamities.

(ii) **Financial performance**

1.15 The Budget Estimates, Revised Estimates and Actual Releases for JJM for the from 2015-16 onwards are given below:-

(Rs. in crore)

Year	Financial Performance		
	BE	RE	Actual
2015-16	2,611	4,373	4,369.55
2016-17	5,000	6,000	5,980.01
2017-18	6,050	7,050	7,037.95
2018-19	7,000	5,500	5,484.34
2019-20	10,000.66	10,000.66	6,914.45*
2020-21	11,500.00	-	-

*Release upto 10.02.2020

1.16 It can be seen from the data provided by the Department that during the 2017-18 and 2018-19, the financial performance was satisfactory. However, during the year 2019-20 (upto 10.02.2020), the Department has been able to utilize only Rs. 6914.45 crore.

1.17 About the reasons for under-utilization of funds, the Department informed the Committee that for the financial year 2019-20, an amount of Rs. 10,000.66 crore has been allocated under Jal Jeevan Mission (JJM), out of which Rs. 6914.45 crore has already been utilized by the Department as on 10.02.2020. Further, proposals amounting to Rs. 2968.36 crore for release have been received in this Department from various States/UTs and are under consideration.

1.18 Asked further about the expenditure proposed to be incurred in the year 2020-21, the Department stated as under:-

“Coverage through FHTCs, water-quality affected habitations identified under NWQSM, Water Quality Monitoring & Surveillance, support activities, funding to provide potable water in 60 districts identified to be affected with Japanese Encephalitis/ Acute Encephalitis Syndrome are the broad areas which will be covered in the FY 2020-21.

In the year 2020-21, a sum of Rs. 11,500.00 Crore has been proposed for allocation under Jal Jeevan Mission. Out of which, it has tentatively been decided to utilize Rs. 10,720.00 Crore under the Normal Programme Component (including NE States component); Rs. 327.94 Crore under Programme Component for UTs with Legislature and rest of Rs. 452.00 Crore to be utilized by the Department which includes Rs. 132.00 Crore as interest

payment of NABARD loan and 170.20 Crore as programme fund for UTs without legislature.”

(iii) Central share funds released and utilized under JJM

1.19 State/UT-wise details regarding the release(s) by the Centre vis-à-vis utilization of funds by States/UTs under JJM during 2019-20 as on 10.02.2019 are as under:-

Sl.No.	State	2019-20	
		Released	Expenditure
1	Andaman & Nicobar Islands	0.5	0
2	Andhra Pradesh	151.73	94.46
3	Arunachal Pradesh	132.55	39.43
4	Assam	339.33	148.89
5	Bihar	326.25	338.06
6	Chhattisgarh	65.82	17.68
7	Goa	3.08	0
8	Gujarat	390.31	209.91
9	Haryana	149.95	53.23
10	Himachal Pradesh	148.67	69.76
11	Jammu And Kashmir	198.98	99.78
12	Jharkhand	128.26	83.82
13	Karnataka	546.06	209.64
14	Kerala	101.29	25.42
15	Ladakh	0	0
16	Madhya Pradesh	571.6	199.18
17	Maharashtra	345.28	210.83
18	Manipur	28.2	0
19	Meghalaya	35.84	0
20	Mizoram	39.87	15.73
21	Nagaland	23.54	0
22	Odisha	148.51	101.75
23	Puducherry	0	0
24	Punjab	92.62	64.31
25	Rajasthan	678.24	179.01
26	Sikkim	15.41	5.55
27	Tamil Nadu	151.45	99.66
28	Telangana	105.52	83.56
29	Tripura	44.86	35.29
30	Uttar Pradesh	1,476.61	451.4
31	Uttarakhand	69.43	69.26
32	West Bengal	404.69	476.05
Total		6,914.45	3,381.66

(iv) Extent of coverage of Piped Water Network for supply of drinking water in Rural Areas

1.20 As per Integrated Management Information System (IMIS) maintained by DDWS, as on 31.03.2019, only 18.33 % of rural households i.e. 3.27 crore out of the total 17.87 crore rural households in the country, have piped water connection. Thus, about 14.60 crore households were without Piped Water Supply (PWS) connection.

1.21 When asked about, whether any year-wise financial vis-à-vis physical roadmap has been prepared by the Department for implementation of mission by 2024, the Department summarized as under:-

“To enable every rural household to have potable water through functional tap connections, Government of India has launched Jal Jeevan Mission (JJM) with an estimated outlay of Rs. 3.60 lakh Crore out of which Central share is of Rs. 2.08 lakh Crore. The programme is planned to be implemented in five years, as per the details below:

Year	Cumulative household coverage planned (in %)	Cumulative FHTCs planned (in Crore)	Estimated total fund requirement (in Rs. Crore)
2019-20	30	5.36	36,000
2020-21	45	8.04	60,000
2021-22	70	12.51	1,00,000
2022-23	85	15.19	84,000
2023-24	100	17.87	80,000
Total			3,60,000

Mission is being implemented in partnership with States wherein Union Government provides financial and technical assistance. Under the Centrally Sponsored programme of JJM, fund sharing pattern between Centre and State is 90:10 for Himalayan & North Eastern States, and UTs with legislature, 100 % for UTs without legislature and 50:50 for rest of States.”

1.22 To a pointed query, whether any comprehensive survey/assessment has been made by the Department to assess the progress at the ground level, the Department informed as under:-

“This Department has not yet done Survey/Assessment to ascertain the progress at the ground level. However, regular review/conferences/workshops are held with States to help them to understand and plan the Jal Jeevan Mission in their respective States.”

(v) State/UT-wise coverage of PWS

1.23 The State/UT-wise details of coverage of number of rural households with Piped Water Supply (PWS) as on 31.03.2019 are as under:-

Sl. No.	States/ UTs	Total No. of households	Total No. of household connections	Percentage of total households with PWS connection
1	A&N Islands	65,096	6,604	10.15
2	Andhra Pradesh	91,29,939	30,60,696	33.52
3	Arunachal Pradesh	2,20,826	20,069	9.09
4	Assam	57,92,987	127962	2.21
5	Bihar	1,78,46,077	3,36,178	1.88
6	Chhattisgarh	43,17,108	3,85,417	8.93
7	Goa	16,14,59	0	0
8	Gujarat	64,77,917	50,82,540	78.46
9	Haryana	32,88,145	17,58,292	53.47
10	Himachal Pradesh	13,48,841	7,59,047	56.27
11	Jammu & Kashmir	16,36,151	4,91,152	30.02
12	Jharkhand	50,28,402	2,88,992	5.75
13	Karnataka	80,72,422	35,36,476	43.81
14	Kerala	91,75,250	15,36,707	16.75
15	Madhya Pradesh	1,08,90,226	13,28,100	12.2
16	Maharashtra	1,32,03,245	50,74,878	38.44
17	Manipur	4,38,943	24,512	5.58
18	Meghalaya	4,60,527	4,359	0.95
19	Mizoram	1,03,949	16,359	15.74
20	Nagaland	3,17,975	15,559	4.89
21	Odisha	81,25,852	3,19,955	3.94
22	Puducherry	82,258	41,418	50.35
23	Punjab	33,01,599	17,59,212	53.28
24	Rajasthan	92,84,150	11,49,036	12.38
25	Sikkim	88,013	87,431	99.34
26	Tamil Nadu	98,62,767	29,33,243	29.74
27	Telangana	54,09,686	18,13,791	33.53
28	Tripura	8,59,052	27,358	3.18
29	Uttar Pradesh	2,58,81,064	3,45,452	1.33

30	Uttarakhand	15,09,758	2,16,182	14.32
31	West Bengal	1,63,35,210	2,14,683	1.31
Total		17,87,14,894	3,27,61,660	18.33

(vi) Weaknesses for supply of drinking water in rural areas

1.24 As per details submitted by the Department, the following are the weaknesses under JJM for supply of drinking water in rural areas:-

- Top-down approach and lack of community ownership/participatory approach;
- Inadequate financial resources.
- Non-availability of technical human resource at GP level.
- Poor recovery of service charges/absence of water tariff.
- Poor attention of O & M of completed schemes.
- Engineering departmental mindset of infrastructure creation but not on functioning as a utility.

1.25 Asked about whether any steps/initiatives have been taken by the Department to tackle above weaknesses of JJM, the Department in their written submission informed as under:-

“JJM would ensure community participation, ownership and contribution in all decisions pertaining to water supply systems. Further, empowering the Gram Panchayat Sub-Committee/ VWSC to plan, implement, manage, operate and maintain in-village water supply system which inter alia includes powers & responsibilities, to decide user charges, collect water service charges, etc. are envisaged to address the identified deficiencies. Provisions for capacity building and skill development of all stakeholders have also been envisaged under JJM.

The major structural reform proposed in rural water supply sector under JJM is to shift from ‘infrastructure development approach’ to ‘utility based approach’ having financial and operational sustainability.”

1.26 On the issue of monitoring mechanism adopted by the Department for effective implementation of JJM in different State/UTs, the Department in their written note submitted to the Committee as under:-

“Following monitoring mechanism is proposed at different levels to ensure proper implementation of JJM:-

- a) *For targeted delivery and monitoring of specific outcomes, every functional household tap connection (FHTC) is proposed to be linked with the Aadhar number of the head of the household, subject to statutory provisions.*
- b) *Every asset created under JJM is proposed to be geo-tagged.*
- c) *A dedicated JJM-IMIS would be operationalised with a real time dashboard.*
- d) *It is proposed to have third party inspection of the assets created under JJM by the States.*
- e) *Functionality assessment of schemes and FHTCs.”*

(vii) National Infrastructure Pipeline

1.27 The National Infrastructure Pipeline has been launched on 31st December, 2019. In this context, the Department in their written reply informed in-depth details of the National Infrastructure Pipeline which are as under:-

“DEA vide OM dated 06.09.2019 has constituted a task force under the chairmanship of Secretary (DEA) for consolidating the National Infrastructure Pipeline of Rs. 100 lakh Crore from FY 2019-20 to FY 2024-25. Task force was mandated to submit its report on the pipeline for FY 2019-20 by 31.10.2019 and that of FY 2021-25 by 31.12.2019.

Accordingly, Additional Secretary, Department of Economic Affairs vide his D.O letter dated 21.10.2019 had requested this Department to convene meetings with the State Governments and private sector infrastructure players or groups, so as to capture activities under the National Infrastructure Pipeline. Accordingly, this Department had requested all the States/ UTs to provide the details of projects envisaged for rural water supply system of states from in PIRF format.

This department vide letter dated 20.12.2019 has conveyed to DEA the details on project of National Infrastructure pipeline received from 11 states at that time.

Hon’ble Finance Minister had released the summary report of the Task Force on NIP for FY 2019-25 with recommendations on certain generic reforms on 31.12.2019. In the summary report, sent by DEA, Water and Sanitation Projects worth Rs. 3,61,810 crore has been included under rural infrastructure component. The details of which are as under:

(Rs. in crore)

	FY 20	FY 21	FY 22	FY 23	FY 24	FY 20-25 (Total)
Water and Sanitation	36,200	60,705	1,00,730	84,175	80,000	3,61,810

Information on projects for inclusion in National Infrastructure Pipeline was sought from States. As on 10.02.2020, information has been received from 18 States out of which 2 states have submitted nil projects and 16 States have submitted information for 212 projects worth Rs. 2,36,168.26 crore.

Sl. No.	State	No. of Projects Received	Estimated TPC (Rs. in Crores)
1.	Andhra Pradesh	13	46,675.0
2.	Assam	8	1,492.5
3.	Gujarat	52	14,161.8
4.	Haryana	Nil	Nil
5.	Himachal Pradesh	6	997.27
6.	Jharkhand	6	4,637.94
7.	Madhya Pradesh	63	27,837.77
8.	Manipur	1	1,538.9
9.	Sikkim	7	1,450.0
10.	Tripura	1	1,519.5
11.	Uttarakhand	1	1,061
12.	West Bengal*	5	66,152.4
13.	Arunachal Pradesh	1	1,089.50
14.	Punjab	5	3,029.88
15.	Mizoram	Nil	Nil
16.	Rajasthan	28	55,440.72
17.	Karnataka	12	8,090.5
18.	A & N Islands	3	993.58
Total		212	2,36,168.26

* West Bengal is going to revise their project proposals. However, revised proposal is awaited.

(viii) National Water Quality Sub-Mission (NWQSM)- Problem of contamination

1.28 The National Water Quality Sub-Mission (NWQSM) is being implemented since March, 2017 to provide safe drinking water to identified 27544 Arsenic/Fluoride affected rural habitations by March, 2021 as per existing guidelines. Since commissioning of piped water

supply schemes may take 2-3 years, States have been advised to take up Community Water Purification Plant (CWPP) schemes in Arsenic and Fluoride affected habitations as an immediate (short-term) measure for providing 8-10 lpcd of safe water for drinking and cooking purpose only. However, States are asked to plan for long-term measures in these habitations to provide FHTCs.

1.29 Under NWQSM, states can take up mainly three types of schemes. Those are as under:-

- Surface water based piped water supply scheme;
- Safe ground water based piped water supply scheme; and
- Community Water Purification Plant Schemes (CWPPs)

1.30 On the aspect of contamination of drinking water, the Department in their written reply informed that as per data provided by the States on IMIS of the Department, as on 10.02.2020, there are 51,952 rural habitations affected with water quality contamination. The States are affected mainly with the following contaminants:-

Sl. No.	Major Contaminants	No. of affected rural habitations
(i)	Arsenic	10175 habitations
(ii)	Fluoride	7161 habitations
(iii)	Iron	17934 habitations
(iv)	Salinity	13225 habitations
(v)	Nitrate	1394 habitations
(vi)	Heavy Metal	2063 habitations

1.31 On the technologies being used for treatment of contaminated water i.e. arsenic, fluoride, salinity, nitrate and iron, the Department replied as under:-

“Rural drinking water supply is a State subject and Government of India assists States by providing financial and technical assistance to provide potable water to rural population through centrally sponsored scheme Jal Jeevan Mission (JJM). Powers to plan, approve, and implement rural water supply schemes is vested with States. The states may take up various treatment systems for water purification plants like Activated Carbon Filter, Reverse Osmosis, Ozonation, Nano Technology, oxidation (aeration), ion exchange, Ultra Violet (UV) system etc. depending upon the quality of water to be treated and the budget available for that purpose.”

1.32 To a pointed query about measures being taken by the Department to encourage States to create public awareness in order to tackle the problem of contamination of drinking water sources, the Department in their written reply summarized as under:-

“Under JJM, upto 2% of the allocation to States can be utilized for carrying out Water Quality Monitoring & Surveillance activities. All States/ UTs have been advised to take following IEC activities under WQM&S:-

- (i) Display of details of nearest water quality testing lab in prominent locations in Villages/ Blocks/ Districts;*
- (ii) Water quality training of departmental stakeholders, Gram Panchayat and/ or its sub-committee, i.e., VWSC/ Paani Samiti/ User Group, etc., ISAs, PRIs, barefoot technicians, etc.*
- (iii) Awareness generation on water quality issues, water-borne diseases and health impacts.*
- (iv) Water safety planning.*
- (v) Behavioral change communication on- ‘strictly avoiding water from quality-affected source.*
- (vi) Inter-personal communication (door to door contact) on importance of good quality drinking water in nutrition.*
- (vii) Audio-visual publicity on ill-effects of consuming contaminated water, importance of sanitary inspection, process of getting private water quality sources tested, etc.*
- (viii) Wall writings promoting tap water as- ‘it is free from contamination’.*
- (ix) slogans, group meetings, street plays, PRA activities, exhibits, etc. on water quality.”*

(ix) Water Quality Laboratories

1.33 The Department of Drinking Water and Sanitation is supporting States/UTs in setting up, up-gradation and strengthening of State, district, sub-divisional/block/mobile drinking water

quality testing laboratories under Water Quality Monitoring & Surveillance (WQMS) component under JJM.

1.34 During the oral evidence, the Secretary, Department of Drinking Water & Sanitation apprised the Committee that there are 2233 Drinking Water Quality Testing Laboratories in the country, out of which 28 are State level labs, 732 are District level labs, 244 are Block level labs, 1146 are Sub-Divisional level labs and 83 are Mobile labs.

1.35 To a pointed query whether all the Water Quality Testing Laboratories are NABL accredited, the Department informed that as reported by the States, there are 2232 Drinking Water Testing Laboratories in the country, out of which, 50 Drinking Water Testing Laboratories have been NABL accredited.

1.36 When the Committee sought to know the details of the utilization position of allocated amount under WQMS, the Department in their written reply informed as under:-

“States were allowed to utilize upto 5% of central annual allocation to States for Water Quality Monitoring & Surveillance activities under NRDWP which has now been subsumed under JJM. Under JJM, upto 2% of allocation can be utilized by states for Water Quality Monitoring & Surveillance activities considering the overall higher allocation under the programme. Year-wise available fund and expenditure incurred by the States/ UTs under WQM&S during last three years & current year is as follows:-

(Rs. in crore)

Year	NRDWP/ JJM Releases (Coverage)	Available fund	Expenditure
2016-17	4,867.49	169.37 (*)	122.84
2017-18	4,535.60	181.42(**)	88.75
2018-19	4,396.93	219.85	114.38

(*): Separate Release for WQM&S

(**): Separate release up to November 2017”

1.37 When asked about the steps/initiatives being taken by the Department to improve the overall performance of drinking water quality testing laboratories in contaminated rural areas of the country, the Department informed as under:-

“Under JJM, upto 2% of the allocation to States/ UTs can be utilized for Water Quality Monitoring & Surveillance which includes activities like setting up/ upgradation of Labs, procurement of equipment, instruments, chemicals, glassware’s, consumables outsourcing

of services etc. As per JJM Guidelines, all States/ UTs have been advised for accreditation of Drinking Water Quality Testing Laboratories as per ISO/IEC 17025 at least for parameters of basic water quality importance and gradually upgrading to other parameters as per local conditions. In all review meetings this aspect is taken up for review and further action.”

(x) Information, Education and Communication (IEC) activities

1.38 Jal Jeevan Mission (JJM) is not just about creating water infrastructure, but also aims at building capacities of different stakeholders especially local communities, responsible and responsive leadership to own, manage, operate and maintain in-village water supply systems. Therefore, IEC strategies, planning and their effective implementation will be the key to success of JJM.

1.39 When asked what types of IEC activities undertaken by the Department under JJM and whether they have yielded the desired results, the Department explain as under:-

“JJM was launched in August, 2019. JJM is not just about creating water infrastructure, but also aims at building capacities of different stakeholders especially local communities, responsible and responsive leadership to own, manage, operate and maintain in-village water supply systems. Therefore, IEC strategies, planning and their effective implementation will be the key to success of JJM. Mission will undertake IEC activities such as PRA activities, Inter Personal Communication (IPC), Behavioural Change Communication (BCC) and all other related communication activities. SWSM will lead IEC/ Behavioral Change Communication (BCC) plans and will be responsible for embedding of such interventions across the State.”

1.40 Asked about the budgetary allocation as well as utilization position for IEC activities during the last three years, the Department informed as under:-

(Rs. in Lakh)

Year	BE/ RE	Actual (Expenditure)
2018-19	350.00	300.68
2017-18	500.00	76.36
2016-17	2,829.70	821.59

(xi) Jal Shakti Abhiyan (JSA)

1.41 The Government has launched Jal Shakti Abhiyan on 01 July, 2019 and will be implemented in a time bound, mission mode water conservation campaign. It will run in two phases. Phase I from 1st July to 30 September, 2019 and Phase II from 1st October, to 30 November, 2019 for States and Union Territories receiving retreating monsoon (Andhra Pradesh, Karnataka, Puducherry and Tamil Nadu). During the campaign, Officers, groundwater experts and scientists from the Government of India will work together with State and District Officials in India's 256 water stressed Districts.

1.42 When asked about whether the Department has organized this Abhiyan successfully, the Department in their written reply informed as under:-

“Under Jal Shakti Abhiyan, officers, groundwater experts and scientists from the Government of India have worked with State and District officials in 256 water-stressed districts of the country to promote water conservation and water resource management by focusing on accelerated implementation of five target interventions, viz. water conservation & rainwater harvesting, renovation of traditional and other water bodies / tanks, reuse and recharge of bore wells, watershed development and intensive afforestation. With this campaign, huge awareness has been generated and various stakeholders, viz. government departments, agencies, NGOs, officials, Panchayats, individuals, etc. have started taking steps for water conservation.”

(B) Swachh Bharat Mission (Gramin)

1.43 The Government of India had launched Swachh Bharat Mission-Grameen (SBM-G) on 2nd October, 2014 to accelerate the efforts to achieve universal sanitation coverage, improve cleanliness and eliminate open defecation in India by 2nd October 2019. The programme is considered India's biggest drive to improve sanitation and cleanliness in the country. The effectiveness of the Programme was predicated upon generating demand for toilets leading to their construction and sustained use by all the household members. This was to be bolstered with adequate implementation capacities in terms of trained personnel, financial incentives and systems and procedures for planning and monitoring. The emphasis has been on communication; strengthening implementation and delivery mechanisms down to the Gram Panchayat (GP) level; and giving States flexibility to design delivery mechanisms that take into account local cultures, practices, sensibilities and demands. Under the SBM(G), the focus is on

behavior change. Community based collective behavior change has been mentioned as the preferred approach, although the States are free to choose the approach best suited to them.

(i) Components of Swachh Bharat Mission (Gramin)

1.44 Major Components of Swachh Bharat Mission (Gramin) [SBM(G)] are as under:-

- **Construction of Individual household latrines (IHHLs):** Incentive of Rs. 12,000/- in the ratio of 60:40 between Central and State share is provided for construction of IHHLs in Below Poverty Line (BPL) households and certain categories of Identified Above Poverty Line (APL) households (viz. SC/ST households, Persons with disability, widow/old age pensioners, landless labourers with homestead, small and marginal farmers and women headed households). Other APL households are motivated to construct toilets with their own funds or using alternate financing mechanism;
- **Construction of Community Sanitary Complexes (CSC):** Financial assistance up to Rs. 2 lakh per CSC is provided to Gram Panchayats in the fund sharing ratio of 60:30:10 among Centre: State: Community.
- **Solid and Liquid Waste Management:** Financial assistance upto Rs. 7 Lakh, Rs. 12 Lakh, Rs. 15 Lakh and Rs. 20 Lakh is provided to the Gram Panchayats having households upto 150, 300, 500 and more than 500 households respectively in the funds sharing ratio of 60:40 between Centre and State.
- **Information, Education and Communication (IEC) and Capacity Building:** Upto 8% of total project outlay can be used for Information, Education and Communication (IEC) and Capacity Building activities, out of which upto 3% can be utilized at the Central level and upto 5 % at State level in the sharing pattern of 60:40 between Centre and State.
- **Administrative Expenses:** Upto 2% of the Project outlay can be used for Administrative expenses in fund sharing ratio of 60:40 between Centre and State.
- **Revolving funds:** Upto 5% of the district project outlay subject to a maximum of Rs. 1.5 crore can be used as revolving fund which can be used as a loan to SHGs for the purpose of setting up of Rural Sanitary Marts/Production Centres, providing soft loan to ineligible households for construction of IHHL, etc.
- **In case of North Eastern States,** two Himalayan States namely Himachal Pradesh and Uttarakhand, and UT of Jammu and Kashmir (erstwhile State of Jammu and

Kashmir), the funds sharing pattern under SBM (G) is 90:10. For remaining UTs, 100% share is borne by the Centre.

(ii) Financial performance under SBM (G)

1.45 The Budget Estimates, Revised Estimates and Actual Releases under SBM (G) from 2015-16 onwards are as under:-

(Rs. in crore)

Year	Financial Performance		
	BE	RE	Actual
2015-16	2625.00	6525.00	6524.52
2016-17	9000.00	10513.00	10509.00
2017-18	13948.27	16948.27	16947.96
2018-19	15343.10	14478.03	12932.96
2019-20	9994.00*	8338.22*	7513.36^
2020-21	9994.10	-	-

^ As on 15.01.2020

* An amount upto Rs. 5000 crore was provisioned an Extra Budgetary Resources in addition to the Budget allocation.

1.46 Asked about the reasons for under-utilization of funds during the year 2019-20, the Department informed that under SBM(G) against Revised Estimate of Rs. 8338.22, Rs. 7785.56 crore have been utilized till 12.02.2020 and the entire amount will be utilized by 31.03.2020.

1.47 On being asked about the reasons for the huge reduction amount at RE stage under SBM(G) during the fiscal year 2019-20, the Department informed the Committee as under:-

“During 2019-20 the General Budgetary allocation at BE stage was Rs. 9994.00 crore. This has been reduced at RE stage to Rs.8338.22 crore. However, in addition, Extra Budgetary Resources upto Rs. 5000 crore has been provisioned for SBM(G) during 2019-20.”

1.48 The Committee further desired to know that whether the fund allocation of Rs. 9994.10 crore during the fiscal year 2020-21 is sufficient to meet the quality and sustainability of sanitation infrastructure created under SBM(G), the Department informed that in the present scenario, allocation of Rs. 9994.10 crore for 2020-21 appears to be sufficient. However, as this a demand driven scheme, additional funds, if required, will be sought for through the Supplementary Grants.

(iii) Sanitation coverage in Rural Areas

1.49 As per the data reported by the States/UTs on online Integrated Management Information System (IMIS), more than 10.29 crore toilets have been constructed under the programme since 2.10.2014. Besides, 78,208 Community Sanitary Complexes have also been constructed. Sanitation Coverage as on 20.10.2014 was 38.7%, which has increased to 100% as on 10.2.2020. As a result, all the 6,03,175 villages in the country have already declared themselves Open Defecation Free (ODF).

1.50 Asked about the bottlenecks being faced by the Department in attaining the objective of full household sanitation coverage in the entire rural areas of the country and how these could be addressed, the Department informed as under:-

"On achieving ODF status in all the rural areas of the country, the main challenge now is sustaining the ODF status for over a considerable period of time so that chances of slip back can be avoided. There may still be some gaps in the access to sanitation facilities by all the rural households in the country due to their being missed out/left out of baseline or on account of newly emerged households. Hence, in order to ensure that no one is left behind in access to sanitation facilities, the Department of Drinking Water and Sanitation (DDWS) has advised all the States to make special efforts to identify all such households that may still have been missed out and to support them under the programme in having a toilet. The programme also intends to cover new households in the coming years. Further, under SBM(G), there is a provision for CSC in all the villages in order to meet the need of floating population, public gathering and the households that do not have adequate space for construction of toilets."

1.51 Keeping in view the increasing trend in population, the Committee desired to know whether any assessment, after taking into account the future requirements, is required, the Department in their written reply explained as under:-

"A baseline survey was carried out by all the States/UTs in 2012 to assess the sanitation coverage in rural areas. Accordingly, the details of households including those who were not having toilets were entered in the online IMIS maintained by the DDWS. Further, SBM(G) programme allows the States to update the baseline data considering the new addition/omission of households. As per the progress reported by the States on IMIS, all the rural households that have been entered in baseline data have been provided access to toilets. However, DDWS, in order to ensure that no one is left behind in having access to toilet under the programme, has advised the States to make special efforts to identify the households that may still have been missed out and to support those households

under the programme in having access to toilet. The programme further envisages on covering newly emerged households with a toilet so that sustainability of the ODF status can be ensured.”

1.52 The Department also informed that as per 2nd round of National Annual rural Sanitation Survey (NARSS) conducted through an Independent Verification Agency in 2018-19, 96.5 % of the people who had access to toilets used them regularly. The field survey for 3rd round of NARSS is complete and the compilation of final results of the survey is under process.

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

“Under SBM (G) multilevel verification process is undertaken by the States/UTs to ascertain the status of ODF declaration and to take corrective measures to avoid any slip back. The DDWS has issued guidelines for ODF verification to the States/UTs. The guidelines prescribe that at least two verifications to be carried out to verify the ODF status. The first verification is to be carried out within three months of the declaration. Thereafter, in order to ensure sustainability of ODF, one more verification is to be carried out after around six months of first verification. State Governments can conduct ODF verification using different processes. DDWS monitors the status of verification done by the States/districts through the online IMIS of SBM (G). The State Governments have further been suggested to take up subsequent sustainability verification on a regular basis.

In order to ensure sustainability of ODF status, besides ODF verification, the following measures have been taken under the programme:-

- *Regular follow up by Nigrani Samitis, Swachhagrahis, State officials to ensure that the all the persons are using a safe and eco-friendly toilet.*
- *Formation of ODF sustainability cell at State/Districts level to look after sustainability related work dedicatedly.*
- *Reorientation of training programmes for capacity strengthening of the State/district level officials and field functionaries to cater the need of sustainability of ODF status.*
- *Covering of newly emerged households under the programme.*
- *Retrofitting of single pit toilets to ensure their long term usage.*
- *Focus on maintenance of toilets through IEC to ensure their sustainable usage*
- *Provision of Community Sanitary Complex in all the villages to meet the need of floating population, public gathering, households that do not have adequate space for toilets, etc.”*

1.54 During the evidence, Secretary, Department of Drinking Water & Sanitation added:-

“The State Governments have given details about the households which were left out and the toilets are now being constructed there. We follow a very rigorous process. 90% of all the toilets which have been constructed are Geo-Tagged, which is a sort of verification process, whereby, after the expiry of 90 days, the village declares in the Gram Sabha that they have attained the Open Defecation Free (ODF) status. Then, the second verification takes place. However, there could still be some gaps in the procedure. We have been receiving Reports and whenever we receive information, we not only initiate inquiry through the respective State Government but also send the Central Team for appropriate verification.”

(iv) Availability of water in the constructed toilets under SBM (G)

1.55 On the issue of availability of uninterrupted water supply in the constructed toilets in rural areas, the Department informed that under SBM (G), the incentive for individual toilet has been increased from Rs. 10,000 to Rs. 12,000 for water storage facility for hand-washing and cleaning purposes. Further under SBM (G), rural pans are used which require only 1-2 liters of water for flushing. And, the Government of India has recently launched Jal Jeevan Mission (JJM) which aims at providing Functional Household Tap Connection to every rural household.

(v) Community Sanitary Complexes (CSCs)

1.56 Financial assistance upto Rs. 2 lakh per Community Sanitary Complexes is provided to Gram Panchayats in the fund sharing pattern of 60:30:10 between Centre, State and Community. The State/UT-wise details of construction of Community Sanitary Complexes (CSCs) built since the launch of SBM(G) are as under:-

State/UT	2014-15	2015-16	2016-17	2017-18	2018-19
A & N Islands	0	0	1	21	0
Andhra Pradesh	0	5	40	424	8504
Arunachal Pradesh	139	221	562	295	470
Assam	8	52	61	74	80
Bihar	20	10	6	4	12
Chandigarh	0	0	0	0	0
Chhattisgarh	4	0	2	66	137
D & N Haveli	0	0	0	0	0
Daman & Diu	0	0	0	0	0
Goa	0	0	0	0	0

Gujarat	1	0	0	9	384
Haryana	8	12	15	119	209
Himachal Pradesh	80	235	299	487	172
Jammu & Kashmir	27	158	272	702	938
Jharkhand	35	23	15	0	0
Karnataka	117	36	127	140	79
Kerala	30	29	10	43	59
Lakshadweep				0	0
Madhya Pradesh	35	0	335	39	123
Maharashtra	62	36	7	240	73
Manipur	1	6	2	0	62
Meghalaya	63	99	29	129	247
Mizoram	1	16	10	59	86
Nagaland	22	139	220	102	176
Odisha	13	7	9	14	13
Puducherry	0	0	0	0	0
Punjab	0	8	0	0	0
Rajasthan	74	63	35	48	157
Sikkim	35	42	58	27	85
Tamil Nadu	234	70	30	21	22
Telangana	11	25	0	0	0
Tripura	7	26	33	18	9
Uttar Pradesh	3	3	1	11	4
Uttarakhand	11	27	27	22	378
West Bengal	79	491	696	731	186
Total :-	1120	1839	2902	3897	12665

1.57 Asked by the Committee, what kind of problems are being faced by the Government for maintenance of CSCs, the Department informed that as sanitation is a State subject, the responsibility of operation and maintenance of CSCs lies with Gram Panchayats/Community. For CSCs at places of community congregation, pay and use modal is also encouraged.

(vi) Solid and Liquid Waste Management (SLWM)

1.58 Solid and Liquid Waste Management (SLWM) is one of the key components of the programme in creating clean villages. States must promote IEC interventions for Solid and Liquid Waste Management resulting in motivating Community/Gram Panchayat to demand such a system and States must also provide capacity building to equip Panchayats to operate and maintain the systems. The total assistance under SBM (G) for SLWM projects shall be worked out on the basis of total number of households in each Gram Panchayat, subject to a maximum

of Rs. 7 lakh for a Gram Panchayat having up to 150 households, Rs. 12 lakh up to 300 households, Rs. 15 lakh up to 500 households and Rs. 20 lakh for Gram Panchayat having more than 500 households. Funding for SLWM project under SBM (G) is provided by the Central and State Government in the ratio of 60:40.

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

- *Construction of waste collection centers*
- *Installation of bio-gas plants*
- *Construction of compost pits*
- *Installation of dustbins*
- *System for collection, segregation and disposal of garbage*
- *Menstrual waste management*
- *Construction of drainage facility*
- *Construction of leach pits at households and community level*
- *Construction of soak pits at households and community level*
- *Construction of Stabilization ponds*

1.60 Keeping in view the huge potential of job avenues under the SLWM, the Committee is desired to know what steps has been taken by the Department to formulate a new mechanism under the scheme, the Department explained as under:-

“The DDWS is envisaging on making SLWM arrangements in all the villages of the country including some activities at block and district levels for cluster of villages by 2024-25 with the emphasis on business model on cost sharing, cost recovery and revenue generation basis as well as interest subvention so that such projects can be made self-sustaining. The activities would address the need for management of organic wastes, plastic wastes, grey water and faecal sludge. Trainings for SLWM are also being imparted to the masons and field functionaries.”

1.61 Asked further, whether the Department has taken any initiatives towards the awareness campaign in the Gram Panchayats to phase out single-use plastics by 2022, the Department informed as under:-

“DDWS is supporting the efforts to shun the use of Single Use Plastic through IEC activities. The main theme of Swachhta-Hi-Seva 2019 campaign carried out from 11th September, 2019 to 2nd October, 2019 was Plastic Waste Awareness and Management. During the campaign, aware generation activities were undertaken across towns and

villages. The campaign also involved a nationwide shramdaan on 2nd October, 2019 for collection and segregation of plastic waste. Then, the collected plastic waste was effectively recycled and disposed. During the campaign all the Central and State Governments were also encouraged to ban the use of Single Use Plastic (SUP) products. DDWS under ODF Plus activities under SBM(G) has also planned for storage facilities at village level and material recovery Centre at block level for plastic waste management in rural areas.”

(vii) Utilization of Corporate Social Responsibility (CSR) under SBM (G)

1.62 On the specific point, what kind of public-private partnership is in place for the construction of toilets under SBM(G), the Department replied as under:-

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

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

IV. Implementation of Schemes in North Eastern Region

1.63 Since October 1996, the Central Government announcements of “New initiatives for the North Eastern Region” included a number of measures for the development of North Eastern Region. One of these was the policy decision to earmark at least 10 % of Plan Budget(s) of the Central Ministries for the development of NE States. On the query of the Committee regarding criteria used for allocation of funds to various North Eastern States, the Department submitted as under:

“SBM-G: On the basis of approved demand of States, as decided in the AIP meeting and the availability of funds and the Unspent Balance, an allocation to all the States is worked out for release of funds to respective State Water and Sanitation Missions (SWSM). 22% and 10% of funds under SBM (G) is under the SCSP and TSP respectively. 10% fund is earmarked for the North Eastern States. The funds are released in 2 installments, 50% in each installment. In all cases where the second installment has been released unconditionally during the preceding year, the State will be eligible for automatic release of the first installment during the financial year. Other States will be eligible for only 25% of the allocation. All conditionalities of the previous release will have to be fulfilled for release of balance funds / 2nd installment. The excess opening balance available with the State (i.e. amount in excess of 10% of previous year release) is taken into account while releasing the 1st installment. Any further release of funds during the financial year is based on the progress in expenditure, available funds and production of necessary documents as may be required by the DoDWS.

JJM: Under JJM, 10 % of fund allocated under JJM is earmarked for implementation of Schemes in the North Eastern States. Under JJM, fund sharing pattern between Centre and State is 90:10 for Himalayan & North Eastern States.”

1.64 The State-wise details of central share released under SBM(G) during the last three years are as under:-

(Rs. in crore)

States	2016-17	2017-18	2018-19
Arunachal Pradesh	65.09	137.30	51.31
Assam	747.58	1171.95	882.09
Manipur	27.28	77.02	75.06
Meghalaya	75.70	153.89	0.00
Mizoram	10.98	46.24	12.73
Nagaland	64.12	71.41	59.93
Sikkim	6.87	12.98	1.96
Tripura	24.98	24.00	116.93
Total	1022.60	1694.79	1200.01

1.65 As regards the details of financial progress under JJM in North Eastern region, the Department submitted as under:-

Financial progress of NE States

State	OB	Allocation	Release	Exp
2016-17				

Arunachal Pradesh	15.26	100.89	92.84	95.71
Assam	153.76	401.43	348.06	203.09
Manipur	7.87	41.83	39.38	18.87
Meghalaya	11.29	42.02	40.42	50
Mizoram	0.47	25.33	24.49	24.82
Nagaland	0.25	37.93	36.84	36.2
Sikkim	0.54	14.77	19.42	15.21
Tripura	0.8	39.48	43.73	38.73
2017-18				
Arunachal Pradesh	12.4	77.51	63.08	62.93
Assam	306.04	524.1	474.8	387.2
Manipur	28.38	32.2	66.25	68.3
Meghalaya	1.94	41.86	85.91	87.43
Mizoram	0.14	22.4	46.1	25.93
Nagaland	0.89	27.66	17.88	18.77
Sikkim	4.75	9.3	17.51	11.6
Tripura	6.54	32.26	83.93	42.77
2018-19				
Arunachal Pradesh	12.54	96.95	90.89	97.21
Assam	394.85	567.89	300.76	336.25
Manipur	27.37	40.25	37.73	65.11
Meghalaya	0.35	52.43	49.15	48.71
Mizoram	20.31	28	26.25	46.46
Nagaland	0	34.72	17.36	17.36
Sikkim	10.85	11.62	10.89	21.06
Tripura	48.58	55.18	51.73	53.88

1.66 On a specific query whether any complaint has been received for financial irregularities in implementation of the schemes in the NE States, the Department in their written reply submitted as under:-

“SBM-G: *Complaints if any, received from various quarters, are immediately forwarded to the respective State Governments for appropriate corrective measure.*

JJM: *Water being State subject, State Govt. plan, design, implement, operate & maintain the rural water supply schemes. As far as Gol is concerned, no complaint regarding financial irregularities has been noticed by the Department”*

V. Unspent Balances under SBM (G) and JJM

1.67 The programme and State/UT wise figures of unspent balances during the last three years under both the schemes i.e. SBM(G) and JJM of the Department are as under:-

(Rs. in crore)

Sl. No.	State/UT	Unspent Balances under SBM(G)			Unspent Balances under JJM		
		2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
1.	A & N Islands	1.68	17.37	7.32	1.05	1.05	1.36
2.	Andhra Pradesh	0.00	80.71	990.76	59.51	26.17	25.74
3.	Arunachal Pradesh	10.94	45.99	9.69	12.4	12.54	6.22
4.	Assam	556.61	499.66	501.70	306.04	394.85	359.35
5.	Bihar	127.77	452.37	1055.88	87.29	226.79	313.16
6.	Chhattisgarh	90.85	202.95	327.58	26.86	26.81	31.58
7.	D & N Haveli	0.00	0.0091	0.91	-	-	-
8.	Daman & Diu	0.00	0.36	0.21	-	-	-
7.	Goa	2.60	1.07	1.06	3.23	1.4	0
8.	Gujarat	160.74	214.87	246.53	25.42	1.15	0
9.	Haryana	77.30	48.50	104.62	28.38	29.86	10.13
10.	Himachal Pradesh	125.10	82.97	65.63	30.09	0.01	0
11.	Jammu & Kashmir	2.61	5.16	30.56	57.31	37.78	35.24
12.	Jharkhand	62.61	273.72	348.56	79.46	126.15	75.79
13.	Karnataka	62.09	297.26	567.61	89.25	184.5	26.61
14.	Kerala	14.62	29.30	24.24	2.71	2.34	2.58
16.	Madhya Pradesh	272.05	376.86	405.03	35.92	8.08	1.26
17.	Maharashtra	75.05	153.86	807.76	172.82	267.46	248.12
18.	Manipur	28.14	53.52	16.94	28.38	27.37	0
19.	Meghalaya	53.74	134.52	62.34	1.94	0.35	0.8
20.	Mizoram	11.07	32.64	21.05	0.14	20.31	0.14
21.	Nagaland	0.03	18.00	0.92	0.89	0.00	0
22.	Odisha	273.30	145.16	445.99	51.8	42.86	0.78
23.	Puducherry	1.14	3.24	27.13	1.27	1.27	1.27
24.	Punjab	19.80	189.78	151.48	26.64	96.28	102.91
25.	Rajasthan	689.13	587.36	682	550.09	536.75	313.67
26.	Sikkim	8.59	10.32	4.09	4.75	10.85	0.84
27.	Tamil Nadu	187.78	375.52	442.97	6.39	0.68	1.49
28.	Telangana	136.44	248.15	278.13	35.71	294.3	4.48
29.	Tripura	42.11	38.25	61.42	6.54	48.58	48.94
30.	Uttar Pradesh	82.66	528.47	918.11	257.82	113.65	58.33
31.	Uttarakhand	48.27	142.59	75.23	32.92	5	6.12
32.	West Bengal	366.45	387.34	392.43	20.78	418.02	760.82
	TOTAL	3591.27	5677.84	9075.88	2043.80	2963.21	4237.73

1.68 To a query about the under utilization of funds in these States as visible from the Statement shown above, the Department explained as under:-

“Under SBM (G):*The reasons for unspent balance with some States are:-*

- *Release of 2nd installment under the programme at the last quarter of the financial year after complying with all the formalities of SBM(G) guidelines and GFRs issued by Government of India.*
- *Many States have adopted payment of incentive after construction and use of toilets by the beneficiaries as preferred approach to ensure sustainable usage of toilets.*
- *The States need certain amount of funds as working capital all the times (which was estimated as about Rs. 5 crore per district) to carry on the work under SBM(G).*

Sometimes, difficulties are faced by the States to utilize funds under SBM (G) due to the following reasons:-

- *Many States have adopted payment of incentive after construction and use of toilets by the beneficiaries as preferred approach to ensure sustainable usage of toilets.*
- *Time taken by the concerned authorities to verify the beneficiaries details for making payments of incentive.*

Under JJM: *State governments, during implementation of the programme, have inter-alia indicated bottlenecks like uneven geographical terrain, scattered rural habitations, depletion of groundwater, adverse climatic conditions, delay in obtaining statutory/ other clearances, etc., thereby delaying the implementation and fund utilization under the Programme. Further, delay in release of State matching share also delay utilization of the programme fund. Delay in submission of proposal for release of 2nd installment as Central Grant-in-aid is also one of the reasons for huge unspent balances.”*

1.69 Keeping in view the fact that the unspent balances under rural water supply and sanitation have increased from year to year, the Committee was keen to know as to what proactive role the Department has played in pursuing the State Governments to plan their expenditure in a manner which could avoid accumulation of their unspent balances. In this context, the Department in a written note submitted as under:-

SBM-G: Under SBM(G), the States/UTs require to prepare their Quarterly expenditure targets in their Annual Implementation Plan submitted to this Department which is discussed with the State Governments by NSSC of SBM(G) under the chairmanship of Secretary, DDWS. The Department monitors expenditure under the programme through UC/provisional UC, IMIS, PFMS etc. and State Governments are regularly pursued in case of slow pace of expenditure is reported under the programme. The funds are released by the Department in phased manner considering the requirement and pace of expenditure by the States so as to avoid accumulation of funds.

JJM: It has been planned to release annual allocation under JJM in two equal installments and each installment to be released in two tranches after assessing the utilization of fund by the States/ UTs. Thus, releases are planned in consonance with 'Just In Time' principle of Ministry of Finance so as to avoid any undue parking of fund."

VI. Monitoring Mechanism

1.70 On the issue of monitoring mechanism available with the Department for evaluation of sanitation and water sector infrastructure in rural areas, the Department informed series of steps are being taken under both the scheme, which are as under:-

SBM-G: The Government has taken various measures to build a robust monitoring mechanism in respect of quality and sustainability some of which are:

- Regular follow-up visits by Nigrani Samitis and State/district level officials to monitor quality and usage of toilets.
- Multilevel verification of declared ODF villages to ensure sustainability of ODF status.
- NARSS has been undertaken by the Department through an Independent Verification Agency to assess coverage and ODF sustainability.
- Regular field visits are taken up by the DDWS officials to monitor quality and sustainability of toilets.
- Robust IMIS has been developed to monitor the status of ODF verification done by the States, capturing the photographs to monitor quality of the toilets.

Regular review meetings, video conferencing and State field visits are organized for close co-ordination with States. There are several committees such as National Scheme Sanctioning Committee (NSSC), Plan Appraisal Committee (PAC), State Level Scheme

Sanctioning Committee (SLSSC) consisting of representatives from both DDWS and States/UTs which hold meetings from time to time to discuss action plan and review implementation status under SBM(G). The IMIS of the programme also capture real time information of the programme that aids coordination. DDWS also issues regular advisories, letters to the States/UTs regarding implementation of the programme.

Real time progress of implementation of the programme is monitored through the online IMIS of SBM(G). Physical progress is also reported in the Utilization Certificates submitted by the States to the Department for release of funds. NARSS by Independent Verification Agency (IVA) has also done a surveys during 2017-18 and 2018-19 under World Bank support to SBM(G). Third round of NARSS is in progress. Various fields visits have been undertaken by Officers/Consultants of Department during last two years.

JJM: *Following monitoring mechanism is proposed at different levels to ensure proper implementation of JJM:*

Govt. of India has been regularly monitoring the implementation of the programme with the State governments. Several meetings including conference, workshops, review meetings through video conferences, etc. were held from time to time with the State govt. officials wherein States were advised to plan and expedite the implementation of the programme to achieve the goal.”

Part-II

Observations/ Recommendations

Analysis of Demands

2.1 The Committee notice that the Department of Drinking Water and Sanitation has been entrusted with the responsibility of implementing two major Centrally Sponsored Schemes, i.e., Jal Jeevan Mission (JJM) erstwhile National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) through which support is extended to the State Governments in their endeavor to provide safe and adequate piped drinking water to every household in rural areas within the targeted period and also provide rural sanitation infrastructure. Hence, the budgetary planning of the Department spins around these two Schemes. The scrutiny of Demands for Grants (2020-21) of the Department reveals that there is a substantial reduction in the allocation at RE stage for SBM (G) in the year 2019-20 and also exhibit failure of the Department to fully utilize even the reduced allocations in the last two years. The Committee also find that during the current fiscal 2020-21, the allocation of Rs. 21,518 crore to the Department of Drinking Water and Sanitation is approximately 7.50 % higher than the BE and 17.20 % higher than the RE of the previous year, i.e., 2019-20. They further observed that as against the demand of Rs. 21,518 crore, Rs. 9,994.10 crore has been allocated for SBM (G) and for JJM, an allocation of Rs. 11,500 crore has been made. Besides, Rs. 12,000 crore has been proposed through Extra Budgetary Resources (EBR) for JJM during the fiscal year 2020-21. However, the Committee are particularly concerned to note that the allocations of JJM for the current fiscal year are inadequate, the total budget is short by Rs. 11,253 crore as against requirement of Rs. 34,753 crore approved by the Cabinet for the implementation of JJM in the fiscal year 2020-21. The Committee are of the view that reduction/insufficient fund allocation by the Government would eventually result in reduction in the targets of Schemes of the Department. The Committee, therefore, strongly recommend the Department to take up this matter with NITI Ayog/Ministry of Finance along with appropriate justifications to ensure allocation of additional funds for the current financial year so that future development plans are not hampered and the targets fixed are achieved in time.

(Recommendation Sl. No.1)

Under-utilization of funds under JJM

2.2 The Committee note that the financial performance of JJM has also not been encouraging. For the fiscal year 2019-20, Rs. 10,000.66 crore was allocated and the Department has been able to release a sum of Rs. 6,914.45 crore upto 10.02.2020 to States/UTs. The Committee further note that out of the Central share released so far, States/UTs have utilized only Rs. 3,381.61 crore, till 10.02.2020. The Committee feel that such inadequacy in utilization reflects that the desired level of financial prudence in expenditure has not been adhered to by the Department. The Committee are of considered opinion that keeping in view the poor track record of the Department in utilizing the allocation, the Ministry of Finance have been reducing the allocations at RE stage. The Committee, therefore, strongly recommend that from the fiscal year 2020-21 onwards, the Department should ensure fullest utilization of funds allocated to them by not only keeping a tab on the progress of release-cum-expenditure but also ensuring timely compliance with all the necessary Guidelines for the optimum utilization of the funds. A road map for the said purpose may be drawn by the Department under intimation to the Committee.

(Recommendation Sl. No.2)

Coverage of Piped Water Supply

2.3 The Government has restructured and subsumed the ongoing National Rural Drinking Water Programme (NRDWP) into Jal Jeevan Mission (JJM) to provide Functional Household Tap Connection (FHTC) to every household, i.e., Har Ghar Nal Se Jal by 2024. The Committee are unhappy to note that at present, only 3.27 crore, i.e., 18.33 % out of 17.87 crore rural households in the country have access to piped water connections. There are only six States/UTs, namely Sikkim, Gujarat, Himachal Pradesh, Haryana, Punjab and Puducherry are providing more than 50% PWS connections to their rural households. While the big states like West Bengal (1.31%), Uttar Pradesh (1.33%), Bihar (1.88%), Assam (2.21%), Orissa (3.94), Jharkhand (5.75%) and Arunachal Pradesh (9.09%) are providing below 10% Piped Water connections to their households. This is indeed a matter of concern and directly connected to the quality of lives in the rural areas. In view of the abysmal performance, the Committee strongly recommend that all necessary efforts should be made for expeditious increase in the PWS and effective mechanism/strategies should also be put in place to monitor the relevant works accomplished within a defined time frame and apprise the Committee of the action taken. The Committee also

urge upon the Department to get the veracity and actual physical status of existing coverage of 3.27 crore rural households reported by the States/UTs so as to ensure that there are no gaps in attainment of the targets of full coverage set under the scheme.

(Recommendation Sl. No.3)

National Infrastructure Pipeline (NIP) - Role of elected Representatives

2.4 The Committee note that National Infrastructure Pipeline (NIP) has been launched on 31st December 2019. With an aim to strengthen and bolster the NIP, which would ultimately augment and aid potable drinking water supply projects covering both, rural and urban areas. The States have started submitting Detailed Project Reports (DPRs) to be included under NIP. In this context, the Committee are of the view that based on the past experience regarding preparation of DPRs of any Projects, there have been numerous issues that arise due to not properly taking into account the areas specific needs with which the local elected Representatives, i.e., Members of Parliament are expected to be well conversant. Considering this aspect in view, the Committee urge the Department to take that all necessary steps to have inputs from local MPs at the DPRs preparation stage for better implementation of the Scheme. The Committee would like to be apprised of the measures taken in this regard.

(Recommendation Sl. No.4)

Water Quality in Rural Areas under JJM

2.5 The Committee are unhappy to note that 51,952 rural habitations in different Districts of the country are still affected with water contamination. In a nutshell, 10175 habitations are affected with arsenic contamination, 7161 with Fluoride, 17934 with Iron, 1394 with Nitrate contamination, 2063 with Heavy Metals and 13225 habitations are affected with Salinity. The Committee observe that to tackle the problem of contamination of drinking water sources, the Government has undertaken a massive awareness drive/campaign from time to time informing rural masses about the impact of consuming unsafe water on health. Further, contaminated hand pumps are being coloured to make a distinction and films are also screened to create awareness amongst people about the ill effects of consumption of contaminated water. The Committee are of the considered view that remedial measures to address the serious problem of quality of water are to be taken by the Department by giving it the desired level of urgency and seriousness, as

continued use of unsafe drinking water is a serious health hazard to millions of people residing in the water quality affected areas. The Committee are also of the view that the piped water supply is the only solution to tackle water quality problems and therefore, a time bound Plan is needed to be put in operation in contamination affected areas to achieve this target. However, till the piped water supply reaches each household/habitation, arrangement should be made to provide alternate supply of clean water by way of installing Reverse Osmosis (RO) system or Community Water Purification Plants (CWPs) in each Gram Panchayats/Habitations in the country. The Committee, therefore, strongly recommend that the Department should address all these water quality related issues on priority basis and in a well chalked out schedule and apprise the Committee on the concrete steps taken in this regard.

2.6 Moreover, the Committee also urge the Government for launching a nationwide awareness programme to educate rural masses about the hazards of contaminated water on the model of AIDS, Polio campaigns, etc. Such a programme should involve all stakeholders, i.e., Centre, State, Local Authorities, Civil Society, NGOs, etc., active in the field. They desire to be apprised of measures taken in this regard.

(Recommendation Sl. No.5)

Strengthening of Water Quality Testing Laboratories

2.7 The Committee note that the Department of Drinking Water and Sanitation supports the setting up and strengthening of District level and sub-Divisional water quality Testing Laboratories in the States. The Committee further note that 28 State level Laboratories, 732 District Laboratories, 244 Block level Laboratories, 1146 Sub-Divisional Laboratories and 83 mobile testing Laboratories have been set up by the Government and about lakhs of drinking water sources are reported to be tested in these Laboratories. The Committee, however, find that even where water testing Laboratories have been established, they suffer from shortage of technical manpower, qualified personnel and equipment. The Committee are concerned to note that setting up of water quality testing Laboratory and making them fully functional has not been accorded due priority which is a pre-requisite for providing quality water to the rural population. Since the quality of drinking water has a direct impact on the health of individuals, the Committee urge the Department to take necessary steps on urgent basis to provide adequate technical manpower as well as all modern equipment to the water testing

Laboratories with latest WHO parameters and also explore the possibilities of private-sector participation in setting up of more Laboratories in water affected habitations throughout the country.

(Recommendation Sl. No. 6)

Need for NABL Accredited Laboratories

2.8 Further, the Committee are dismayed to note that only 50 out of total 2232 Water Quality Testing Laboratories in rural areas are NABL (National Accreditation Board for Testing and Calibration Laboratories) accredited. Getting accreditation from NABL would not only endorse the testing results provided by these Laboratories but will also impact credibility to the efforts of the Department in ensuring the supply of quality water to the rural areas. Therefore, the Committee strongly recommend the Department to prepare time-bound Plan of all such Laboratories for getting accreditation by NABL at the earliest. To have an appropriate assessment of the efficacy of working of the water testing Laboratories, the Committee also recommend that an Independent Survey/Third Party Audit should be undertaken so that necessary corrective measure could be taken by the Department.

(Recommendation Sl. No. 7)

Jal Shakti Abhiyan

2.9 The Committee appreciate the fact that the Government has launched Jal Shakti Abhiyan in two phases to conserve water on a Mission Mode in which all Officers concerned, Ground Water Experts and Scientists from the Government of India have worked with the State/District officials in all 256 water-stressed Districts of the country to promote water conservation and water resource management by focusing on accelerated implementation of five targets interventions, viz., (i) Water Conservation and Rainwater Harvesting, (ii) Renovation of Traditional and other Water Bodies/Tanks, (iii) Re-use and Bore Well Recharge Structures, (iv) Watershed Development, and (v) Intensive Afforestation. The Committee have been apprised that from this Abhiyan, massive awareness has been generated and various stakeholders, viz., Government Departments, Agencies, NGOs, Officials, Panchayats, individuals, etc., have started taking steps for water conservation for ensuring success of the Abhiyan. The Committee feel that this is a commendable initiative and should be persevered with in a phased manner in future also

not only in 256 water-stressed Districts of the country but also in the entire length and breadth of the Nation as water conservation and proper ground water management is key to successful implementation of JJM mission.

(Recommendation Sl. No. 8)

Revival of Old Water Bodies under JJM

2.10 The Committee feel that revival and rejuvenation of old Water Bodies/Wells and recharge of Bore wells in the rural areas are extremely necessary to attain seamless water supply in the drought prone rural Districts in the Country. The rejuvenation of traditional/old Water Bodies which have been the source of water in the drought prone rural areas since time immemorial will be perhaps a pragmatic approach rather than digging up of new sources of water in the far-flung remote areas of the country as this would not only keep a check on the budgetary resources but also give a head start in finding locations for water sources. Keeping in view the importance of the matter, the Committee are of firm opinion that a streamlined and strategic approach is required to produce the desired result. The Committee also feel that besides creating new water resources, the human assets and funds under MGNREGA, could be more effectively utilized if the recharging work of already existing traditional Water Bodies, clogged due to dumping of garbage or requiring proper dredging, etc., is taken up more vigorously. Such exercise of opening up and clearing water flow in the traditional Water Bodies would add up in the availability of water resources in the rural areas. Moreover, under the National Resource Management (NRM) works that can be taken up under MGNREGA, the Department can harmoniously utilize this aspect in close co-ordination with the Department of Rural Development (DoRD) to ensure the rejuvenation of Water Bodies. The Committee, therefore, urge the Department to take up the matter in the right earnest by consulting DoRD and also encourage/incentivize Gram Panchayats for revival and restoration of traditional Water Bodies on priority basis.

(Recommendation Sl. No. 9)

Education awareness based approach for sustainability under SBM (G)

2.11 The Committee lauds the fact that the Department has achieved 100 % sanitation coverage under SBM (G) within the stipulated time period of five years and has also constructed more than 10 crore toilets which is a commendable task and had not been

even thought of in the past. The Committee feel that the practice of open defecation in rural areas of the country was due to combination of factors, the most prominent of them being the traditional behavioral pattern and mores amongst the people about the associated health hazards. Noting the fact that Sanitation is mainly a mindset issue based on socio-cultural practices and habit, the Committee feel that India being a country with varying geographic, cultural and social characteristics, interventions to change mindsets and habits cannot be the same everywhere. The Committee are of the considered view that with a view to bringing about behavioral change in the rural population, media should be effectively used to communicate the message of adverse socio-hygienic impact of open defecation and also the benefits of sanitation with special emphasis on not only constructing the toilets but also to using them. For this purpose, Mass Media (Radio, TV, Newspapers), Digital Media, Print Media (Hoardings, Posters etc.) and Documentary Films, Melas, Rallies, etc., apart from involving Self Help Groups (SHGs), Non-Governmental Organizations (NGOs) and PRIs could be effectively utilized. The Committee, therefore, urge the Department to make efforts to ensure that the toilets constructed under SBM (G) are actually used and are not left unused or dysfunctional. The Committee further desire that the Department should undertake an exercise of physical verification of toilets constructed and also of their usage and in this exercise, apart from other means, the mobile applications could also be used. The Committee would like to be apprised of the action taken in this regard.

(Recommendation Sl. No.10)

Need of drains system for waste water disposal for 'Swachhata' in rural villages

2.12 The Committee note that mere provision of toilets and water to the households will not be able to fulfil the goals of attaining the 'Swachhta' envisioned under the Swachh Bharat Mission in the rural areas. More basic infrastructure collateral with the needs of toilets and water like the proper drainage system for the disposal of waste/used waters are also essentially required in rural villages. The rural habitations are replete with unplanned disposal of waste water from the households which are more often than not found to be spread in the villages causing numerous diseases. Even if the household is neat while the surroundings are full of dirty water infested with pollutants, the idea of cleanliness thought to be achieved under the Scheme gets defeated. Moreover, the percolation of such dirty water pollutes the ground water also. The Committee feel that

there is an utmost necessity of proper drainage mechanism in the rural villages so that disposed waste water does not malign the existing habitations with insurmountable complications. Therefore, the Department is urged to look at this problem scientifically and logically devise such mechanism which would include the construction of proper drain facilities in the rural households.

(Recommendation Sl. No.11)

Role of Gram Sabhas/Gram Panchayats in Water Supply and Sanitation

2.13 The Committee are acquainted of a much prevalent practice, wherein the local popular needs and demands are not considered before the finalization and implementation of any *Yojanas/Scheme* in that specific area, thus, leaving much to be desired as regards the applicability and success of any Scheme in that specific area. Each rural areas have their own specific problem covering with water supply/sanitation. The bottlenecks associated with the implementation of any Scheme can only understood fully after having knowledge of local issues. Taking note of the practical consequences of the situation, the Committee feel that for any Scheme to be successfully implemented for rural populace, the local situational requirements and sentiments need to be taken into account and, thus, the Committee recommend that the concerned Gram Sabhas, Gram Panchayats be essentially involved before finalization of any Project for the specific rural area and their inputs are judiciously taken into account in this regard.

(Recommendation Sl. No. 12)

Unspent balances with the Implementing Agencies

2.14 The Committee are disturbed to note that during the years 2017-18 and 2018-19, substantial unspent balances of Rs. 2963.21 crore and Rs. 4237.73 crore under JJM and Rs. 5677.84 and Rs. 9075.88 crore under SBM(G) were left with the implementing agencies in both the Schemes being implemented by the Department. The Committee also surprisingly note that the unspent balance for the current fiscal year, i.e., 2019-20 is not available with the Department which shows lack of sufficient monitoring of the releases made by them. The Committee feel that instead of ensuring that the amount is spent for the purpose it has been sanctioned in the budget, there is unplanned release of the funds for the Implementing Agencies at the fag end of the fiscal year causing accrual of huge unspent balances. This demonstrates a completely impractical approach lacking administrative acumen and need to be taken care of during the fiscal year 2020-21.

2.15 Keeping huge unspent balance in mind, the Committee strongly feel that large corpus of unutilized funds reflects a dismal picture of financial management by the Department of Drinking Water and Sanitation and observe that merely seeking funds from the Government does not serve the real purpose of upliftment and development of rural populace of the country until and unless the funds are put to effective utilization for the welfare of rural inhabitants. The Committee, therefore, strongly recommend that Department should tighten up its grip over all the Agencies involved in the implementation of Schemes as also have frequent/regular inter-actions with the concerned State Governments particularly those having huge unspent balances (i.e., Assam, Bihar, Maharashtra, Rajasthan and West Bengal) and ensure that the unspent balance is spent on execution of projects in an efficient manner.

(Recommendation Sl. No. 13)

Monitoring Mechanism under JJM and SBM(G)

2.16 The Committee note that an Integrated Management Information System (IMIS) has been set up by the Department, which is online monitoring system under both the flagship Schemes of the Government. The IMIS allows a bird's eye view to both the Union and State Governments for monitoring progress of the Schemes. The Committee are happy to note that with a view to ensuring the authenticity of data provided by the States online, it has been kept on public domain and is open to checking, verification and comments by all. During the course of examination, the Committee observed that there is no proper system of conducting physical verification and monitoring of actual infrastructure work executed by the States and also to monitor the utilization of funds. Although the Department has been holding review meetings and video conferences to monitor utilization, the Committee feel that the system is not very effective to bring the desired results. The Committee desire that the monitoring system should be strengthened and a mechanism should be developed for ensuring transparency and accountability and fixation of responsibility in case of delay or non-implementation of Projects/Plans in the rural areas.

2.17 The Committee also observed that non-submission of Plans or slow pace of expenditure were the major reasons for non-utilization of funds by the States. In this regard, appointment of Nodal Officers of the Central Government at different levels in the

States can help in monitoring the flow of expenditure and implementation of Schemes. The Committee, therefore, desire that Nodal Officers should be appointed by the Union Government at different levels for not only conducting concurrent physical verification of the status of the implementation of various Programmes but also to keep a close watch over the utilization of the funds by the States. Such Nodal Officers should be mandated to have effective coordination with the State Governments and to directly report all the developments to the Union Government. The Committee would like to be apprised of the measures taken in this regard.

(Recommendation Sl. No. 14)

NEW DELHI
3 March, 2020
13 Phalguna, 1941 (Saka)

Dr. SANJAY JAISWAL,
Chairperson,
Standing Committee on Water Resources

**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON WATER
RESOURCES (2019-20) HELD ON TUESDAY, 25 FEBRUARY 2020**

The Committee sat from 1100 hours to 1315 hours in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Pradeep Tamta – Chairperson (Acting)

MEMBERS

LOK SABHA

2. Shri Vijay Baghel
3. Shri Nandkumar Singh Chauhan
4. Shri Chandra Prakash Choudhary
5. Shri Guman Singh Damor
6. Dr. Heena Vijaykumar Gavit
7. Shri Kaushal Kishore
8. Shri S. Ramalingam
9. Shri Dipsinh Shankarsinh Rathod
10. Shri Prajwal Revanna
11. Ms. Agatha K. Sangma
12. Shri A. Narayana Swamy

1

RAJYA SABHA

13. Sardar Balwinder Singh Bhunder
14. Mir Mohammad Fayaz
15. Dr. Kirodi Lal Meena
16. Shri Madhusudan Mistry
17. Shri Narendra Kumar Swain

SECRETARIAT

1. Dr. Preeti Srivastava - Joint Secretary
2. Shri Raju Srivastava - Director
3. Shri R.C. Sharma - Additional Director

WITNESSES

Ministry of Jal Shakti-Department of Drinking Water & Sanitation

1. Shri Parameswaran Iyer, Secretary
2. Shri Sanjeev Kumar, Additional Secretary & Financial Advisor
3. Shri Arun Baroka, Additional Secretary
4. Shri Bharat Lal, Additional Secretary
5. Shri R.D. Chauhan, CCA
6. Shri Samir Kumar, Joint Secretary
7. Shri Hiranya Borah, DDG
8. Shri Ajay Kumar, Director
9. Ms. Roopa Mishra, Director
10. Shri Pradeep Singh, Director

2. At the outset, in the absence of Hon'ble Chairperson, the Committee under Rule 258 (3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Pradeep Tamta, MP to act as Chairperson for the Sitting. Thereafter, the Chairperson welcomed the Members to the sitting of the Committee convened to have oral evidence of the Ministry of Jal Shakti - Department of Drinking Water & Sanitation in connection with the examination of the Demands for Grants (2020-21).

3. After welcoming the representatives of the Department of Drinking Water and Sanitation, the Chairperson read out Direction 55(1) of the Directions by the Speaker regarding confidentiality of the proceedings of the Committee and invited them to express their view on various Schemes, Programmes and Allocation of Funds for the fiscal year 2020-21. Thereafter, the representatives of the Department highlighted the salient features of both the Schemes, i.e., Jal Jeevan Mission (JJM) and Swachh Bharat Mission-Gramin (SBM-G) being undertaken by them with reference to the Demands for Grants (2020-21) through a Power Point presentation.

[The representatives of the Department of Drinking Water & Sanitation were, then, ushered in]

4. After hearing the views of the representatives of Department of Drinking Water & Sanitation, the Members sought clarifications on following aspects:-

- (i) Adequacy of Budgetary allocation.
- (ii) Coverage of Piped Water Supply in rural areas.

- (iii) Sustainability of Water Sources.
- (iv) Rejuvenation of old Water Bodies.
- (v) Assessment study of old/defunct pipeline connections in the rural areas.
- (vi) Water Quality related issues.
- (vii) Strengthening of Water Quality Testing Laboratories.
- (viii) Sustainability and availability of sufficient and uninterrupted supply of water for toilets constructed under SBM (G).
- (ix) Issue regarding enhancement of incentives for Individual Household Toilets (IHL).
- (x) Involvement of Members of Parliament for finalization of Plan/Schemes.
- (xi) Monitoring Mechanism
- (xii) Unspent Balances with the Implementing Agencies.

5. The Chairperson, thereafter, thanked the representatives of the Department of Drinking Water and Sanitation for comprehensive presentation by them on various aspects raised by the Members. The Chairperson further urged the Secretary, Department of Drinking Water and Sanitation to furnish written replies to those queries raised by the Members which could not be replied by them by 27th February, 2020.

[The witnesses, then, withdrew]

6. A copy of the verbatim record of the proceedings of the sitting of the Committee has been kept.

The Committee, then adjourned.

**MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON WATER
RESOURCES (2019-20) HELD ON TUESDAY, 3 MARCH 2020**

The Committee sat from 1500 hours to 1530 hours in Committee Room '139', First Floor, Parliament House Annexe, New Delhi.

PRESENT

Dr. Sanjay Jaiswal – Chairperson

MEMBERS

LOK SABHA

2. Shri Vijay Baghel
3. Shri Bhagirath Chaudhary
4. Shri Guman Singh Damor
5. Dr. Heena Vijaykumar Gavit
6. Dr. K. Jayakumar
7. Shri Hasmukhbhai Somabhai Patel
8. Shri Sanjay Kaka Patil
9. Shri S. Ramalingam
10. Shri Dipsinh Shankarsinh Rathod
11. Shri Prajwal Revanna
12. Shri A. Narayana Swamy

RAJYA SABHA

13. Dr. Kirodi Lal Meena

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Dr. Preeti Srivastava | - | Joint Secretary |
| 2. | Shri Raju Srivastava | - | Director |
| 3. | Shri R.C. Sharma | - | Additional Director |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. Thereafter, the Committee took up for consideration (a) Draft Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti -Department of Water Resources, River Development & Ganga Rejuvenation; (b) Draft Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti - Department of Drinking Water and Sanitation; and (c) Draft Report on Action Taken by Government on Observations/Recommendations contained in the Twenty Third Report (Sixteenth Lok Sabha) on the subject 'Socio-economic impact of commercial exploitation of water by industries'. After some deliberations, the Committee adopted the aforesaid three draft Reports with minor modification.

3. The Committee then authorized the Chairperson to present the above Reports to both the Houses of Parliament in the current Session.

The Committee, then, adjourned.