STANDING COMMITTEE ON RURAL DEVELOPMENT

(2014-2015)

4

SIXTEENTH LOK SABHA

MINISTRY OF DRINKING WATER & SANITATION

Demands for Grants
(2014-15)

REPORT

LOK SABHA SECRETARIAT

NEW DELHI

FOURTH REPORT

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2014-2015)

(SIXTEENTH LOK SABHA)

MINISTRY OF DRINKING WATER & SANITATION

Demands for Grants
(2014-15)

Presented to Lok Sabha on 19.12.2014

Laid in Rajya Sabha on 19.12.2014

LOK SABHA SECRETARIAT

NEW DELHI

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***** Nominated to the Committee w.e.f. 07.10.2014.

****** Nominated to the Committee w.e.f. 25.09.2014 *vice* Shri Narayan Lal Panchariya.

******* Nominated to the Committee w.e.f. 28.11.2014 *vice* Shri Jairam Ramesh.

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Fourth Report on Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation.

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

3. The Committee took briefing of the representatives of the Ministry of Drinking Water and Sanitation on 13 October, 2014 and evidence on 18 November, 2014.

4. The Report was considered and adopted by the Committee at their sitting held on 16 December, 2014.

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

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

NEW DELHI;
18 December, 2014
27 Agrahayana, 1936 (Saka)

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

ABBREVIATIONS

AAP	:	Annual Action Plan
APL	:	Above Poverty Line
ARWSP	:	Accelerated Rural Water Supply Programme.
BP	:	Block Panchayat
BPL	:	Below Poverty Line
BRC	:	Block Resource Center
CRSP	:	Central Rural Sanitation Programme
DDP	:	Desert Development Programme
DDWS	:	Department of Drinking Water & Sanitation
DPAP	:	Drought Prone Areas Programme
DRDA	:	District Rural Development Agency
DWSM	:	District Water and Sanitation Mission
FTK	:	Field Test Kits
GP	:	Gram Panchayat
GSDA	:	Groundwater Surveys and Development Agency
HGM	:	Hydro-geomorphological Maps
HRD	:	Human Resource Development
IAP	:	Integrated Action Plan
IEC	:	Information Education & Communication
IHHL	:	Individual Household Latrine
IMIS	:	Integrated Management Information System
LPCD	:	Liters per capita per day
M & E	:	Monitoring and Evaluation
MTP	:	Mobile Treatment Plant
MGNREGA	:	Mahatma Gandhi National Rural Employment Guarantee Act
MPR	:	Monthly Progress Report
NBA	:	Nirmal Bharat Abhiyan
NEERI	:	National Environment Engineering Research Institute
NGO	:	Non-Government Organization
NRDWP	:	National Rural Drinking Water Programme
NRDWQM & SP	:	National Rural Drinking Water Quality Monitoring and Surveillance Programme.
NRSC	:	National Remote Sensing Centre
O & M	:	Operation & Maintenance
PHED	:	Public Health Engineering Department
PRI	:	Panchayati Raj Institution
R.O.	:	Reverse Osmosis
R & D	:	Research & Development
R & DAC	:	Research & Development Advisory Committee
RGNDWM	:	Rajiv Gandhi National Drinking Water Mission
SWSM	:	State Water & Sanitation Mission
TSC	:	Total Sanitation Campaign
WQM & S	:	Water Quality Monitoring and Surveillance
WSP	:	Water & Sanitation Programme

REPORT

PART I

NARRATION ANALYSIS

I. Introductory

Provision of safe drinking water is one of the basic necessities of life. Rural drinking water supply is a State subject and it has been included in the Eleventh Schedule of the Constitution among the subjects that may be entrusted to Panchayats by the States.

1.2 The Government of India's first major intervention in the rural drinking water sector, started in 1972-73, through the Accelerated Rural Water Supply Programme (ARWS). A Technology Mission on Drinking Water was started in 1986 which in 1991-92, was renamed the Rajiv Gandhi National Drinking Water Mission. Upgrading the Mission, the Department of Drinking Water Supply (DDWS) was created in the Ministry of Rural Development in 1999 which was subsequently renamed as the Department of Drinking Water and Sanitation in 2010. Keeping in view the significance of rural water supply and sanitation, the Government of India created and notified the Ministry of Drinking Water and Sanitation as a separate Ministry on 13th July, 2011.

1.3 The Ministry of Drinking Water & Sanitation is the nodal Ministry for the overall policy, planning, funding and coordination of the flagship programmes of the Government for rural drinking water viz. the National Rural Drinking Water Programme and for Sanitation, the Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA) in the country. There are three programme divisions namely Water, Water Quality and Sanitation to carry out the functions of the Ministry and the vision is to provide safe and adequate drinking water for all at all times in rural India and to transform rural India into "Nirmal Bharat" by adopting community saturation approach.

1.4 Since the First Five Year Plan (1951-1956), the Union Government alongwith the State Governments have spent Rs 1,65,000 crore on rural drinking water. In the 12th Five Year Plan, the focus of the Ministry would be on provision of piped water supply in rural areas to reduce the burden of fetching water on women and children. Service levels in terms of water supply for the rural population should increase with this and it is targeted to raise the service level of supply of safe drinking water in rural areas to 55 lpcd (litres per capita per day) from the present level of 40 lpcd.

1.5 The goal of the Ministry is to provide every rural person with adequate safe water for drinking, cooking and other domestic needs on a sustainable basis. This basic requirement should meet water quality standards and be readily and conveniently accessible at all times and in all situations. Similarly, the goal under Swachh Bharat Mission (Gramin) is to attain open defecation free status by 2019.

II. Objectives of the Ministry

a) Enable all households to have access to and use safe and adequate drinking water and within a reasonable distance.

b) Enable communities to monitor and keep surveillance on their drinking water sources.

c) Ensure potability, reliability, sustainability, convenience, equality and consumers preference with regard to drinking water supply. These are to be the guiding principles while planning for a community based water supply system.

d) Provide drinking water facility, especially piped water supply, to Gram Panchayats that have achieved open-defecation-free status on priority basis.

e) Ensure all Government schools and Anganwadis to have access to safe drinking water.

f) Provide support and environment for Panchayat Raj Institutions and local communities to manage their own drinking water sources and systems in their villages.

g) Provide access to information through an online reporting mechanism with information placed in public domain to bring transparency and informed decision making.

h) Cover SC/ST, Physically handicapped, small and marginal farmers and women headed households with sanitation facilities in each habitation.

i) Follow Conjoint approach of Sanitation and water supply which would progressively lead to Nirmal Blocks, Nirmal Districts and eventually Nirmal States and ensure running water availability to all Government School toilets.

j) Develop child friendly toilets in Anganwadis.

k) Massive training campaign to ensure use and Operation & Maintenance of toilets.

l) Take up Solid and Liquid waste management in Nirmal Grams.

1.6 In the present Report, the Committee have examined the implementation of the Schemes of drinking water and sanitation and have dealt with related issues in the context of overall budgetary allocation made in the Demands for Grants for the year 2014-15.

III. Analysis of Demands

1.7 The Demands for Grants for the fiscal year 2014-15 in respect of the Ministry of Drinking Water & Sanitation was laid on the Table of Lok Sabha on 23 July, 2014 *vide* Demand No. 29. The Demand provides for implementation of two Centrally Sponsored Schemes viz. National Rural Drinking Water Programme (NRDWP) for providing safe drinking water and Nirmal Bharat Abhiyan (NBA) for providing improved sanitation facilities in the rural areas of the country. While the NBA has been successful to some extent, the fact that there are still a large number of rural households without access to safe sanitation facilities, which is an issue that needs to be tackled on war footing in a time bound manner, the **Swachh Bharat Mission (Gramin)** has been launched on 2nd October, 2014, which aims at attaining a 100% Open Defecation Free India by 2019. Swachh Bharat Mission (Gramin) removes that hindrance in the implementation of NBA by enabling the entire funding for assistance of Individual household latrine (IHHL) from one source besides enhancing the assistance.

1.8 Under Demand No. 29, the Ministry of Drinking Water & Sanitation has made a provision of Rs.15266.85 crore with Plan component of Rs.15260 crore and Non-Plan component of Rs. 6.85 crore. The following table shows the Budget Estimates (BE), Revised Estimates (RE), Actual Releases for 2012-13, 2013-14 and Budget Estimates (BE) for 2014-15:-

(Rs. in crore)

	2012-13			2013-14			2014-15
	BE	**RE**	**Actual**	**BE**	**RE**	**Actual**	**BE**
Plan	14000.00	13000.00	12946.34	15260.00	12000.00	11947.60	15260.00
Non-Plan	5.24	5.26	5.22	5.70	6.24	6.20	6.85
Total	**14005.24**	**13005.26**	**12951.56**	**15265.70**	**12006.24**	**11953.80**	**15266.85**

1.9 When asked about the broad areas which will be covered during the financial year 2014-15 with the enhanced budgetary allocation at the level of Rs. 15260 crore, the Ministry informed as under:

> "As far as NRDWP is concerned there is no enhancement in allocation in the year 2014-15 at BE Stage over 2013-14.
>
> The SBM(G) has an allocation of Rs. 4260 crores in 2014-15. During the year 2014-15, 60 lakh Individual household latrines and Community Sanitary Complexes and Solid and Liquid Waste Management activities as required by the States will be taken up under Swachh Bharat Mission (Gramin). To ensure adequate behavior change and triggering the demand for toilets, extensive IEC and Capacity building activities will be taken up by the States."

1.10 When the Committee desired to know whether the Ministry has worked out specific modalities to address the challenges for providing safe drinking water and eliminating open defecation in rural areas of the country during Twelfth Five Year Plan, the Ministry stated as under:

> "In respect of rural drinking water programme, there are different components under NRDWP to address the challenges for providing safe drinking water to their rural population in the country. The emphasis under the Programme is not only the coverage of rural habitations with drinking water supply but also to see that the installed rural water infrastructure is sustainable and properly maintained. For sustainability of sources there is provision of 10% of funds

under the programme component, which is given to the States to enhance/maintain the water sources. There is a component of Support under NRDWP under which various activities like IEC, HRD, R&D, etc. are undertaken by the States. Under Water Quality Monitoring and Surveillance (WQM&S) funds are made available to the States for creation of water testing laboratories, purchase of field test kits for Water Quality testing. To address the issue water contamination both, chemical and bacteriological as specific 5% allocation under the programme has been earmarked which is given to the States with specific water quality contamination issues. Thus programme focuses on all aspects of Rural Water supply Management.

In respect of rural sanitation programme, under the Swachh Bharat Mission (G), the aim is to attain open defecation free status by 2019.To achieve this, a Strategy with the following interventions has been adopted under Swachh Bharat Mission (Gramin) :-

- Sanitation being a Mindset issue, It is proposed to Create demand by T**riggering** 'Behaviour change' by **intensifying IEC campaign and Inter Personal Communication (IPC).**

- This IEC/IPC programme will be **assisted by Multilateral Agencies** like UNICEF, World Bank's WSP etc, national NGOs working on sanitation and groups like Rotary, Nehru Yuva Kendra , CLTS Foundation etc.

- **Outputs (Construction) and Outcomes** (Usage) will be monitored.

- Mechanism of **'Trigger' plus Incentives will be used** to construct quality toilets.

- Strong **Administrative structure** to be set up for the Mission at Central, State and district level. Foot soldiers will be required at GP level.

- Use of Technology to Monitor Household coverage through a Hand held device to capture photos of beneficiary, toilet and Latitude/Longitude coordinates. – *Pilot done.*

- Innovative, Low cost and User friendly technologies for toilet and Solid and Liquid Waste Management to be pursued.

- States, which performs well in their IEC campaign, behavioural change and toilet construction effort under the Swachh Bharat Mission will be incentivised. Gram Panchayats performing well under the Mission will be incentivised with funds for Waste Water Management.

- Launching the **Swachh Bharat Award** –for Individuals; Institutions; GPs, Districts; States who do exceptional work."

1.11 Asked about the broad details of work done by the Ministry on two prominent programmes i.e. 'National Rural Drinking Water Supply Programme (NRDWP)' and 'Swachh Bharat Mission (Gramin)' during the last ten years, the Ministry furnished scheme-wise information as under:-

"In respect of NRDWP, the details of coverage of Partially Covered Habitations and Quality Affected Habitations are as under:

Year	Coverage of Partially Covered Habitation	Coverage of Quality Affected Habitation
2004-05	47,908	
2005-06	79,544	4,550
2006-07	88,599	5,330
2007-08	74,897	18,757
2008-09	115,322	21,531
2009-10	116,750	32,129
2010-11	92,276	27,107
2011-12	116,246	22,121
2012-13	136,304	19,402
2013-14	136,780	16,649
2014-15 as on 14.11.2014	46,089	5,014"

1.12 In respect of rural sanitation programme, the Physical Progress under Total Sanitation Campaign (TSC) / Nirmal Bharat Abhiyan (NBA) now SBM(G) during last ten years, as reported by the States, is as under :-

Year	Household latrines	School Toilets	Sanitary Complex	Anganwadi Toilets
2004-2005	4582283	55226	1623	10259
2005-2006	9171407	88092	2697	36057
2006-2007	9700380	131542	2953	53126
2007-2008	11527890	236259	3006	86489
2008-2009	11265882	253004	3245	68995
2009-2010	12407778	144480	2230	66227
2010-2011	12243731	105509	3377	50823
2011-2012	8798864	122471	2547	28409
2012-2013	4559162	76396	1995	36677
2013-2014	4976294	37696	1530	22318"

IV. Scheme-wise analysis

1.13 The Ministry of Drinking Water & Sanitation operates the two centrally sponsored schemes under its auspices *viz.* (A) National Rural Drinking Water Programme (NRDWP) for providing safe drinking water and (B) Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA) for providing improved sanitation facilities in the rural areas of the country. These are discussed in subsequent paragraphs.

A. National Rural Drinking Water Programme (NRDWP)

1.14 Historically, drinking water supply in the rural areas of the country had been outside the Government's sphere of influence. Community-managed open wells, private wells, ponds and small-scale irrigation reservoirs have often been the main traditional sources of drinking water in rural areas. However, with problems in drinking water availability emerging in different parts of the country, the Government of India's major intervention in water sector started in 1972-73 through the *Accelerated Rural Water Supply Programme (ARWSP)* for assisting States/UTs to accelerate the coverage of drinking water supply in 'problem villages'. A *Technology Mission* with stress on water quality, appropriate technology intervention, human resource development support and other related activities was introduced in 1986 which was subsequently renamed as the *Rajiv Gandhi National Drinking Water Mission* (RGNDWM) in 1991. In 1999-2000, *Sector Reform Project* was started to involve the community in planning, implementation and management of drinking water schemes which was in 2002 scaled up as the *Swajaldhara Programme*. The programme was revised w.e.f. 01.04.2009 and was named as National Rural Drinking Water Programme (NRDWP).

1.15 The National Rural Drinking Water Programme (NRDWP) is a Centrally Sponsored Scheme aimed at providing adequate and safe drinking water to the rural population of the country.

1.16 In the drinking water sector, more than Rs 1,65,000 crore has been invested in the sector by the Central and State Governments since the beginning of the Plan periods. As per NSSO 69th Round Survey covering Household Conditions and Amenities in India for the period July 2012 – December 2012, 88.5% of the rural households have access to drinking water from protected sources. Further as per Census 2011, about 30.8% of rural households have access to piped drinking water from taps. However, the Census also reports that 22.10% of rural population have drinking water sources at a distance of more than 500 meters from their homes.

1.17 On being pointed out by the Committee that inspite of huge spending by the Union Government and the States, there are continuing problems of 'quality and quantity' of drinking water alongwith poor operations and maintenance in the rural areas of the country, the Ministry in this context informed as under:-

> "Rural Water supply is a State Subject. Ministry under NRDWP provides financial assistance and technical assistance to the States to provide Drinking Water to the Rural Population in the country. Though the Ministry provides funds to the tune of 50% share to all States and 90% shares to NE States and J&K, the responsibility of planning and execution of the Water Supply Schemes entirely vests with the State Governments. The States which are more sensitive to this issue are investing more funds from their State Exchequer in this sector. Many such States are also executing standalone large multi village schemes through external funding from international agencies like World Bank, Japan International Corporation Agency (JICA) etc. As most of the rural water supply schemes are based on ground water sources , which itself is depleting because of over extraction for agriculture/ industrial purposes, there is continuing problem of slippages and water quality. The Ministry aims to make a shift from schemes based on Ground Water to schemes based on Surface Water sources. Since Surface Water Schemes entail huge expenditure, the schemes have not been taken on a very large scale in the country. The Ministry however, is moving in that direction and now the emphasis in the 12th Five Year Plan and subsequent Plans would be to provide piped water supply through perennial surface water sources so that there is no problem of slippages and quality."

1.18 On query about the efforts made so far during the Twelfth Five Year plan to increase the service level of supply of safe drinking water in rural areas from 40 lpcd to 55 lpcd, the Ministry informed that all the new Rural Water Supply Schemes are designed for provision of 55 lpcd or more. The Ministry at present is concentrating to cover the entire country with 40 lpcd before enhancing the per capita availability. However, States are free to provide the coverage for more than 40 lpcd considering the availability of source of water and funds.

1.19 In reply to a specific query of the Committee regarding the modalities to ascertain the sustainability of sources in the form of measuring service standard levels in terms of number of hours and number of days of water supply throughout the year, the Ministry in a written reply stated that the Service Standards of providing drinking water supply in rural areas of the country have been fixed at 40 lpcd. The State Governments while planning for the schemes take into consideration that this supply would be for all days throughout the year. As regards the number of hours of water supply, the Ministry submitted that this depends on the availability of water and its scarcity in the long term.

1.20 When the Committee sought to know the latest details of habitations having access to safe drinking water throughout the year, the Ministry furnished the following States/UTs-wise data which is based on the information entered by the States on the Integrated Management Information System (IMIS) as on 01.04.2014:

Sl.No.	State	Fully Covered habitations
1	ANDHRA PRADESH	29,231
2	BIHAR	50,203
3	CHHATTISGARH	61,483
4	GOA	345
5	GUJARAT	32,726
6	HARYANA	6,796
7	HIMACHAL PRADESH	39,274
8	JAMMU AND KASHMIR	8,049
9	JHARKHAND	116,003
10	KARNATAKA	24,480
11	KERALA	3,338
12	MADHYA PRADESH	125,145
13	MAHARASHTRA	87,339
14	ODISHA	101,810
15	PUNJAB	12,563
16	RAJASTHAN	69,085
17	TAMIL NADU	85,946
18	TELANGANA	13,212
19	UTTAR PRADESH	259,539
20	UTTARAKHAND	24,195
21	WEST BENGAL	45,419
22	ARUNACHAL PRADESH	2,386
23	ASSAM	41,990
24	MANIPUR	2,089
25	MEGHALAYA	1,918
26	MIZORAM	339
27	NAGALAND	503
28	SIKKIM	662

29	TRIPURA	3,215
30	ANDMAN and NICOBAR	323
31	CHANDIGARH	-
32	DADRA & NAGAR HAVELI	-
33	DAMAN & DIU	-
34	DELHI	-
35	LAKSHADWEEP	-
36	PUDUCHERRY	89
Total		**1,249,695**

1.21 On being asked about the time to be taken by the Ministry to provide all rural households with piped water supply to reduce the burden of fetching water by women and children as enumerated in 12th Five Year Plan, the Ministry informed as under:-

"By 2017:

- Ensure at least 50% of rural households with Piped Water Supply with at least 35% with household connections and remaining by hand pumps or others.

By 2022:

- Ensure at least 90% of rural households with Piped Water Supply with at least 80% with household connections and remaining by hand pumps or others.

However this is subject to the enhanced availability of funds and performance of the States.

No year-wise and State-wise targets have been set yet."

1.22 When the Committee enquired about alternate arrangements to supply clean drinking water till piped water supply reaches each household, the Ministry in a written note stated as under:-

"As regard Supply of clean drinking water till piped water supply is implemented for each household, it is submitted that water supply is being provided to rural household through hand pumps. The Ministry's next priority is to provide drinking water to the habitations through stand posts. For scattered, thinly populated remote habitations, the Ministry is implementing solar power based dual pump schemes."

1.23 The State/UT-wise details of population coverage by piped drinking water supply as on 01.04.2014 is as under:

S.No.	State	Covered Pop	% of Total Rural Pop of State
1	ANDHRA PRADESH	27,427,000	67.04
2	BIHAR	5,646,313	5.84
3	CHATTISGARH	9,628,064	48.97
4	GOA	-	-
5	GUJARAT	33,354,962	91.26
6	HARYANA	16,913,027	96.87
7	HIMACHAL PRADESH	6,193,368	92.91
8	JAMMU AND KASHMIR	8,571,448	84.46
9	JHARKHAND	5,725,746	21.41
10	KARNATAKA	37,792,310	94.85
11	KERALA	26,702,590	99.36
12	MADHYA PRADESH	15,316,076	28.74
13	MAHARASHTRA	54,449,611	82.32
14	ODISHA	14,430,187	40.23
15	PUNJAB	17,288,720	96.16
16	RAJASTHAN	25,792,880	51.28
17	TAMIL NADU	37,167,653	93.96
18	TELANGANA	17,460,000	69.03
19	UTTAR PRADESH	1,226,732	0.73
20	UTTARAKHAND	5,019,320	68.98
21	WEST BENGAL	31,162,881	44.77
22	ARUNACHAL PRADESH	673,748	55.08
23	ASSAM	12,035,078	41.28
24	MANIPUR	2,174,248	93.47
25	MEGHALAYA	1,818,970	76.35
26	MIZORAM	523,590	97.02
27	NAGALAND	1,599,365	92.63
28	SIKKIM	458,838	100.00
29	TRIPURA	3,607,645	80.44
30	ANDAMAN And NICOBAR	241,997	91.36
31	CHANDIGARH	-	-
32	DADRA and NAGAR HAVELI	-	-
33	DAMAN and DIU	-	-
34	DELHI	-	-
35	LAKSHADWEEP	-	-
36	PUDUCHERRY	199,115	47.46
Total		420,601,482	46.77

1.24 The Ministry also furnished percentage data as per Census 2011 figures in respect of distance of availability of Drinking Water from households i.e. within the premises, near the premises (<500m) and away (>500m):-

Sl. No.	State	Within the premises	Near the premises (< 500 m)	Away (> 500 m)
1.	Jammu & Kashmir	35.50	35.10	29.40
2.	Himachal Pradesh	51.90	37.90	10.20
3.	Punjab	81.70	12.70	5.70
4.	Chandigarh	85.40	13.00	1.60
5.	Uttarakhand	45.40	34.50	20.10
6.	Haryana	56.30	27.50	16.20
7.	Delhi	64.10	25.50	10.40
8.	Rajasthan	21.00	47.10	31.90
9.	Uttar Pradesh	44.10	41.90	14.10
10.	Bihar	47.10	40.40	12.60
11.	Sikkim	42.10	35.10	22.80
12.	Arunachal Pradesh	31.40	42.20	26.40
13.	Nagaland	20.10	48.50	31.40
14.	Manipur	8.00	51.30	40.70
15.	Mizoram	6.40	61.60	32.10
16.	Tripura	24.50	35.90	39.60
17.	Meghalaya	14.80	47.30	37.90
18.	Assam	50.40	29.30	20.40
19.	West Bengal	30.50	37.90	31.50
20.	Jharkhand	11.70	51.90	36.40
21.	Odisha	16.00	45.50	38.50
22.	Chhattisgarh	10.30	59.30	30.30
23.	Madhya Pradesh	13.00	50.90	36.10
24.	Gujarat	48.30	33.20	18.50
25.	Daman & Diu	72.60	24.60	2.80
26.	D & N Haveli	30.60	48.40	19.00
27.	Maharashtra	42.90	37.50	19.60
28.	Andhra Pradesh	31.50	44.60	23.90
29.	Karnataka	26.60	48.60	24.80
30.	Goa	71.20	20.60	8.20
31.	Lakshadweep	79.80	19.90	0.30
32.	Kerala	72.90	16.30	10.80
33.	Tamil Nadu	17.00	74.80	8.20
34.	Puducherry	60.70	37.20	2.10
35.	A & N Islands	47.10	35.30	17.60
36.	India	35.00	42.90	22.10

(i) Financial performance

1.25 The statement showing Budget Estimates (BE), Revised Estimates (RE) and Actual Releases during the Twelfth Plan period and budget provision for 2014-15 is as under:-

(Rs. in crore)

Year	Budget Estimate (BE)	Revised Estimate (RE)	Actual	% Utilization
2012-13	10500	10500	10489.91	99.90
2013-14	11000	9700	9697.27	99.97
2014-15	11000	-	5407.91	33.93 (as on 14.11.2014)

1.26 On being asked about the reasons for the huge reduction of Rs. 1300 crore at RE stage under NRDWP during the financial year 2013-14, the Ministry informed the Committee as under:

> "As far as NRDWP is concerned there was a reduction of Rs.1300 crore only at the RE Stage. Reduction in the allocation has been done at level of Ministry of Finance and the reasons for the same have not been formally communicated to this Ministry."

1.27 When the Committee desired to know about the major areas which could not be covered during financial year 2013-14 due to reduction in the budgetary allocation at RE stage, the Ministry informed that the cut at the RE stage had affected all the components of the NRDWP in respective proportion. The Ministry has been able to achieve the targets given for 2013-14 regarding partially covered habitations. However, with respect to the coverage of quality affected habitations, the Ministry could achieve coverage of only 16,649 against the target coverage of 22, 000.

1.28 The financial performance during the year 2012-13 and 2013-14 being almost 100 per cent, whereas during the year 2014-15 (upto 14.11.2014) is only Rs. 5407.91 crore i.e. about 50 per cent out of 11000 crore allocated were utilised.

1.29 The component-wise details of allocation of Rs. 11000 crore for NRDWP to be spent during the fiscal year 2014-2015 is as under:-

(Rs. in crore)

Sl. No.	Component	Proposed Allocation
1.	Normal Programme including DDP	7,995.75
2.	Support	527.90
3.	WQM&S	316.74
4.	Earmarked WQ	527.90
5.	MDI	969.71
6.	Towards WB assisted Project	442
7.	Natural Calamity	220

1.30 The priorities of the Ministry during the current financial year are as under:

- Piped Water Supply.
- Supply of drinking water through perennial surface water sources.
- Coverage of 20000 water quality affected habitations.
- Coverage of remote and thinly populated habitations through solar power based systems.
- Inducing rural households to take piped water connections through IEC.

(ii) Physical performance

1.31 The year-wise break-up of physical targets *vis-à-vis* achievements during the Twelfth Five Year Plan so far (as on 09.10.2014) for Slipped-back/Partially Covered and Quality-affected Habitations under National Rural Drinking Water Programme (NRDWP) are as under:-

Year	Slipped-back/ Partially Covered		Quality-affected Habitations	
	Target	Achievement	Target	Achievement
2012-13	75000	136304	25000	19402
2013-14	75000	136780	22000	16649
2014-15	75000	36470	20000	3767

1.32 The State/UT-wise targets and achievements during the year 2013-14 and 2014-15 so far under NRDWP as furnished by the Ministry are given below:-

SN	State Name	2013-14				2014-15 (as on 14.11.2014)			
		Target		Coverage		Target		Coverage	
		Slipped-back	Quality affected	Slipped-back	Quality affected	Slipped-back	Quality affected	Slipped-back	Quality affected
1	Andhra Pradesh	5,581	217	6,004	375	2,600	144	1,404	66
2	Bihar	9,000	4,832	8,585	4,202	9,000	4,000	3,425	906
3	Chhattisgarh	8,100	2,600	10,192	1,640	8,200	2,700	3,578	705
4	Goa	-	-	-	-	-	-	-	-
5	Gujarat	875	175	3,906	179	900	175	987	72
6	Haryana	807	11	698	4	527	7	352	1
7	Himachal Pradesh	2,500	-	2,587	-	2,500	-	1,127	-
8	Jammu and Kashmir	948	7	901	-	793	10	159	1
9	Jharkhand	12,024	108	12,518	28	16,332	203	4,192	3
10	Karnataka	7,700	2,678	15,574	1,948	8,483	1,520	4,253	298
11	Kerala	774	150	321	35	900	100	110	32
12	Madhya Pradesh	11,300	1,750	12,981	877	10,000	876	6,273	358
13	Maharashtra	4,136	577	3,694	370	3,713	487	932	87
14	Odisha	10,873	2,627	16,865	1,582	11,300	2,200	5,786	329
15	Punjab	1,529	410	1,204	23	850	1,000	308	1
16	Rajasthan	1,590	1,400	3,062	1,182	1,400	1,773	619	440
17	Tamil Nadu	5,460	540	5,552	190	4,449	356	1,515	61
18	Telangana	-	-	-	-	1,909	148	931	156
19	Uttar Pradesh	24,000	1,000	22,343	323	23,000	1,500	6,257	51
20	Uttarakhand	1,073	10	978	10	1,028	28	380	2
21	West Bengal	2,755	1,845	2,844	503	3,420	1,200	1,912	600
22	Arunachal Pradesh	285	19	356	13	202	46	105	-
23	Assam	4,050	3,125	4,144	2,408	6,334	3,604	1,018	373
24	Manipur	250	-	260	-	200	-	104	-
25	Meghalaya	559	57	511	38	181	19	37	12
26	Mizoram	45	-	57	-	52	-	9	-
27	Nagaland	34	51	120	35	84	36	6	1
28	Sikkim	200	-	87	-	200	-	62	-
29	Tripura	28	1,150	436	684	93	1,289	248	389
30	Andaman and Nicobar	-	-	-	-	4	-	-	-
31	Chandigarh	-	-	-	-	-	-	-	-
32	Dadra and Nagar Haveli	-	-	-	-	-	-	-	-
33	Daman and Diu	-	-	-	-	-	-	-	-
34	Delhi	-	-	-	-	-	-	-	-
35	Lakshadweep	-	-	-	-	-	-	-	-
36	Puducherry	17	6	-	-	17	6	-	-
	Total	**116,493**	**25,345**	**136,780**	**16,649**	**118,671**	**23,427**	**46,089**	**4,944**

1.33 The Committee desired to know about the reasons for continuous decline in achievement rate under Quality affected habitations so far during the Twelfth Five Year Plan, the Ministry in a written note submitted to the Committee stated as under:-

> "As reported by States as on 01.04.2014, there are 78,506 habitations affected with various water quality contaminations. Out of these 42,093 (54%) are affected with iron in 22 States/ UTs. In many States safe drinking water from distance surface water based piped water supply schemes are being taken up in water quality affected habitations especially arsenic and fluoride and these projects take large gestation periods for completion. Further, in such schemes, problems of land acquisition, permissions for road and railway crossings, transfer of panchayat and private lands etc. arise which take some time to solve these problems. However, priority has been given by the Ministry to cover all the 20,000 water quality affected habitations where fluoride, arsenic and heavy metals are creating problem by the end of 12th Five Year Plan i.e. March 2017. The Ministry has also emphasized that iron affected habitations should also be given focus by the States on priority."

1.34 On being asked about the reasons for dismal performance, the Ministry in a written note submitted as under:-

> "The major contaminant i.e. iron has not been focused by many States. Therefore the coverage of water quality affected habitations is low. However, the Ministry has accorded top most priority and envisaged that 8-10 lpcd safe drinking water will be provided to approximately 20,000 arsenic, fluoride and heavy/toxic metal affected habitations in a phased manner by March, 2017 by providing community water purification plants. Further, States have been advised to accord highest priority to cover all water quality affected habitations under National Rural Drinking Water Programme (NRDWP) and not to ignore coverage of iron affected habitations."

1.35 When the Committee asked about the mechanism in the Ministry to periodically verify the achievements at grass root level in different State/UTs, the Ministry have furnished the following details:-

> "There are around 17 lakh habitations in the country to be monitored. We are getting the data regarding coverage from State Govt. which in turn obtain data from the District levels and below and enter the same on the IMIS of the Ministry. Ministry believes in the veracity of the data entered by the States on the IMIS. With the available set up in the Ministry it is not possible to micro-manage and verify the entire data regarding coverage or quality affected habitations in the country. The NSSO and Census also conduct survey regarding the coverage of rural water supply in the entire country and we get fair idea of the data entered by the State Government of the IMIS. No drastic variations have been noticed by the Ministry in this regard.
>
> It may be seen from the above table that there has been continuous decline in the rate of achievement under the Quality-affected habitations during the Twelfth Five Year Plan ."

1.36 The Integrated Management Information System (IMIS) was implemented in all States and UTs. Elaborating further, the Ministry informed as under:-

> "The Ministry of Drinking Water and Sanitation (MDWS) supplements the efforts of the states in providing drinking water in the rural areas of the country. The national goal is to provide every rural person with safe sanitation and adequate potable water on a sustainable basis. It was difficult to ascertain whether safe drinking water was being made available to the rural citizens in a particular habitation mainly because the quantity and quality of water is dependent on many dynamic factors which vary seasonally as well as other factors like operation and maintenance of systems, age of systems, drying up of source etc. It was also not possible to monitor and avoid mismanagement of funds sanctioned for various water supply projects. The Ministry has used IT tools in an efficient manner to monitor implementation of its programmes in the rural water supply and sanitation sector. The official website (http://mdws.gov.in) is used for dissemination of information among all state line departments viz. the Public Health Engineering Departments / State Water and Sanitation and the centre.

(iii) JALMANI – Installation of Standalone water purification system in rural schools

1.37 With the objective of providing safe and clean drinking water to the children studying in water deficient rural schools, Finance Minister in his Budget speech (2008-09) had announced that Rs.200 crore would be made available during 2008-09 to the Ministry of Drinking Water and Sanitation for installation of standalone water purification systems in water deficient rural schools. Under the programme, 100% financial assistance is provided to States to install standalone water purification system in rural schools to enable the children to have access to safe and clean water at the consumption point. The States were given the flexibility to select the appropriate technology and product. For the implementation of this programme, detailed Guidelines were issued. Keeping in view the average cost of Rs.20,000/- per school, Rs.100 crore provided for the purpose was allocated to 28 States during 2008-09, with a target to cover 50,000 schools. In 2009-10, the remaining Rs.100 crore on 100 % Central share basis was allocated to the States as 2nd installment to cover another 50,000 schools. Against the target for coverage of 1,00,000 rural schools, as on 12.03.2014, States have reported coverage of 98685 rural schools. The remaining schools were expected to be covered shortly.

1.38 On the aspect of steps being undertaken by the Ministry to ensure that the targets for JALMANI are achieved within a fixed timeframe the Committee were informed that as against combined target of 1,00,000 schools, achievement is 98.7 per cent. The reasons for not achieving the targets are problems faced during tendering, absence of overhead tanks and difficulties faced during selection of technologies.

(iv) Need for tackling water quality in Rural Areas

1.39 In view of the growing complaints about the deteriorating water quality in rural areas of the country, the Committee desired to know the views of the Ministry on the issue on providing safe drinking water to the entire rural population of India based on the overall performance of States/UTs.

1.40 In the above context, the Committee were informed that to meet the emerging challenges of contamination of water sources, 5% of the annual NRDWP allocation will be earmarked for allocation to States having chemical contamination of drinking water sources and with Japanese Encephalitis/Acute Encephalitis Syndrome (JE/AES) affected high priority districts. These funds are an additionality to be used to cover water quality habitations over and above the 20 % Water Quality component funds.

1.41 On the allocation of funds under Water Quality component to the States/UTs, the Ministry in a written reply stated as under:

- "State Governments can utilize upto 67% of NRDWP funds released to them for coverage and tackling water quality problems on 50 :50 sharing basis between Centre and State (90:10 for NE States and J&K).

- Further, 5% of NRDWP funds are earmarked and allocated on 50:50 Centre : State sharing basis (90:10 for North East States and Jammu & Kashmir) to those States facing problems of chemical contamination in drinking water or with Japanese Encephalitis or Acute Encephalitis Syndrome affected high priority districts.

- Another 10 % funds on 100% central assistance could be utilized for source sustainability which *inter-alia* could also dilute contaminants through artificial recharge of groundwater.

- Under NRDWP, 3% of funds allocated to the States are earmarked for Water Quality Monitoring and Surveillance (WQMS) activities on a 100% Central share basis which, *inter alia*, includes testing of drinking water

sources at the Panchayat level by using simple field test kits, setting up of new district/sub-district water quality testing laboratories and upgrading of existing water quality testing laboratories for testing the quality of drinking water sources.

- The Ministry has approved recently a scheme for installing Community Water Purification Plants in approx. 20,000 fluoride, arsenic, heavy/toxic metals and pesticide /fertilizer affected rural habitations in States under NRDWP.
  The funding under Water Quality component of NRDWP though adequate at present, needs to be doubled atleast during the next two financial years so that universal coverage of all water quality affected habitations could be forced upon the States for coverage with safe drinking water. This is also true with many emerging contaminants like heavy/ toxic elements are coming into light with improved water quality testing in laboratories. Further, pesticides/ fertilizers content in drinking water is yet to be started in many States or just started in some States like Telangana, Andhra Pradesh and Tamil Nadu."

1.42 On the earmarked amount for tackling chemical contamination and its utilization, the Ministry informed as under:-

"The earmarked amount for tackling chemical contamination is allocated among States as per the following criteria:

Earmarked Allocation for Water Quality Affected States	Type of Contamination /disease	Weightage %	Contamination	Weightage to population in rural habitations reporting contamination as on 01.04.2011in %
5% of NRDWP Allocation	Chemical Contamination	75	Arsenic	40
			Fluoride	45
			Iron	5
			Nitrate	5
			Salinity	5
	JE/AES affected priority districts	25	Drinking Water sources affected and number of JE/AES cases reported	100

The 5 % WQ earmarked funds should be utilized as under:

In Water Quality affected habitations (75% of 5% NRDWP funds)

- Installing drinking water treatment units in water quality affected (chemical contamination) habitations.

- Schemes for supply of safe drinking water from safe sources to such habitations.
- Expenditure on any additionality/improvement in existing drinking water supply schemes in chemically affected habitation for provision of safe water. Arsenic affected habitations should be covered giving highest priority followed by fluoride affected habitations. States without arsenic or fluoride affected habitations can utilize funds for covering other contaminations.

In JE/AES affected high priority Districts (25% of 5% NRDWP funds)

Suggested measures by Ministry of Drinking Water & Sanitation to States under National Rural Drinking Water Programme to tackle Japanese Encephalitis / Acute Encephalitis Syndrome (JE/AES):

- Conduct baseline survey of existing drinking water sources with NRDWP (Support) funds.
- Cases which are shown district wise should be broken down to habitation-wise in the descending order of cases for each district.
- Test all public water sources for bacteriological contamination (Faecal coliform) including virological testing with NRDWP (WQMS) fund.
- Repair existing hand pumps to prevent further contamination of water-repair of platform, soak pit, raising of hand pumps in flood prone areas, chlorination of hand pumps.
- Replace public shallow hand pumps in respective habitations by India Mark-II hand pumps.
- Mini water supply schemes in feasible habitations where JE/AES cases have been reported with energized deep borewell and stand posts with adequate number of taps and provision for chlorination.
- Routine regular chlorination.
- Safe drinking water facility in schools/anganwadis with NRDWP (Coverage) funds.
- Widely publicize Dos and Don’ts for sanitary check near handpumps, stand posts and safe sanitation with NRDWP (Support) funds."

1.43 The Committee desired to know the districts and quality affected habitations which have arsenic, fluoride and chloride contamination of water sources. The Ministry in this regard, informed that as on 01.04.2014, States have reported 78,506 number of water quality affected habitations (Arsenic 1991 in 39 districts, Fluoride 14,132 in 189 districts, Iron 42,093 in 232 districts, Salinity 17,472 in 145 districts and Nitrate 2818 habitations in 117 districts) in the country. The main reasons of increase in arsenic and fluoride affected habitations are improvement in water quality testing by the States and also due to over-exploitation of groundwater in some areas.

1.44 The State-wise and District-wise break up of 78,506 quality affected habitations is at **Annexure-I and II** respectively.

1.45 The Committee were informed that the Ministry is in consultation with all States/ UTs on regular basis through National level Workshops, regular video-conferencing, annual action plan meetings, reviews through tour of its officers and special correspondences on various matters of drinking water quality.

1.46 Asked as to whether water of all the wells identified as contaminated with arsenic is being regularly checked, the Ministry stated that the States are advised to ensure testing of all public drinking water supply sources once a year for chemical contamination and take corrective action for supply of safe drinking water in cases where excess contamination is detected. More than 30 lakh samples have been reported during 2013-14 to be tested in State, district and sub-divisional/block level water quality testing laboratories. Technical Advisers of the Ministry are sent on specific tours wherever there are certain doubts or complaints received from any corner of the country on drinking water quality problems including arsenic be it water supply schemes or water quality monitoring and surveillance.

1.47 In reply to a specific query of the Committee about reasons for increase of incident of Japanese Encephalitis/ Acute Encephalitis Syndrome (JE/AES), the Ministry informed that Japanese Encephalitis (JE) is one of the causative agents of Acute Encephalitis Syndrome (AES) and Japanese Encephalitis is not directly related to drinking water.

1.48 The Ministry also added that the disease surveillance on JE/AES is done by the Ministry of Health & Family Welfare and is not the mandate of this Ministry. The National programme on prevention and control of JE/AES has been started by the Ministry of Health and Family Welfare and has identified 60 high priority JE/AES districts and has proposed an integrated approach in partnership with Ministries of Drinking Water & Sanitation, Social Justice, Housing and Urban Poverty Alleviation and Women and Child Development. The major thrust areas under the programme include:

(a) Provision of safe drinking water and proper sanitation facilities;

(b) Strengthening measures/mechanism for water quality monitoring;

(c) Replacement of public shallow hand pumps with IM-II hand pumps;

(d) Proper disinfection facilities;

(e) Rising hand pump platforms in water logged/high water table areas; and

(f) Mini-water supply scheme with stand posts for provision of safe drinking water.

1.49 The Ministry informed that it has taken up the issue of JE/AES in States very seriously and has reviewed the progress on prevention and control of JE/AES regularly during NRDWP Review meeting and on online IMIS. As reported by the States, under Centre share funds, about 1700 rural habitations have been covered under this programme during the year 2013-14 as on 28.04.2014.

1.50 As per National Health Profile 2013 published by the Central Bureau of Health Intelligence, the number of cases reported and deaths occurred State-wise since 2008 is given at **Annexure-III**.

1.51 In the above context, when enquired about the efforts taken by the Ministry to educate people to dig deep rather shallow wells so as to avoid JE/AES, the Ministry stated as under:

> "For providing safe drinking water in JE/AES affected States, provision of safe drinking water include replacement of new IM-II hand pumps for shallow public hand pumps, mini water supply schemes with stand posts, Immediate repair of hand pump platforms and other emergency works including conducting sanitary surveys, provision of bleaching powder and construction of proper drainage leading to soakage pits, IEC and capacity building, Solid and liquid waste management and Water Quality Monitoring.
>
> In many States, arsenic is found in the second or middle aquifers. Shallow aquifer and the deeper / third aquifer is free from arsenic contamination. Therefore arsenic free water can be provided either by dug-wells or through deep tube wells. The States have been advised accordingly by the Ministry."

(a) Technologies used for treating contaminated water

1.52 On the technologies being used for the treatment of contaminated water, the Ministry in their written reply informed that the current technologies being used for arsenic removal are adsorption through activated alumina and tapping arsenic free deeper aquifers. For fluoride removal, States are using reverse osmosis, activated alumina and solar electrolytic defluoridation. For iron removal, States have adopted aeration and terracotta filtration techniques. For salinity, the most preferred technology used is Reverse Osmosis (RO). For Nitrate removal, States have adopted RO and ion exchange.

1.53 When asked further as to what measures have been taken by the Ministry to encourage States to create public awareness to tackle the problem of contamination of drinking water sources, the Ministry informed that they have requested all States to ensure testing of all public drinking water supply sources atleast twice a year for bacteriological contamination and once a year for chemical contamination and take corrective action for supply of safe drinking water in cases where excess contamination is detected. Public awareness is done through various means such as coloring of handpumps/sealing of borewells that are contaminated, training on testing of drinking water through Filed Test Kits and bacteriological vials and spreading awareness through audio-video messages. The Ministry also advised all States to conduct one week awareness campaign on a mass scale both on consuming safe drinking water and construction and use of toilets apart from hand washing, solid and liquid waste management.

1.54 To pointed query about involvement of private sector participation in treating contaminated water, the Ministry informed as under:-

> "Drinking water supply is a State subject. Powers to plan, design, implement and monitor water supply projects including setting up drinking water testing laboratories and water treatment plants has been delegated to the States. There are many private companies in treating contaminated water. Since selection of technologies for treatment of contaminated water rest upon States, the Ministry of Drinking Water & Sanitation does not keep any database/information on involvement of private sectors on contamination of drinking water.
>
> Innovative technologies which come to the notice of the Ministry are showcased to the States through exhibitions and sharing the same on Innovation link on website of the Ministry. It is planned to have exhibition on the innovative technologies in next quarter. It is also planned to open a page in the website of the Ministry, with a *disclaimer* note, where the innovators can post their technologies for the information to all the States/stakeholders."

(b) <u>Water Purification Plants</u>

1.55 On the issue of setting up of Community Water Purification Plants, the Ministry informed that it has submitted a proposal to the Cabinet Committee on Economic Affairs to provide community water purification plants in fluoride, arsenic, uranium and other heavy/toxic metals and pesticide/fertilizer affected rural habitations in the country for providing safe drinking water immediately with an anticipated expenditure of total capital cost of Rs. 3600 crore with fund sharing pattern of 75:25 (90:10 in case of NE, J&K) between Centre and State in approx. 20,000 habitations during the period 2014-15 to 2016-17. The scheme of providing community water purification plants in remaining approx. 20,000 arsenic, fluoride, heavy/toxic metal contaminated habitations has now been subsumed into the umbrella programme of NRDWP. However, detailed guidelines on implementation of these Plants have been prepared and circulated to all States along with giving State-wise specific minimum target number of habitations to be covered during the current financial year with the earmarked Water Quality funds.

1.56 On being enquired as to whether any roadmap has been prepared towards setting up water purification plants, the Ministry stated that the scheme of providing community water purification plants has been planned to be achieved in approx. 20000 above-mentioned habitations (numbers are dynamic) by March, 2017. Out of these 20,000 habitations, 4,000 habitations are proposed to be covered during 2014-15, 8,000 habitations in 2015-16 and the remaining habitations during 2016-17. The Ministry also stated that they are supporting Rs. 12 lakh per plant for 20,000 R.O. plants in the country.

1.57 Asked about the State-wise details of these plants, the Ministry stated as under:-.

"RO is only one of the technologies of water purification. There are various other technologies for treating different types of water contaminants. Selection of technology is vested with the State Governments and they arrive at the costs after tendering. In order to facilitate the States, a high level Technical Team under the chairmanship of Dr R. A. Mashelkar, Ex-DG, CSIR has been constituted which shall provide a basket of technologies (not brands or product names) applicable for treating different types of contaminations. On the website of the Ministry, approx. 780 RO plants have been installed by the States as on 11.9.2014 which is as tabulated below :-

Sl. No.	Name of the State/ UT	No. of RO Plants installed
1	Andhra Pradesh	11
2	Chattisgarh	5
3	Gujarat	3
4	Haryana	10
5	Karnataka	130
6	Madhya Pradesh	1
7	Punjab	27
8	Rajasthan	574
9	Telangana	16
10	Uttar Pradesh	3
Total	Total	780

However, as per field observations and discussions with concerned State officials, Punjab has already installed 1,824 plants, Karnataka completed 687 RO plants and in erstwhile undivided Andhra Pradesh nearly approx. 3,000 RO plants have been set up through different schemes."

1.58 Further, during the course of examination, when the Committee asked about the State/UT-wise details of desalination plants set up in the country, the Ministry in a written reply stated as under:

- "The first experimental Low Temperature Thermal Desalination (LTTD) plant at Kavaratti was commissioned by National Institute of Ocean Technology (NIOT) in 2005 at a capital cost of Rs 5 lakh.

- NIOT opened an experimental, floating LTTD plant off the coast off Chennai, with a capacity of 1,000,000 L (220,000 imp gal; 260,000 US gal)/day, in 2007 for Chennai urban people.

- This technology is used by NIOT successfully and they set up 2 more LTTD plants each of 1 lakh litres per day capacity in Agatti and Minicoy in Lakshadweep Islands in 2012. Funding was made by Ministry of Home Affairs/UT funds and the capital cost is about Rs 15-17 lakh per plant.

- A 100 MLD desalination plant was established in 2010 at the North Chennai Thermal Power Station Minjur and funded by Chennai Metropolitan Water Supply and Sewerage Board, Chennai (CMWSSB). This is meant for Chennai urban people.

- Another 100 MLD hybrid technology plant was set up by CMWSSB, Chennai in 2013 funded by MoUD and on PPP mode. This is also meant for Chennai urban agglomeration areas.

- Currently, 6 more LTTD plants are on the anvil whose capital cost varies between Rs 25-28 lakh at present per plant of 1 lakh litre per day capacity through funding by MoHA. NRDWP funds are not utilized for this purpose.

- The Government of Tamil Nadu is also conceptualizing setting up of two 100 MLD desalination plants both for rural areas and urban towns."

1.59 As setting up of desalination plants are expensive, the Committee during evidence inquired about sharing of expenditure in setting up of RO plants. In this context, the Secretary replied during evidence as under:-

> "States that are forward looking like Tamil Nadu, Maharashtra, Gujarat, Karnataka, West Bengal, they are all realising that ground water is either depleted or contaminated. So they are looking for ways to bring in surface water. Once you are saying surface water, you are getting it from some distance and now you are providing it here. The question is that it is a very costly solution and also it is a very time consuming solution because you are laying pipelines; bring them through rivers; connecting various sources; and then getting it to villages. Two things have happened. One is that they take four to five years by the time

the scheme comes through and they become very expensive. States which have a lot of money they take a very little from the Central Government but they put a lot of State Government's funds and they will do it. Sir, Tamil Nadu has already done it or they are putting a new scheme and asking but they are not totally dependent on Central funds. But there are many states which are very highly dependent on Central funds. In those States if the Centre does not fund they cannot do anything. Even 50 per cent is a very large amount because these projects are very large. When you are looking as a Government of India or as a Ministry that is handling these things, then I cannot divide between the very quick and high earning States and the States which cannot afford it. For me the scheme is same for all. We say that we lay down guidelines and States can do these things. But if you cannot afford it from the State funds, look at your multilateral funding, so, I think, a lot of States like Uttarakhand has gone for World Bank and West Bengal has gone for JICA funding, Rajasthan is taking Japan International Cooperation Agency (JICA) funding as they do not have the funds to do it but they want to do it.

Similarly, Tamil Nadu can look at besides some central funds. It can look at even multilateral funding."

1.60 Further on the issue of availability of drinking water in the coastal areas where drinking water is available only from the sea, the Secretary informed the Committee during the evidence that setting up of desalination plants is the only option in the coastal regions.

1.61 Dwelling further on the issue of maintenance of RO plants, the Secretary of the Ministry during evidence explained as under:-

"The second issue that you talked about is the technical problem of O&M. Wherever the RO plants are coming largely, they are coming through some company. The State is tendering that we want to put up RO plants. Companies are coming against the tender. The tender clearly states the company will run the plant for ten years. It will take back its money that it has spent through that 10 paise usage charge. In the tenth year, he will train some local people so that they can take over. So, I am little surprised because Andhra has gone by the company model. I was little taken aback that someone there is saying that there is no one to maintain it. If no one is maintaining, the State Government must be taking action against the company. You should bring this notice to the Collector."

(v) Water Quality Testing Laboratories

1.62 The Ministry also supports setting up and strengthening district level and sub-divisional level laboratories in the States. As on 30.03.2014, 720 district laboratories have been established by the States/ UTs using funds from the Centre, from their own resources and from other sources. In addition, 1413 sub-divisional/ block level laboratories have also been set up in various States. States have carried out testing of 267.42 lakh water samples during 2013-14 out of which, 17899 (0.65 % i.e. < 1%) rural drinking water sources have been found contaminated.

1.63 During the examination of Demands for Grants (2013-14), the Ministry informed that there are 729 district laboratories which now has been reduced to 720 as on 30.03.2014. When asked about the reasons for reduction of district laboratories as compared to the previous year, the Ministry informed that this may be due to shifting of some of the district laboratories into other categories such as State level lab/Mobile laboratory or due to correction of data on IMIS by the States. Earlier States were not reporting procurement of Mobile water testing labs.

1.64 When asked further whether all the labs in the country are equipped with qualified chemical experts and equipments, the Ministry stated that they have specified a minimum number of laboratory staff for each of the laboratories (State, District, Block/Sub-district) in Uniform Drinking Water Quality Monitoring Protocol (UDW&MP) which has been provided to all the States. As reported on IMIS by the States, there are 2,869 people including Assistants working in various laboratories in States which are inadequate in many States considering the minimum number of staff required for laboratories as per Protocol.

1.65 State-wise manpower existing in laboratories is given in **Annexure-V**.

1.66 Elaborating on this issue, the Secretary, Ministry of Drinking Water and Sanitation stated during evidence as under:-

> "Coming to the question about the fact that we do not have enough qualified personnel and what we are doing about it, as I mentioned during the presentation, it is a matter of worry for us that while we have laid down the number of people – there is one whole statement on the number of labs and the number of people each State has – and we have laid down the norms. There is a

whole booklet on the norms. There are two questions. One, while we have laid the norms, we may not have qualified people to fulfill the norms. Second, when you are looking at water testing, if the person is staying in the State headquarters and the lab he is in some far-flung place, a lot of people do not go there. This happens in health sector also that doctors will not go to a far-flung place. So, I may have all the arrangement to have the PHC and the equipment there, but I do not have people. The similar is the situation in labs also. There may be qualified people, but they may not want to be where the lab is. So, he will not go there. Three, salary levels are fairly low. He will get much higher salary if he goes into the private sector and do testing. For all these reasons, it is so."

1.67 The Secretary of the Ministry further added:

"Government sector has become a training ground. Secondly, the people do not want to go and stay in the rural areas. If a lab is in a very far-flung place, the likelihood of having good personnel may not happen in reality."

1.68 When asked about the details of personnel strength showing sanctioned and actual strength of the district laboratories *vis-a-vis* projected additional requirement of personnel, the Ministry informed as under.

"The Ministry does not keep records of sanctioned and actual strength of personnel in States as drinking water supply is a State subject. However, the Ministry has advised to keep the staff as per Uniform Drinking Water Quality Monitoring Protocol as has requested to fill up the post through contractual/ outsourcing/ Regular recruitment."

1.69 When asked by the Committee about the shortage of chemical testing labs, the Ministry informed that as reported on IMIS, some of the States have not set up or reported district laboratories in their States. 28 districts don’t have the laboratories or have not reported them on IMIS. Of them, some of the laboratories are in urban districts and urban water supply is not in the mandate of this Ministry. In other States, these districts labs are in the process of establishment and new districts have been formed recently.

1.70 To open new Chemical Laboratories for testing different types of contamination of water in the quality affected districts/locations of the country, the Ministry informed that the States have been advised to open laboratories with priority in water quality affected habitations. The provision of 3% NRDWP-WQMS funds given to States as 100% central grants encourage States to upgrade existing laboratory facilities and to commission new sub-divisional laboratories wherever necessary.

1.71 The Ministry informed that the provision of 3% NRDWP-WQMS funds given to States as 100% central grants encourage States to upgrade existing laboratory facilities.

1.72 To a pointed query about how the labs which are not accredited being run, the Secretary of the Ministry admitted during the evidence:-

> "Sir, the other worrying thing is that none of these labs are NABL yet. I would love to make every lab NABL certified. For doing this, three things will have to happen. We will have to ensure that all personnel come in. We will have to ensure all equipments of the level of NABL come in. We will have to ensure that they are trained to use that NABL level equipment. The cost of doing all that is very high. So, you can think of making the State headquarters labs and district headquarters labs also as NABL, but you cannot think in this country yet to make them all NABL certified. I am sure the day will come and we will make them all NABL certified. Yet it may take some time to even go out of district. It may take a long time to make all labs NABL certified."

1.73 The States have been asked to go in for National Accreditation Board for Testing and Calibration Laboratories (NABL) accreditation for the State level water quality testing laboratories.

1.74 On the working conditions in the testing laboratories, the Ministry informed the Committee that in some of the water quality testing laboratories especially at sub-divisional/ block and district levels, the working conditions in laboratories certainly need improvement and therefore all the States have been advised to follow the Uniform Drinking Water Quality Monitoring Protocol which details the working conditions including disposal of waste water from laboratories. Further States have been advised to keep all Standard Operating Procedures like APHA Manual, IS-10500, IS-3025, IS-1622, etc., in all laboratories.

1.75 On steps being taken to adequately man the laboratories so that they become not only productive but also meaningful in attaining the objective of providing safe drinking water to the rural population, the Ministry informed that they organize training in support with CSIR National Environmental Engineering Research Institute (NEERI) for laboratory staff and encourages the States to send the laboratory staff in various workshops/seminars etc as part of their capacity building so that they learn latest as well as standard techniques of testing drinking water sources.

(vi) Research and Development

1.76 To promote research and development in the area of water quality, the Ministry funds R&D projects to premier R&D institutions, Universities and autonomous organizations, including NGOs/ voluntary agencies. So far, 149 R&D projects have been sanctioned, out of which 127 have been completed. The Ministry has brought out two compendia on the completed projects and they have been widely disseminated to States/Public Health Engineering Departments (PHEDs) for their use. To consider R&D proposals and provide guidance, the Ministry has constituted a Research & Development Advisory Committee (R&DAC).

1.77 On the status of functioning of R & D projects, the Committee in their 40th and 50th Reports of Fifteenth Lok Sabha had recommended the Government to take corrective action to enable the timely completion of R & D projects. In this context, when asked by the Committee as to what specific steps have been taken to ensure that R & D projects are completed in time, the Ministry stated as under:

> "The Ministry has formulated guidelines to sanction Research and Development Project for Rural Water Supply and Sanitation Sector. After the proposals are received, these are examined in the Ministry by the Technical Staff and if found fit for consideration, the same are put up to the Research and Advisory Committee wherein Principal Investigators are also called and if the proposals are found innovative, the same are recommended. Their proposals are put to Project Sanctioning Committee which finally approves the projects for R&D purposes. After the approval, 40% of the cost of the budget of the project is released with certain conditions, *inter-alia* such as:
>
> The organization will furnish progress report at the end of the current financial year and thereafter at the interval of six months on the progress made on all aspects of the project including expenditure incurred on various approved items during the period.
>
> Half yearly progress report will have to be submitted to the Ministry and this may be followed by personal visits and discussions between the officials of this Ministry and the concerned Investigator/Head of the Institute/organization. Grant for the second year/Second Installment will be provided only after audited expenditure statement and satisfactory completion report of the past years work are received by this Ministry.
>
> The organization would render to the Ministry an audited statement of accounts including comments of the Auditor(s) regarding the observance of the condition governing the grant within six months following the end of each financial year.

Also R&D institution/organization will maintain separate sub-set of accounts for each project with regular bank reconciliation for calculation of interest earned and crediting it to the project account

Once a Research Project is completed, the Principal Investigator/Head of the Institute/Organization has to do the following things so as to release final instalment and closure of the project:-

i) Statement of closure along with the audited statement of expenditure incurred.
ii) Twenty copies of completion report along with the copies of publication/ patents made out of the projects.
iii) Twenty copies of Executive Summary of the project highlighting the salient findings (not more than 4 typed/written A4 size pages double spacing typed on one side).
iv) Two thousand (2000) copies of printed brochures highlighting objective, methodology, findings etc. in a common man's language as an extension material, meant for distribution to the user departments, other scientific organizations and to the interested persons in various walks of office.

The completion of the formalities envisaged in the sanction as well technical sanction letters sometimes take a longer period and the Ministry advises them to complete the same from time to time."

1.78 The financial performance of funds allocated and utilized with regard to R & D activities for the last three years is summarized in the table below:-

(Rs in crore)

Year	**Allocation**	**Utilized**
2011-12	1.00	0.3545
2012-13	1.00	0.3728
2013-14	2.00	0.3595

1.79 Elaborating further on the aspect of R & D activities, the Ministry informed the Committee that the Government of India is setting up an International Centre for Drinking Water Quality (ICDWQ) which would be a world class R&D Institution at Joka, Diamond Harbour Road, Kolkata. Asked about the current status of ICDWQ, the Ministry in a written reply stated as under:-

"The Ministry of Drinking Water and Sanitation has initiated an International Centre for Drinking Water Quality (ICDWQ) as a world class autonomous institution (registered as Society under the Societies Registration Act, 1860) fully funded and administered under overall guidance of the Ministry of Drinking Water and Sanitation. The Memorandum of Association and Rules and Regulations of the Society have been finalized before the Society (ICDWQ) is registered under Societies Registration Act, 1860 in New Delhi.

The land possession of the new campus proposed to be constructed over a land of 8.72 acre at Joka, Diamond Harbour Road, Kolkata has taken over by ICDWQ from Government of West Bengal.

The principal components of ICDWQ shall include exterior and interior planning, design and commissioning of the following:

- Administrative Building
- Guest House
- Research & Development Centre
- Training Centre cum Hostel
- Staff quarters
- Landscaping and horticulture
- Ornamental outer fence design
- Road network, Parking space design, Water supply, sewerage, storm-water, electricity network within the site as well as inside all buildings
- Waste-water treatment within the campus and its distribution for uses other than drinking and cooking purposes.
- Commissioning of solar panels on all the buildings except staff quarters

Out of the above, Administrative building, part of R&D laboratory, Guest house and all services (water, electricity, sewerage, etc.) shall be taken up under Phase-I (XII plan) while the remaining units will be taken up in XIII plan period.

The main areas of operation of ICDWQ will be Research & Development, Technical Guidance, Training, Validation & Monitoring, Compilation & Dissemination, Networking, Formulation of Policy and Action Plans for the Ministry and Academic programmes.

The R&D laboratory will have six departments viz., Engineering unit, Geo-hydrological unit, Health & Epidemiology unit, Agricultural study unit, Water Quality, Sediment Chemistry and eco-toxicological unit and GIS & Remote sensing Unit."

(vii) Ground Water Prospects (Hydro-Geo-Morphological maps)

1.80 The Ministry has prioritized the preparation of hydro-geo-morphological maps to assist the States through National Remote Sensing Centre, Hyderabad. With the use of these maps, States can identify sites for groundwater sources for water supply systems and locations for constructing recharge structures to benefit existing water supply sources for sustainability.

1.81 When asked by the Committee about the current status of the preparation of Hydro-geomorphological maps (HGM), the Ministry informed that the work relating to preparation of Hydro-Geo-Morphological (HGM) maps was initiated in the year 1999-2000 and by September, 2014, all the 4,898 HGM maps (for groundwater prospects) in the entire country including UTs have been completed.

1.82 The Ministry further informed that currently they are in the process of adding a water quality GIS layer into these HGM maps which is expected to be completed within a year's time subject to the condition that the legacy data on water quality during pre and post monsoon seasons are handed over to National Remote Sensing Centre/ concerned State Remote Sensing Application Centre/ Principal Investigator nominated by NRSC. The Ministry has already issued orders to all States to complete this work within stipulated timelines.

1.83 Regarding budgetary allocation for the preparation of HGM since inception, the Ministry informed as under:-

> "Under Phase-I, II (1999-2006), IIIA and IIIB (2006-10) about Rs 40 crore approx. (exact figures to be reconciled) has been spent in generating these HGM maps in 17 States. Under Phase-IV (Since Nov' 2010), about Rs 46 crore has been planned to cover all remaining 18 States and UTs which include funds required for generation of water quality GIS layer and creation of National geo-database. Out of this, about Rs 23 crore has been released to NRSC in two installments, of which considerable expenditure has been reported by NRSC in the first installment funds."

1.84 During the course of examination, the Committee enquired whether before installing hand pumps, the areas where either there is no water sources or water is available at deep levels have been identified. The Ministry in a written reply stated as under:-

> "The execution of rural water supply schemes vests with the State Government. The detailed data regarding ground water availability is available in the public domain on the website of Central Ground Water Board. The Ministry has also prepared Hydro-geomorphological maps with the assistance of National Remote Sensing Centre (NRSC) and distributed the same to the States for usage. The States are making use of these maps for identification of spots for installing hand pumps."

(B) SWACHH BHARAT MISSION (GRAMIN) earlier known as NIRMAL BHARAT ABHIYAN (NBA)

1.85 Providing the broad details of Swachh Bharat Mission (Gramin), the Ministry informed the Committee that a direct relationship exists between water, sanitation, health, nutrition and human well being. Consumption of contaminated drinking water, improper disposal of human excreta, lack of personal and food hygiene and improper disposal of solid and liquid waste have been the major causes of many diseases in developing countries like India. Though a lot of work has been done in the field of rural sanitation in the past decade under Total Sanitation Campaign (TSC) in the country, sanitation coverage, which ought to be a way of life to safeguard health, is still inadequate. The practice of open defecation in India is due to a combination of factors – the most prominent of them being the traditional behavioral pattern and lack of awareness of people about the associated health hazards. As per the latest data of Census 2011, 32.7% families in rural areas have access to sanitation facilities.

1.86 India's first nationwide programme for rural sanitation i.e. the Central Rural Sanitation Programme (CSRP) was launched in 1986 by the Ministry of Rural Development with the objective of improving the quality of life of rural people and to provide privacy and dignity to women. The programme provided large subsidy for construction of sanitary latrines for BPL households. The programme was supply driven, highly subsidized, and gave emphasis on a single construction model. Based on the recommendations of the National Seminar on Rural Sanitation in September 1992, the programme was again revised. The revised programme aimed at an integrated approach to rural sanitation. The Total Sanitation Campaign (TSC) under the restructured CSRP was launched with effect from 1.4.1999 following a 'community led' and 'people centered' approach. The programme lays emphasis on Information, Education and Communication (IEC) for generation of effective demand for sanitation facilities. It also lays emphasis on school sanitation and hygiene education for bringing about attitudinal and behavioural changes for adoption of hygienic practices from an early age.

1.87 To encourage the Panchayati Raj Institutions (PRIs) to take up sanitation promotion, the incentive award scheme of Nirmal Gram Puraskar (NGP) was launched in 2005. The award is given to those PRIs which attain 100% open defecation free environment. This award publicized the sanitation programme significantly all across the country. Encouraged with initial success of NGP and looking into the need to upscale the sanitation interventions, the Total Sanitation Campaign (TSC) was revamped as the Nirmal Bharat Abhiyan (NBA) in 2012 with the objective to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach and to transform rural India into Nirmal Bharat.

1.88 Swachh Bharat Mission (Gramin) has been launched on 2nd October, 2014, which aims at attaining a 100% Open Defecation Free India by 2019.

1.89 Swachh Bharat Mission (Gramin) removes that hindrance in the implementation of NBA by enabling the entire funding for assistance of IHHL from one source besides enhancing the assistance. Sanitation is mainly a mindset issue based on socio cultural issues and habit. India being a country with varying geographic, cultural and social characteristics, interventions to change mindsets and habits cannot be the same everywhere. The periodic revamping of the schemes as described above has happened to make modifications that reflect learnings from the experiences of implementing the programme and the successes and failures achieved across the country. The procedure of revamping has been to have extensive consultations with State Governments and other stakeholders, and obtain Cabinet approval for the revision.

1.90 When the Committee desired to know the objectives, strategy and provisions under Swachh Bharat Mission (Gramin), the Ministry in a written reply stated as under:-

"The details of SBM(G), launched on 2nd. October 2014 is as under :

(i) Objectives : The main objectives of the SBM (Gramin):-

- Bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation.
- Accelerate sanitation coverage in rural areas to achieve the vision of Swachh Bharat by 2019.

- Motivate Communities and Panchayati Raj Institutions to adopt sustainable sanitation practices and facilities through awareness creation and health education.
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- Develop Community managed environmental sanitation systems focusing on scientific Solid & Liquid Waste management systems for overall cleanliness in the rural areas.

(ii) Strategy

- Sanitation is Mindset issue. Create demand by T**riggering** 'Behaviour change' by **intensifying IEC campaign and Inter Personal Communication (IPC).**
- This IEC/IPC programme will be **assisted by Multilateral Agencies** like UNICEF, World Bank's WSP etc, national NGOs working on sanitation and groups like Rotary, Nehru Yuva Kendra , CLTS Foundation etc.
- **Outputs (Construction) and Outcomes** (Usage) will be monitored.
- Mechanism of **'Trigger' plus Incentives** to construct quality toilets will be used.
- Strong **Administrative structure** required for the Mission at Central, State and district level. Foot soldiers required at GP level.
- Use of Technology to Monitor Household coverage through a Hand held device to capture photos of beneficiary, toilet and Lat/Long. coordinates. – *Pilot done.*
- Innovative, Low cost and User friendly technologies for toilet and Solid and Liquid Waste Management to be pursued.
- States, which perform well in their IEC campaign, behavioural change and toilet construction effort under the Swachh Bharat Mission to be incentivised. Gram Panchayats performing well under the Mission will be incentivised with funds for Waste Water Management.
- Launching the **Swachh Bharat Award** –for Individuals; Institutions; GPs, Districts; States who do exceptional work.

(iii) Provisions under SBM (Gramin)- The provisions under SBM (Gramin) are as under :-

- Provision of Individual household latrines: Incentive of Rs. 9000/- and 3000/- for each toilet (Rs. 10800/- and Rs. 1200/- in case of North Eastern States, Jammu and Kashmir and Special category states) is given by Central and State Government respectively to BPL households and Identified Above Poverty Line (APL) households after they construct and use toilets. Other APL households are motivated to construct toilets with their own funds or by taking loans from SHGs, banks, cooperative institutions etc.
- Construction of Community Sanitary Complexes (Upto 2 lakh per Community Sanitary Complex). Sharing pattern will be 60:30:10 (Centre: State: Community)
- Assistance(Upto 35 lakh per district) to Production Centres of sanitary materials and Rural Sanitary Marts

- Fund for Solid and Liquid Waste Management. A cap of Rs. 7/12/15/20 lakh to be applicable for Gram Panchayats having upto 150/300/500 more than 500 households on a Centre and State /GP sharing ratio of 75:25.
- Provision for IEC will be at 8% of total Project cost, with 3% to be utilised at the Central level and 5 % at State level
- Provision for Administrative Cost will be 2% of the Project cost. Sharing pattern will be 75:25 between Centre and State."

1.91 During evidence, the Secretary, Ministry of Drinking Water and Sanitation stated as under:-

'महोदय, मैं अब सैनिटेशन पर आती हूं, जिनके बारे में आपने प्रश्न पूछे थे। हम लोगों का कार्यक्रम अबकी बार बहुत बढ़ गया है और है और हमें टॉयलेट्स का ऑलरेडी एक टार्गेट दे दिया गया है कि हमें 2019 तक कंप्लीट करना है। हम लोगों के पास कोई ऑप्शन नहीं है, बट टू डिलेवर। इसलिए मेरे हिसाब से जो हमारे दो-तीन बोटलनेक्स अभी तक सैनिटेशन में थे, वे स्वच्छ भारत मिशन में एड्रेस कर दिए। अब मेरी फीलिंग है कि अब स्टेट्स में हम वह पैसा खर्च होते हुए देखेंगे, दो कारण से ऐसा होगा, पहला जो मनरेगा का कन्वर्जन हट गया, दूसरा एमाउंट बहुत बढ़ गया, अब वह तीन हजार से नौ हजार हो जाएगा। मेरे हिसाब से इस खर्च में हमें प्राब्लम नहीं होगी।

मुद्दा यह जरूर हो सकता है कि इतनी जल्दी इतने टॉयलेट्स कैसे बनाएंगे? इसमें हमारी बहुत सारी स्ट्रैटजिज चल रही हैं कि कैसे लोगों, पी.एस.यूज. और स्टेट्स को इसमें इंवाल्व करें। इसी कारण से हम लोगों ने यह डिसाइड किया है कि स्टेट्स को पुश करने के लिए, पैसे के अतिरिक्त उनको पर इंडीविजुअल लैट्रीन मिलेंगे, उनको एक इंसेंटिव दिया जाए अगर स्टेट जल्दी काम करता है तो डबल इंसेंटिव दिया जाए। आइडिया यह है कि इस पूरे प्रोग्राम को एक पुश दिया जाए। एक स्ट्रैटजी के तौर पर यह काम किया गया है।'

1.92 The Ministry informed that the main bottlenecks that may arise in the implementation of the scheme are (i) effective IEC and IPC to connect with every household in the country and trigger behaviour change and the demand for toilets (ii) ensuring Sustainability of Usage (iii) adequate number of Foot soldiers on sanitation at GP level. The steps will also be taken to ensure that the possible bottlenecks will be tackled. This shall involve participation of Central, State Governments and other stakeholders.

1.93 The Ministry informed that only about 22% of the rural families had access to toilets in 2001. With the efforts put into the Total Sanitation Campaign(TSC)/Nirmal Bharat Abhiyan (NBA), this has gone up to 32.70% as per Census 2011. Further, as per NSSO 2012, 40.60% rural households have toilets. All rural households are planned to be covered with sanitary facilities by 2019.

(i) Funding Pattern

1.94 The component wise earmarking and funding pattern of Swachh Bharat Mission (Gramin) is as under:-

Sl. No.	Component	Amount earmarked as percent of the SBM (Gramin) project outlay	Contribution Share		
			Government of India	State	Beneficiary Household/ Community
a.	IEC, Start Up Activity and Capacity Building	Up to 8%	75%	25%	0%
b.	Revolving Fund	Up to 5%	80%	20%	0%
c.	(i) Individual Household Latrines	Actual amount required for full coverage	Rs, 9,000 (Rs. 10,800 in case of North Eastern States, Jammu & Kashmir and Special Category States)	Rs. 3,000 (Rs. 1,200 in case of North Eastern States, Jammu & Kashmir and Special category States)	
	(ii) Community Sanitary Complexes	Actual amount required for full coverage	60%	30%	10%
d.	Administrative charges	Up to 2%	75%	25%	0%
e.	Solid/Liquid Waste Management (Capital Cost)	Actual amount as per SLWM project cost within limits permitted	75%	25%	0%

1.95 When asked about component-wise wise details of Rs. 4260 crore to be spent during 2014-15, the Ministry informed that the main activities under the SBM(G) are Incentives for IHHL, Construction of Sanitary Complexes (CSCs), SLWM projects, IEC, Capacity Building and monitoring and evaluation. etc. the target for construction of household toilets for the 2014-15 is 60 lakh, out of which 13.46 lakh household toilets have been constructed upto September, 2014. A component-wise detail of the programme is as per the requirement and the priority for each State.

(ii) Financial performance

1.96 The following information was furnished to the Committee in regard to Budget Estimates (BE), Revised Estimates (RE) and Actual Releases for Swachh Bharat Mission (Gramin):-

(Rs. in crore)

Year	BE	RE	Actual	% Utilization
2012-13	3500	2500	2473.29	98.93
2013-14	4260	2300	2250.32	97.84
2014-15 (upto September, 2014)	4260	--	776.16	

1.97 On being asked about the reasons for substantial decrease of allocation at RE stage during the fiscal year 2013-14, the Ministry stated that the reduction in RE amount was done by Ministry of Finance, due to various reasons which *inter-alia* included availability of funds and expenditure under the programmes. In the rural sanitation programme, slow progress in expenditure was reported during the initial months of 2013-14 mainly due to problems in implementation with respect to the financial convergence of NBA with MGNREGS at the field level.

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

> 'हम लोग हर साल वह पैसा खर्च करते थे। पिछले साल फाइनैंस मिनिस्ट्री के तरफ से कट आया था। ऐसा नहीं था कि हमारी इच्छा खर्च करने की नहीं थी या हमारी खर्च करने की क्षमता नहीं थी। मिनिस्ट्री के ऊपर कट आया था, वह कट हमारे ऊपर भी आया। इसलिए हमने इस साल वही रिक्वेस्ट रखा है, जो हम हमेशा खर्च करते थे। ऐसा नहीं है कि बढ़ गया है तो हमें क्या करना है? हम हमेशा उतना करते थे। वह कट ही दिसम्बर में आया है।
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> एक चिंता की बात है कि मैं कमेटी से पूरी तरह सहमत हूं। कमेटी ने भी उसे फ्लैग किया है, वह स्पेंड मनी का इश्यू है। स्टेट पैसा खर्च करता है। स्टेट टॉयलेट्स बनाता है। स्टेट पानी के लिए हर चीज करता है। हमारा काम है कि हम इसको ओवर-सी करें। इसको पूश करें कि वे इसको टाइम पर खर्च करें। इसमें दो चीजें हैं। एक तो वे इसे खर्चा करें और दूसरा वे खर्च किए हुए पैसे का यूटिलाइजैशन सर्टिफिकैट दें और ऑडिटेड एकाउंट दें।'

1.99 Asked about the major areas which could not be covered due to reduction of allocation at RE stage, the Ministry informed that budget allocation for NBA for the year 2013-14 was Rs. 4260 crore, which was reduced to Rs. 2300 crore at the RE stage. This issue has been taken into account while seeking enhanced budget for 2014-15 as with the amendment in the programme, and the launch of the Swachh Bharat Mission, removing the hurdles that existed in the NBA, the pace of implementation of the programme is expected to increase.

1.100 To a specific query about policy measures that have been taken by the Ministry to utilize the funds allocated in time to avoid reduction at RE stage, the Ministry informed as under:-

> "To accelerate progress against sanitation coverage**,** Government of India has revamped the Nirmal Bharat Abhiyan (NBA), which is now called the Swachh Bharat Mission (Gramin). **Swachh Bharat Mission (Gramin)** has been launched on 2nd October, 2014, which aims at attaining a Open Defecation Free India by 2019. GoI has decided to enhance the total assistance available for IHHL from Rs. 10000 to Rs. 12000. This programme has delinked the funding from MNREGA for IHHLs. The central share funding is increased from Rs. 3200 per unit to Rs. 9000 per unit, with the entire amount coming from SBM(G). The combined effect of the increased pace of implementation because of removal of hindrance of part funding from MGNREGS and increase in Central Government share is likely to result in substantial increase in the rate of expenditure of Central Government fund. It is also expected that more and more Solid Liquid Waste management project will be taken up in GPs across the country to promote cleanliness."

1.101 On the issue of under-utilization of funds during the current fiscal year, the Secretary of the Ministry stated during evidence as under:-

> 'एक एरिया जो मुझे दुःखी कर रहा है, वह है - Certainly on the sanitation side, अभी तक सिर्फ 800 करोड़ रुपए खर्च हुए हैं, and we have to do about Rs. 4260 crore. We have now only about five months left. It is a major worry for me. हम आशा करते हैं, क्योंकि यह मनरेगा से हटा है, अब यह इमीडिएटली पेस उठेगा जोकि यह उठ रहा है, हम इसे देख रहे हैं। अब खर्च 3000 रुपए से 9000 रुपए होंगे। अब पर लैट्रीन ट्रीपल पैसे खर्च होंगे, वे भी पैसे बढ़ेंगे। अभी मुझे लग रहा है कि इसे पुश कर के शुरू करा दें लेकिन हो सकता है कि मार्च में यह कुछ कम पड़े, मैं श्योर नहीं हूं। I do not think it will be the picture that we are seeing presently. That is one thing I would hope.'

1.102 When asked about the utilization of enhanced outlay during the current fiscal year which is Rs. 4260 crore and Rs. 1960 crore more over the RE of previous year, the Ministry in a written note submitted to the Committee stated as under:-

> "The Government of India has recognised the flaw in the design of NBA programme and through a Cabinet decision on 24-9-2014 has inter-alia decided to discontinue the part funding of Individual household latrine (IHHL) from MGNREGS and provide entire funding from the Swachh Bharat Mission (G) launched on 2.10.2014. GoI has also decided to enhance the total assistance available for IHHL from Rs. 10000 to Rs. 12000. The Central Government share for IHHL has therefore gone up from Rs. 3200 to Rs. 9000 (Rs. 10800 for Special Category States). These steps will ensure a much larger expenditure under the programme."

1.103 The Ministry also added that they have taken corrective measures to ensure that the vision of Open Defecation Free India remains include orienting the programme to focus now on behavior change, triggering of the population with regard to toilet construction and their use. Triggering of Communities for behaviour change and usage of toilets is to be given top priority so as to ensure increased demand which will lead to use of the assets created. Effective use of technology and media shall be made to communicate the message of the benefits of safe sanitation and hygiene. Effective Monitoring including concurrent monitoring as well as Annual Monitoring exercises will help keep the programme on track. Only with the participation of the target population shall the objective be achievable.

(iii) Physical Performance

1.104 The Swachh Bharat Mission (Gramin) is being implemented in 607 districts covering 30 States/UTs with an approved outlay of Rs. 22672.36 crore of which the Central, State and Beneficiary/Panchayats/PTA share is Rs. 14888.92 crore, Rs. 5549.20 crore and Rs. 2234.24 crore respectively. An amount of Rs. 11978.20 crore towards Central share has so far been released.

1.105 The main physical components sanctioned in 607 projects as original cumulative project objectives to be achieved alongwith the achievements are as under:

As on 31.03.2014

Component	Sanctioned	Achievement
Construction of Individual House Hold Latrines (IHHL)	12,57,26,727	9,65,92,830
Construction of Community Sanitary Complex (CSCs)	33,684	27,709
Construction of School toilet units	13,75,234	13,38,232
Construction of toilet units for Balwadis/ Anganwadis	5,34,931	4,70,556
Setting of Rural Sanitary Marts/Production Centers	4,634	7,985

1.106 The physical performance under SBM(G) during the last three years is as under:-

Year	Household latrines	School Toilets	Sanitary Complex	Anganwadi Toilets
2012-2013	4559162	76396	1995	36677
2013-2014	4976294	37696	1530	22318
2014-2015(Upto Oct'2014)	1432686	8973	338	3658

1.107 When asked about the reasons for shortfall in the achievements reported in all the components except setting of Rural Sanitary Marts/Production Centers, the Ministry informed as under:-

> "The reason for the balance targets remaining under various components of the sanitation programme in previous years *inter-alia* include inadequate prioritization of the programme, fund availability, inadequate implementation structures, inadequate capacity at grass root level and lack of behavioral change and poor demand."

1.108 During the course of examination, the Ministry informed that one of the provisions under Swachh Bharat Mission (Gramin) is to transfer the responsibility of construction of all School Toilets to the Department of School Education and Literacy and that of Anganwadi toilets to the Ministry of Women and Child Development w.e.f. 2nd October, 2014.

1.109 On the slow pace of the implementation of programme, the Secretary, Ministry of Drinking Water and Sanitation during the evidence elaborated as under:-

> 'सर, यह हो रहा है कि या तो खर्चा ही स्लो है, जैसा कि स्वच्छ भारत के प्रजैंटेशन में दिखाया गया है। इन छः महीनों में काम बिल्कुल ही बंद हो गया था। आप सभी लोग फील्ड में जाते हैं और आप सभी को मालूम है कि काम क्यों बंद हुआ था? अब हमने उस कारण को हटा दिया है। अब यह पीक-अप करेगा। इसमें एक खर्चा कम हुआ था। स्टेट्स के साथ हमलोगों की दो-तीन प्रकार से डिस्कशंस होते हैं, एक तो वीडियो कॉफ्रेंसिंग के माध्यम से डिस्कशंस होते हैं। अभी एक महीने में दो राउंड वीडियो कॉफ्रेंसिंग हो गए। यह हमारे लिए चिंता की बात है कि स्टेट की तरफ से खर्चा नहीं हो रहा है।
>
> सर, हम रीजनल कॉफ्रेंसेज रखते हैं। जिन चार-पांच स्टेट्स में काम बहुत कम हो रहे हैं, उन्हें साथ बुला कर, या हमारे ज्वाइंट सेक्रेट्री वहां जाते हैं, मुझसे पहले वाले सेक्रेट्री कई राज्यों में गए हैं, वहां पर हम मीटिंग रखते हैं, वहां चीफ सेक्रेट्री को भी बुलाते हैं और स्टेट के सेक्रेट्री को बुलाते हैं और उनसे समझते हैं कि उनकी समस्या क्या है? फिर बात होती है, अगर हमारी तरफ से कुछ हुआ है तो हम उसको ठीक करें। अगर स्टेट कह रही है कि काम नहीं हो रहे हैं तो उनके कारण क्या हैं? जो इंडिपेंडेंट हैं या तो वे हमारे मॉनिटर्स हो सकते हैं जो हमें इवैलुएट कर के बताएं कि स्टेट काम क्यों नहीं कर पा रही है? जबकि वे हमसे बिगनिंग ऑफ द ईयर कह रही हैं कि हम इतना काम करेंगे।'

IV. <u>Unspent Balances</u>

1.110 Under National Rural Drinking Water Programme (NRDWP), the unspent balances during the years 2011-12, 2012-13 and 2013-14 are to the tune of Rs. 5221.03 crore, Rs. 5447.71 crore and Rs. 3164.75 crore respectively and under Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA) the unspent balances are to the tune of Rs. 1292.48 crore, 1835.24 crore and Rs. 2450.43 crore for the years 2011-12, 2012-13 and 2013-14 respectively.

1.111 The programme and State/UT wise figures of unspent balances are as under:-

(Rs. in crore)

Sl.No.	State/UT	Unspent Balances under NRDWP			^Unspent Balances under SBM (G)		
		2011-12	2012-13	2013-14	2011-12	2012-13	2013-14
1.	Andhra Pradesh	285.74	285.74	82.74	174.30	282.25	137.79
2.	Arunachal Pradesh	102.89	102.88	17.88	3.84	5.31	4.90
3.	Assam	190.48	197.6	82.71	94.73	60.18	106.34
4.	Bihar	219.03	219.99	249.34	86.69	250.70	246.75
5.	Chhattisgarh	61.26	61.54	31.56	35.00	24.23	47.63
6.	Goa	5.94	5.95	3.73	0.22	0.22	0.43
7.	Gujarat	362.77	362.76	134.24	35.49	54.40	51.20
8.	Haryana	109.02	112.78	13.96	11.32	7.14	102.58
9.	Himachal Pradesh	70.65	70.66	45.27	9.30	18.02	19.52
10.	Jammu & Kashmir	345.13	353.63	59.11	11.40	38.42	18.44
11.	Jharkhand	122.67	127.67	92.41	102.46	136.56	93.93
12.	Karnataka	429.93	469.86	237.76	70.02	125.27	71.16
13.	Kerala	37.27	65.16	40.87	12.31	4.97	24.98
14.	Madhya Pradesh	227.43	227.42	139.68	58.16	104.26	493.98
15.	Maharashtra	529.13	529.12	587.39	45.82	147.32	51.53
16.	Manipur	31.93	34.9	17.52	8.24	6.16	15.67
17.	Meghalaya	59.32	59.32	22.89	5.53	8.75	75.88
18.	Mizoram	5.63	6.63	36.30	2.06	0.57	9.61
19.	Nagaland	35.35	35.35	12.38	10.04	0.92	0.44
20.	Odisha	69.40	91.48	106.02	192.65	166.14	159.80
21.	Punjab	22.68	22.68	14.94	16.64	12.76	12.23
22.	Rajasthan	881.06	881.05	335.15	89.52	99.03	81.56
23.	Sikkim	48.07	49.85	1.31	1.12	1.82	6.23
24.	Tamil Nadu	144.04	144.05	44.97	22.56	62.79	172.62
25.	Tripura	20.49	21.02	3.40	4.85	4.06	15.76
26.	Uttar Pradesh	605.96	605.96	475.62	94.27	85.30	293.44
27.	Uttarakhand	63.93	63.93	54.28	6.53	10.07	8.63
28.	West Bengal	133.25	238.15	220.10	87.39	117.60	127.16
29.	A & N Islands	0.58	0.58	6.28	--	--	--
30.	D & N Haveli	0.00	0.00	0.00	0.014	0.014	0.014
31.	Daman & Diu	0.00	0.00	0.00	**--**	--	--
32.	Delhi	0.00	0.00	0.00	--	--	--
33.	Lakshadweep	0.00	0.00	0.00	--	--	--
34.	Puducherry	0.00	0.00	0.94	0.015	0.015	0.23
35.	Chandigarh	0.00	0.00	0.00	--	--	--
	TOTAL	**5221.03**	**5447.71**	**3164.75**	**1292.48**	**1835.24**	**2450.43**

^ Figures were in lakhs, so difference in figure is due to rounding off.

1.112 Asked about the reasons for huge unspent balances to the tune of Rs. 2105.36 crore in the States of Bihar, Karnataka, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal combined together under NRDWP and Rs. 1504.38 crore together in the States of Andhra Pradesh, Bihar, Madhya Pradesh, Odisha, Tamil Nadu and Uttar Pradesh under Swachh Bharat Mission (Gramin), the Ministry stated as under:-

"The reasons in respect of NBA/SBM(G) for high unspent balances are :

- Slow progress due to change in Guidelines seeking convergence with MGNREGS for additional assistance
- Existence of working capital down to the District/Block/GP level in States.
- Lack of demand generation
- Inadequate capacity at grass root level
- Lack of institutional structure
- Existence of revolving fund

The specific reasons in respect of NRDWP for non-utilization of funds to the tune of Rs. 2105.36 crores by the mentioned six States is concerned, we have asked the States to provide specific reasons for the same. Once information is received we will furnish the information to the Hon'ble Standing Committee."

1.113 The Secretary of the Ministry in this regard during evidence stated as under:-

'अनस्पेंड बैलेंसेज एक सर्टेनली इश्यू है। इससे पहले कि हम यहां आएं, जब मैं ए.एस. एंड एफ.ए. के पास जाती हूं कि आप सेकेण्ड इंस्टॉलमेंट रीलीज करें तो वे इमीडिएटली कहते हैं कि स्टेट में अनस्पेंड बैलेंस बहुत है, उनसे कहिए कि वे उन्हें खर्च करें। अब यह तय हुआ है कि अगर वे अनस्पेंड बैलेंस से कम से कम 60 परसेंट भी खर्च करें तो हम सेकेण्ड इंस्टॉलमेंट रीलीज के लिए सोच सकते हैं। क्योंकि 60 परसेंट मिन्स ऑन ट्रैक रिमेनिंग काम चल रहा है लेकिन प्रश्न यह आ जाता है कि 60 परसेंट पैसे यूज ही नहीं होते हैं या ऑडिटेड एकाउंट नहीं आते हैं क्योंकि ऑडिटेड एकाउंट के लिए चार्टेड एकाउंटैंट चाहिए। कई बार काम हो जाते हैं लेकिन वे हमारे मॉनिटरिंग सिस्टम में रिफलैक्ट नहीं होते हैं, स्टेट काम कर चुकी है। बेसकली तीन एरियाज हैं जिनके कारण अनस्पेंड बैलेंसेज रहते हैं - वे यूज नहीं हुए, एकाउंट्स नहीं हुए या स्टेट ने पैसे खर्च नहीं किए। अगर स्टेट ने पैसे खर्च नहीं किए तो हमारे लिए सचमुच चिंता की बात है। अधिकांश राज्य पैसे खर्च कर रही हैं और वे खर्च करेंगे, मगर कई राज्य स्लो चलती हैं। उन राज्यों को हम लोगों ने आईडैंटिफाय किया है कि कुछ राज्य पैसे जल्दी खर्च करती हैं क्योंकि उन्हें पता है कि केन्द्र सरकार से पैसे आ रहें है तो क्यों न इन्हें खर्च करें। कुछ राज्यों में यह खर्च करने की क्षमता है, मगर वे खर्च नहीं करते हैं। हम उनको पुश करते रहते हैं। इस कारण से अनस्पेंड बैलेंसेज बढ़ते चले जा रहे हैं। इसलिए कमेटी ने जो बात फ्लैग की है, वह बहुत अच्छी है। हम कमेटी से रिक्वेस्ट रहेगी कि यह मुद्दा कमेटी रिपोर्ट में उठाया जाए तो यह बहुत अच्छा होगा कि इसमें स्टेट्स को भी कुछ करने की जरूरत है।'

1.114 As the amount of unspent balances against some States/UTs has either been shown as 'ZERO' or has not been shown at all, the Committee desired to know if there was no unspent balances lying in these States/UTs, the Ministry informed that in respect of rural sanitation programme, in the UTs/States of A & N Island, Daman & Diu, Delhi, Lakshadweep and Chandigarh there is no project sanctioned under Nirmal Bharat Abhiyan(NBA)/Swachh Bharat Mission(Gramin). In these States/UTs unspent balance is shown nil. In respect of rural drinking water programme, NRDWP is not running in 5 UTs. As such no allocation of funds is being made to them hence there cannot be any unspent balances.

1.115 Asked about difficulties being faced by these States under NRDWP and NBA respectively to utilize the funds, the Ministry replied in a written note as under:-

> "After the introduction of new system for transfer of funds to the State exchequer from this year instead of the bank account of the State Water and Sanitation (SWSM) as was done earlier, it has come to the notice of the Ministry during review meetings that many States are not getting the funds from their State Finance Department for carrying out works under the NRDWP and SBM(G) in time. The delay in receipt of funds by the state Implementing Entities (IEs) is at times is up to six months. This has adversely affected the execution of water supply schemes and achievement of targets set under Annual Action Plan. The Ministry has taken up this matter with the Ministry of Finance.
>
> The difficulties faced by the States under NBA were:
>
> - Lack of co-ordination in NBA –MGNREGS convergence, which was the main reason behind less progress and less utilization of the funds.
> - Non-release of State shares
> - Lack of emphasis on inter-personal communication at village level
> - Inadequate capacity building at grass root level
> - Lack of behavioural change among some households or members of the household
> - Lack of institutional structure
>
> Most of these are now being taken care of in the Swachh Bharat Mission(G)"

1.116 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 role the Ministry has played in pursuing the State Governments to plan their expenditure in a manner which could avoid accumulation of their unspent balances, the Ministry informed that Strict online based monitoring methods are being adopted to obtain the progress of each District on real time basis using the online monitoring system. Regular review meetings/Video Conferences etc. are organized by the MDWS to discuss issues relating to implementation of the NRDWP and NBA and regarding utilization of funds.

1.117 The Ministry added that they have been pursuing the State Governments to plan their expenditure to avoid accumulation of unspent balances; the Ministry has also persuaded the States through regular VCs, Field Visits of Officers, and Review Meetings. However this has given positive results for many States and because of this unspent amount got reduced in last year.

1.118 On being asked about whether the rise in unspent balances is due to unpreparedness of the Ministry of Drinking Water & Sanitation to absorb the allocated funds, the Ministry in a reply submitted to the Committee stated as under:-

> "In respect of rural sanitation programme, the Ministry has taken steps to remove the deficiencies in the NBA with respect to the utilization of funds in the SBM(G). More rigorous monitoring of fund flow, use and availability will be carried out.
>
> In respect of rural drinking water programme, the Ministry allocates the funds to various States in a manner prescribed in NRDWP guidelines and releases the same in installments to the States based on the submission of their proposal along with to all States. The Ministry however is not able to release the full first installment of funds which is requisite documents. The Ministry makes the allocation to the states at the beginning of the financial year due to the States as per the allocation because of huge unspent balances of the previous year. As per the existing NRDWP guidelines all the excess funds beyond 10% of previous year releases are subsumed / cut from the eligible releases. The unspent balances are not due to unpreparedness of Ministry of Drinking Water and Sanitation to absorb the funds but because of the delay in spending the released funds by the States."

1.119 On being asked by the Committee about the efforts made by the Ministry to persuade the States/UTs for submitting Utilization Certificates in time, the Ministry informed as under:-

> "In respect of rural sanitation programme, State Governments are regularly pursued through review meeting and Video Conferencing to submit utilization certificates in time. The problem of non submission of UCs by States is not significant in the sanitation programme.
>
> Under NRDWP first installment of funds are released to States after subsuming the excess OB beyond 10% of previous year's releases. Further funds are released to States when we receive utilization certificate showing expenditure of 60% of available funds. Furthermore second installment of funds is also released on receipt of utilization certificate showing expenditure of 60% of the available funds during a financial year. The huge opening balances which are reflected at the beginning of the next financial year is because many States submit their proposal seeking second installment of funds very late as late as February. The funds thus release remains unutilized by the States in the financial year in which it is released. If the States had sought their second installment of allocation by Oct.-Nov. they would have sufficient time to spent their released funds thus reducing their huge unspent balances."

(V) Monitoring Mechanism

1.120 On the aspect of online monitoring system under National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin), the Committee find that the Integrated Management Information System (IMIS) was implemented in all States and UTs.

1.121 Under rural water sector, the Integrated Management Information System (IMIS) software (http://indiawater.gov.in) was launched in April, 2009. The data pertaining to drinking water supply status in 16,96,664 rural habitations of the country, is available online. It also enables monitoring of coverage of schools and anganwadis with safe drinking water. The coverage status of a habitation is monitored on the basis of online progress report generated by the States. The IMIS also enables the user to view the water quality affected habitations, the mitigation measures taken and the details of the safe water supply systems catering to the needs of these affected habitations.

1.122 As regards sanitation side, the online monitoring system has been started in the year 2001. The online monitoring system under NBA/SBM(G) is a comprehensive web-based information system. User can enter the data, download the data and can view the reports from their own location. This is accessible at http://sbm.gov.in to all users providing ready information on various aspects of Sanitation Programme. This online monitoring system has speeded up information flows and improved efficiency, performance and speed in decision-making process. It has also eased historical data maintenance and eliminated human error in processing. The online monitoring system has increased the transparency in the implementation of NBA)/SBM(G) as well as efficiency of the programme.

PART II

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

2.1 The Committee take note that the Rule 331 G of the Rules of Procedure and Conduct of Business in Lok Sabha relating to examination of Demands of Grants by the Departmentally Related Standing Committees (DRSCs) was suspended by the Hon'ble Speaker, Lok Sabha to enable the House to pass the Demands for Grants for the year 2014-15 without the same being referred to the concerned DRSCs. Hon'ble Speaker, Lok Sabha however, made observations in the House on 15th and 21st July, 2014 that the Demands would, however, stand referred to the Standing Committees for examination and report to the House so that the Committees can make suitable recommendations which may be used in the preparation of Demands for Grants for the next year. The Committee have accordingly examined the Demands for Grants of the Ministry of Drinking Water and Sanitation. Since the Budget for the year 2014-15 has already been passed by the Parliament, the Committee endorse the same. Nevertheless, the Committee feel that the suggestions and recommendations of the Committee in this Report would help the Ministry of Drinking Water and Sanitation in analyzing their physical and financial performance and implementation of various schemes and projects during the current year and also in preparing the Demands for Grants for the next financial year.

2.2 The Committee note that the detailed Demands for Grants (2014-15) of the Ministry of Drinking Water & Sanitation under demand no. 29 were laid in Lok Sabha on 23 July, 2014. The Gross Budgetary support of the Ministry is

Rs. 15266.85 crore in which Plan outlay Rs. 15260 crore and Non-Plan outlay is Rs. 6.85 crore. The Committee have examined in detail the Demands for Grants of the Ministry of Drinking Water & Sanitation for the year 2014-15. The Committee endorse the Demands for Grants of the Ministry for the year 2014-15. Observations/Recommendations of the Committee are detailed in succeeding paragraphs.

Analysis of Demands

2.3 The Committee observe that for the fiscal year 2014-15, the Ministry has been allocated Rs. 15266.85 crore, with a Plan component of Rs. 15260 crore and Non-Plan component of Rs. 6.85 crore which is almost same i.e. Rs. 15265.70 crore as what was allocated during the fiscal 2013-14. The Committee find that during the year 2013-14, Rs. 15265.70 crore was allocated at BE stage which was subsequently slashed to Rs. 12006.24 crore at RE stage and Ministry spent Rs. 11947.60 crore showing almost full utilization of the allocations made at RE stage. The Committee while noting a continuous declining trend at RE stage during the years 2012-13 and 2013-14, express their serious concern that any cut in funds at RE stage would hamper achievement of targets of the schemes of the Ministry which are meant to meet basic human needs of the people. The Committee, therefore, recommend the Ministry to make sincere and concerted efforts to fully absorb the allocated budget so as to avoid reduction of budget at RE stage in future.

(Recommendation Sl.No. 1, Para No. 2.3)

National Rural Drinking Water Programme (NRDWP)

2.4 The Committee note that the Government of India's major intervention in water sector started in 1972-73 through the Accelerated Rural Water Supply Programme (ARWSP) for assisting States/UTs to accelerate the coverage of drinking water supply in 'problem villages'. The Committee further note that a Technology Mission with stress on water quality, appropriate technology intervention, human resource development support and other related activities was introduced in 1986 which was subsequently renamed as the Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991. In 1999-2000, Sector Reform Project was started to involve the community in planning, implementation and management of drinking water schemes which was scaled up as the Swajaldhara Programme in 2002. The programme was revised w.e.f. 01.04.2009 and was named as National Rural Drinking Water Programme (NRDWP). The Committee express their deep concern over the fact that more than Rs. 1,65,000 crore have been invested by the Union/State Governments since the beginning of Plan period for achieving the objectives of providing safe and adequate drinking water to rural populace of the country but the achievements of the objectives still remains a distant dream. The Committee feel that a serious introspection needs to be done by the Ministry in this regard so that genuine needs of rural population are met in a time bound manner. The Committee also emphasize that necessary measures need to be taken to recharge ground water.

(Recommendation Sl.No. 2, Para No. 2.4)

2.5 The Committee are perturbed to note that even after 60 years of implementing the programmes with different nomenclature and delivery mechanism, there is no uniformity with respect to figures on the coverage of providing drinking water to the rural populace. As per NSSO 69th Round Survey covering Household Conditions and amenities in India for the period of July 2012 to December 2012, 88.5% of the rural households had access to drinking water from protected sources. The Census 2011 figures however revealed that about 30.8% of rural households had access to piped drinking water from taps and 22.10% of rural population had drinking water sources at a distance of more than 500 meters from their homes. The Committee in their 27th and 40th Reports of 15th Lok Sabha on Demands for Grants had recommended that an independent evaluation study may be carried out to determine the actual coverage of drinking water in the rural areas so that the planning process may be properly calibrated for taking corrective measures to cover the entire rural populace at the earliest. The Committee have been informed that the Ministry has already commissioned an independent evaluation study of the data entered by States. The Committee would like to be apprised of the findings of the said study and follow up action taken thereon.

(Recommendation Sl.No. 3, Para No. 2.5)

<u>Coverage of population under NRDWP</u>

2.6 The Committee note that NRDWP is a Centrally Sponsored Scheme aimed at providing adequate and safe drinking water to the rural population of the country. The Committee note that during the 12th Five Year Plan, the focus of the Ministry would be on providing piped water supply in rural households thereby reducing burden of fetching water on women and children. It is also proposed to

raise the service level of supply of safe drinking water to 55 lpcd from present level of 40 lpcd. The Committee are apprised that by the end of 2017, at least 50% of rural households would be covered by piped water supply and at least 90% of rural households would be covered by piped water supply by the end of 2022 and remaining households would be covered by hand pumps or others means. The Committee note that as on 01.04.2014, only 12,49,695 habitations had access to safe drinking water throughout the year and 420,601,482 habitations i.e. only 46.77% rural population have access to piped drinking water supply. The Committee also find that only 35% of rural households have access to drinking water source within their premises, 42.90% of have access to drinking water near their premises i.e. less than 500 meters and 22.10% have access to drinking water source more than 500 meters from their premises. While appreciating the steps being taken by the Ministry during the 12th Five Year Plan for providing piped water supply to the rural households, the Committee desire the Ministry to speed up the pace of implementation of the programmes to achieve the objectives in a minimum possible time. Being well aware that water is a State subject and NRDWP is a scheme of Union Government which is meant to supplement the efforts of the State Governments, the Committee recommend the Government to make indefatigable efforts to accelerate coverage of rural habitations by way of proper planning so that rural populace have access to clean and safe drinking water and the targets set for the Twelfth Five Year Plan are fully achieved. The Committee also urge the Government to provide water for livestocks also.

(Recommendation Sl.No. 4 Para No. 2.6)

Performance of NRDWP

2.7 The Committee note with satisfaction that financial performance during the years 2012-13 and 2013-14 has been almost 100 %. The committee however, are concerned to note that during the current fiscal year (upto 14.11.2014), utilisation has been only Rs. 5407.91 crore out of the allocated funds of Rs. 11000 crore whose comes to about 50% only. Similarly, the Committee find that there have been slippages in achievements of physical targets also. For instance, during 2013-14, out of 25,345 Quality affected habitations proposed for coverage, only 16,649 were actually covered. Whereas during the current fiscal against the target of 23,427 quality affected habitations, only 4,944 habitations have been covered upto 14.11.2014 which is less than 22% . As regards slipped-back habitations, only 46089 habitations are covered till 14.11.2014 against the target of 118671. The Committee while expressing their concern over the low achievements in both the physical and financial targets, recommend that the Ministry must re-work out their strategy so as to achieve fully the financial and physical targets for the current fiscal.

(Recommendation Sl.No. 5, Para No. 2.7)

2.8 Another area which causes serious concern to the Committee is the slow rate of progress in the implementation of programmes for improvement of the quality of water. The Committee is of the considered opinion that though there is an absolute requirement for larger coverage of habitations for providing adequate drinking water, it also becomes imperative at the same time that the supply of water should be from the secured and safe sources to ensure that the water so supplied is free from pollutants and contaminants. The Committee accordingly, urge the Ministry to have close and effective coordination with the States for according high priority to ensure adequate and safe water availability to the habitations affected by poor quality water.

(Recommendation Sl.No. 6, Para No. 2.8)

Water Quality in Rural Areas

2.9 The Committee note that to meet the emerging challenges of contamination of water sources, 5 % of the annual NRDWP allocation is earmarked for allocation to States having drinking water sources affected with chemical contaminants and with Japanese Encephalitis/Acute Encephalitis Syndrome (JE/AES). These funds are an additional allocation which is to be used in covering water quality habitations and this amount is over and above of 20 % Water quality component funds. The Committee are, however, constrained to note that as on 01.04.2014, there are 78,506 water quality affected habitations. The Committee note that 1991 habitations are affected by arsenic, 14132 habitations by fluoride, 42093 habitations by iron, 17,472 habitations by salinity and 2818 habitations by nitrate in the country. The Committee feel that this is alarming situation as contaminated water is a serious health hazards for the population residing in such habitations and therefore the Committee urge the Ministry that addressing these issues in water quality affected habitations should be given the due focus it requires. The Committee expect the Government to complete all the works required in this regard in a time bound manner. The Committee also recommend that proper planning should be made to ensure availability of clean potable drinking water through a special campaign in the areas of UP and Bihar bordering Nepal which are affected by high level of arsenic and other contaminants leading to serious health hazards and efforts should also be made for purification of water from arsenic and other contaminants.

(Recommendation Sl.No. 7, Para No. 2.9)

Technologies to remove contamination

2.10 The Committee are apprised that various technologies are being used to remove contamination in the water sources. For arsenic removal, adsorption through activated alumina and tapping arsenic free deeper aquifers are used. As regards fluoride removal, reverse-osmosis, activate alumina and solar electrolytic defluoridation are used. The Committee have been informed that aeration and terracotta filtration techniques have been adopted for removal of iron contamination in water. For removal of salinity, the most preferred technology used is Reverse Osmosis (RO) whereas RO and ion exchange are used for removal of nitrate. The Committee are happy to note that a proposal is underway to provide Community Water Purification Plants in fluoride, arsenic, uranium and other heavy/toxic metals and pesticide/fertilizer affected rural habitations in the country so as to provide safe drinking water immediately for which the anticipated expenditure of Rs. 3600 crore will be shared in the ratio of 75:25 between Centre and States. A total of 20,000 quality affected habitations will be benefitted by such plants. Out of these 20,000 habitations, 4000 habitations are proposed to be covered during 2014-15, 8000 habitations in 2015-16 and the remaining habitations in 2016-17. While appreciating the proposal for setting up Community Water Purification Plants, the Committee recommend that the Ministry should ensure timely commissioning of these plants and also should explore the feasibilities of installing similar plants in all water quality affected habitations in the country. The Committee also recommend setting up of desalination plants to provide clean drinking water in coastal regions.

(Recommendation Sl.No. 8, Para No. 2.10)

Jalmani-Installation of standalone water purification systems in rural schools

2.11 The Committee note that Jalmani Scheme was initiated in the year 2008 with a view to provide safe and clean drinking water to children studying in water deficient rural schools. Under this Scheme, 100 % financial assistance is provided to the States to install standalone water purification system in one lakh water deficient rural schools. The Committee are informed that as per Report of 12 March, 2014 on the online IMIS, 98,685 rural schools have been covered and the remaining schools are expected to be covered shortly. The reasons for not achieving the targets are stated to be the problems faced during tendering, absence of overhead tanks and difficulties faced during selection of technologies. Finding this situation unsatisfactory, the Committee are of the view that none of these reasons appear to be so insurmountable as to effect the pace of implementation of such an important programme for providing safe and clean drinking water to children studying in water deficient rural schools. The Committee, therefore, strongly recommend to take necessary steps to cover all the remaining schools and apprise the Committee accordingly and also verify the efficacy of the scheme on the ground to achieve this end. Officers may be deputed to make periodical visits at random to some of these schools for test check the implementation of the scheme in which huge sums are invested.

(Recommendation Sl.No. 9, Para No. 2.11)

Water Quality Testing Laboratories

2.12 The Committee are apprised that 720 district laboratories and 1413 sub-divisional/block level laboratories have been set up in various States as on 30.03.2014. The Committee are further apprised that as reported by States on IMIS, there are 2869 people including assistants working in various laboratories in States which are inadequate in many States considering the minimum number of staff required for laboratories as per Uniform Drinking Water Quality Monitoring Protocol. It has been admitted before the Committee during the evidence that there are not enough qualified personnel in labs and these labs are not accredited from National Accreditation Board for Testing and Calibration Laboratories (NABL). The Committee express their unhappiness as the potential of these labs has not been fully explored only because of paucity of technical staff as well as non-availability of the equipments and thus and the very purpose for which these labs were setup is defeated. This is apparent that the due attention which needs to be given by the Ministry in this area is perhaps missing. The Committee are of the considered view that in the absence of proper infrastructure and adequate man power in the labs, the quality of water can not be effectively tested and thereby negating the whole purpose of providing quality potable water. Therefore the Committee strongly recommend the Ministry to take immediate steps to established well equipped laboratories with NABL accreditation in the contamination affected areas and to provide adequate manpower in these labs on war footing, so that area-wise contamination can be detected and remedial measures taken accordingly. The Committee also desire the Ministry to explore the possibility of private sector participation in setting up of such labs in water quality affected habitations throughout the country.

(Recommendation Sl.No. 10, Para No. 2.12)

Research & Development Projects

2.13 The Committee note that with a view to promote Research and Development in the area of water quality, R & D projects are funded by the Ministry to premier institutions, universities, autonomous organizations including NGOs/voluntary agencies. The Government is also setting up an International Centre for Drinking Water Quality (ICDWQ) which would be a world class R &D Institution at Joka, Diamond Harbour Road, Kolkata. The main areas of operation of ICDWQ will be Research & Development, Technical Guidance, Training, Validation & Monitoring, Completion & Dissemination, Networking, Formulation of Policy and Action Plans for the Ministry and Academic programmes. The Committee welcome setting up of ICDWQ as a world class R &D institution and expect that this will immensely help in areas of research and development of different dimensions of water quality. The Committee desire that the Government should expedite the set up process so that the Institution become functional during the time frame and its research findings could be utilized for improvement of the quality of water.

(Recommendation Sl.No. 11, Para No. 2.13)

Ground Water Prospects - Hydro-geomorphological Maps (HGM)

2.14 The Committee note that States can identify sites for ground water sources and locations with hydro-geomorphological maps for constructing recharge structures to benefit existing water supply sources for sustainability. The work relating to HGM maps was initiated in the year 1999-2000 and by September, 2014, all the 4898 HGM maps for groundwater prospects in the entire country including UTs have been completed. The Committee note that currently the Ministry is in the process of adding a water quality GIS layer into these HGM maps which is expected

to be completed within a year's time subject to the condition that the legacy data on water quality during pre and post monsoon seasons are handed over to National Remote Sensing Centre/concerned State Remote Sensing Application Centre/Principal Investigator nominated by NRSC. It is stated that these HGM maps will be of immense help in identifying the spots for installing hand pumps. The Committee, while taking into consideration the significance of HGM maps to identify sites for ground water sources urge the Government to expedite process of adding a water quality GIS layer by completing within the stipulated time-frame and persuade the States/UTs to use these maps particularly while installing hand pumps in the water scarce regions.

(Recommendation Sl.No. 12, Para No. 2.14)

<u>Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA)</u>

2.15 The Committee find that as per Census 2011 figures, only 32.7 % rural families have access to sanitation facilities in the country whereas the findings of the NSSO 2012 survey reveals that only 40.60 % rural households have access to toilets. The Committee are informed that a large number of rural households still do not have access to safe sanitation facilities and therefore, to tackle this problem on war footing in a time bound manner, the Government has launched the Swachh Bharat Mission (Gramin) on 2nd October, 2014 earlier known as Nirmal Bharat Abhiyan (NBA) which aims at attaining a 100 % Open Defecation Free India by 2019. The main objectives of SBM(G) *inter alia* is to bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation and accelerate sanitation coverage in rural areas. The Committee are apprised that main activities under the SBM(G) are incentives for Individual Household Latrine (IHHL), construction

of Community Sanitary Complexes (CSCs), Solid and Liquid Waste Management (SLWM) projects, Information Education and Communication (IEC), Capacity building and monitoring and evaluation etc. The Committee also note that total assistance for IHHL has been enhanced from Rs. 10000 to Rs. 12000 and the funding from MGNREGA for IHHLs has also been delinked. Further the centre share funding has been increased from Rs. 3200 per unit to Rs. 9000 per unit, with the entire amount coming from SBM(G).

2.16 The Committee are happy to note that SBM(G) has been launched on 2nd October, 2014 to make India 100 % Open Defecation Free by 2019 by removing shortcomings of earlier scheme. The Committee, therefore, urge the Government to put indefatigable efforts so that target of 100 % Open Defecation Free India is achieved by 2019. They would like the Ministry to apprise them of year-wise targets set and achievements made in this regard.

(Recommendation Sl.No. 13, Para No. 2.15 & 2.16)

2.17 The Committee note that there is under achievement with regard to construction of Individual House Hold Latrines (IHHL) and Community Sanitary Complexes (CSCs) as out of 12,57,26,727 sanctioned IHHL, only 9,65,92,830 were constructed. Similarly, out of 33,684 Sanitary Complexes sanctioned, the achievement was only 27,709. The Committee are also apprised that to enable better monitoring and management of School and Anganwadi Toilets under Swachh Bharat Mission (Gramin), the responsibility of construction of all School Toilets has been transferred to the Department of School Education & Literacy and that of construction of Anganwadi toilets has been transferred to the Ministry of Women and Child Development w.e.f. 2nd October, 2014. The Committee

desire the Ministry to apprise them about the reasons for under achievement of physical targets and take concerted efforts to achieve the set targets during the current fiscal. The Committee also urge the Government to set up of Bio-toilets in areas having scarcity of water.

(Recommendation Sl.No. 14, Para No. 2.17)

<u>Education awareness based approach</u>

2.18 The Committee observe that the practice of open defecation in India is due to combination of factors, the most prominent of them being the traditional behavioral pattern and lack of awareness of people about the associated health hazards. While noting the fact that Sanitation is mainly a mindset issue based on socio-cultural issues 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 to bring 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 Organisation (NGOs) and PRIs could be effectively utilised. The Committee, therefore, urge the Ministry to make efforts to ensure that the toilets constructed are actually used and are not left unused or dysfunctional. The Committee further desire that the Ministry 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 also like to be apprised of the action taken in this regard.

(Recommendation Sl.No. 15, Para No. 2.18)

Unspent Balances

2.19 The Committee are disappointed to note huge amounts lying unspent in both the flagship programmes of the Ministry *viz.,* National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin). During 2013-14, Rs. 3164.75 crore were lying unspent under NRDWP whereas under SBM(G), the unspent balance stood at Rs. 2450.43 crore. The Committee are concerned to note that out of total unspent balance of Rs. 3164.75 crore under NRDWP, Rs. 2105.36 crore is attributed by States of Bihar, Karnataka, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal. Similarly, under SBM(G), States like Andhra Pradesh, Bihar, Madhya Pradesh, Odisha, Tamil Nadu and Uttar Pradesh together are responsible for accumulation of unspent balance to the tune of Rs. 1504.38 crore out of total unspent balance of Rs. 2450.43 crore. Expressing concern over huge unspent balances lying, the Committee strongly urge the Ministry to vigorously pursuing the matter with State Governments by effective monitoring so that funds allocated for the schemes are fully and effectively utilized.

(Recommendation Sl.No. 16, Para No. 2.19)

Monitoring mechanism under NRDWP and SBM(G) and Nodal Officers

2.20 The Committee note that an Integrated Management Information System (IMIS) has been set up by the Ministry, which is online monitoring system under NRDWP and SBM(G). The IMIS allows a bird's eye view to both the Union and State Governments for monitoring progress of 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 and also to monitor the utilization of funds. Although the Ministry has been holding review meetings and video conferences to monitor utilization, the Committee do not find the system 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. 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. The Committee are of the opinion that appointment of nodal officers of the Central Government at different levels in the States will help in monitoring the flow of expenditure and implementation of schemes. The Committee, therefore, desire that nodal officers should be appointed by the Central 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 Central Government.

(Recommendation Sl.No. 17, Para No. 2.20)

NEW DELHI;
18 December, 2014
27 Agrahayana, 1936 (Saka)

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

Annexure-I

Status of water quality affected habitations in rural areas in the Country (as reported by States on online IMIS of the Ministry as on 01/04/2014)

(*Vide* para 1.44 of the Report)

Financial Year:-As on (01/04/14) State:-All State													
S.No.	State	Contamination Wise Number Of Habitations & Population											
		Total		Fluoride		Arsenic		Iron		Salinity		Nitrate	
		Habs	Population	Habs	Population	Habs	Population	Habs	Population	Habs	Population	Habs	Population
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	ANDHRA PRADESH	1554	2132016	745	1091394	0	0	74	87774	610	762740	125	190108
2	BIHAR	6599	4187710	893	491923	357	329617	5348	3365688	0	0	1	482
3	CHATTISGARH	4095	1152746	132	34720	0	0	3858	1036485	105	81541	0	0
4	GOA	0	0	0	0	0	0	0	0	0	0	0	0
5	GUJARAT	255	476307	62	96026	0	0	0	0	52	57369	141	322912
6	HARYANA	15	53455	15	53455	0	0	0	0	0	0	0	0
7	HIMACHAL PRADESH	0	0	0	0	0	0	0	0	0	0	0	0
8	JAMMU AND KASHMIR	10	22618	2	7911	0	0	8	14707	0	0	0	0
9	JHARKHAND	27	7784	12	5260	0	0	15	2524	0	0	0	0
10	KARNATAKA	2373	2448800	1122	1329602	12	17626	473	323926	308	284637	458	493009
11	KERALA	828	1859055	102	275557	0	0	538	1191656	143	280510	45	111332
12	MADHYA PRADESH	1737	722707	1055	454054	0	0	629	223546	53	45107	0	0
13	MAHARASHTRA	949	1999338	307	672939	0	0	114	240414	215	363144	313	722841
14	ODISHA	6720	1867455	279	55269	0	0	5774	1605586	656	199424	11	7176
15	PUNJAB	19	12338	1	568	1	152	16	9948	1	1670	0	0
16	RAJASTHAN	23956	9919410	7670	4884613	0	0	10	9332	14722	3621297	1554	1404168
17	TAMIL NADU	415	192286	0	0	0	0	333	158113	81	33881	1	292
18	TELANGANA	1619	2658399	1174	1922783	0	0	51	66145	232	420373	162	249098
19	UTTAR PRADESH	498	430406	180	143967	73	83743	38	90845	205	108086	2	3765
20	UTTARAKHAND	34	128617	2	10889	0	0	28	101494	0	0	4	16234
21	WEST BENGAL	11614	11198970	251	178205	1124	2374610	10150	8542785	88	102627	1	743

22	ARUNACHAL PRADESH	87	26120	0	0	0	0	87	26120	0	0	0	0
23	ASSAM	10684	3974935	128	58780	424	139343	10132	3776812	0	0	0	0
24	MANIPUR	0	0	0	0	0	0	0	0	0	0	0	0
25	MEGHALAYA	52	22124	0	0	0	0	52	22124	0	0	0	0
26	MIZORAM	0	0	0	0	0	0	0	0	0	0	0	0
27	NAGALAND	38	29431	0	0	0	0	38	29431	0	0	0	0
28	SIKKIM	0	0	0	0	0	0	0	0	0	0	0	0
29	TRIPURA	4319	2193860	0	0	0	0	4319	2193860	0	0	0	0
30	ANDAMAN And NICOBAR	0	0	0	0	0	0	0	0	0	0	0	0
31	CHANDIGARH	0	0	0	0	0	0	0	0	0	0	0	0
32	DADRA and NAGAR HAVELI	0	0	0	0	0	0	0	0	0	0	0	0
33	DAMAN and DIU	0	0	0	0	0	0	0	0	0	0	0	0
34	LAKSHADWEEP	0	0	0	0	0	0	0	0	0	0	0	0
35	PUDUCHERRY	9	19473	0	0	0	0	8	17678	1	1795	0	0
Total		**78506**	**47736360**	**14132**	**11767915**	**1991**	**2945091**	**42093**	**23136993**	**17472**	**6364201**	**2818**	**3522160**

Annexure-II

NUMBER OF DISTRICT WHERE AT LEAST ONE CONTAMINATION FOUND AS ON 1/04/2014
(*Vide* para 1.44 of the Report)

State Name	Arsenic District	Fluoride District	Iron District	Salinity District	Nitrate District
ANDHRA PRADESH	0	11	10	13	9
BIHAR	10	11	15	0	1
CHATTISGARH	0	9	22	3	0
GOA	0	0	0	0	0
GUJARAT	0	10	0	10	15
HARYANA	0	3	0	0	0
HIMACHAL PRADESH	0	0	0	0	0
JAMMU AND KASHMIR	0	1	5	0	0
JHARKHAND	0	2	3	0	0
KARNATAKA	3	26	21	16	23
KERALA	0	5	12	11	6
MADHYA PRADESH	0	14	8	5	0
MAHARASHTRA	0	20	18	20	19
ODISHA	0	9	29	7	3
PUNJAB	1	1	4	1	0
RAJASTHAN	0	31	5	30	28
TAMIL NADU	0	0	3	13	1
TELANGANA	0	9	7	8	8
UTTAR PRADESH	4	15	6	4	2
UTTARAKHAND	0	1	1	0	1
WEST BENGAL	5	6	18	3	1
ARUNACHAL PRADESH	0	0	4	0	0
ASSAM	16	5	25	0	0
MANIPUR	0	0	0	0	0
MEGHALAYA	0	0	2	0	0
MIZORAM	0	0	0	0	0
NAGALAND	0	0	5	0	0
SIKKIM	0	0	0	0	0
TRIPURA	0	0	8	0	0
ANDAMAN and NICOBAR	0	0	0	0	0
CHANDIGARH	0	0	0	0	0
DADRA and NAGAR HAVELI	0	0	0	0	0
DAMAN and DIU	0	0	0	0	0
DELHI	0	0	0	0	0
LAKSHADWEEP	0	0	0	0	0
PUDUCHERRY	0	0	1	1	0
Total	**39**	**189**	**232**	**145**	**117**

Annexure-III

State/UT wise Cases and Deaths Due to Acute Encephalitis Syndrome

(*Vide* para 1.50 of the Report)

Sl. No.	State/UT	2008		2009		2010		2011		2012	
		Cases	Death	Cases	Death	Cases	Death	Cases	Death	Cases	Death
1.	Andhra Pradesh	49	0	139	7	73	1	64	0	5	0
2.	Arunachal Pradesh	0	0	0	0	0	0	0	0	0	0
3.	Assam	462	92	469	117	1319	250	1343	229	1388	272
4.	Bihar	325	95	50	7	821	197	745	275	417	143
5.	Chhattisgarh	0	0	0	0	0	0	0	0	0	0
6.	Goa	66	3	80	0	91	1	84	0	35	1
7.	Gujarat	0	0	0	0	0	0	0	0	0	0
8.	Haryana	12	10	1	1	90	14	5	0	2	0
9.	Himachal Pradesh	0	0	0	0	0	0	0	0	0	0
10.	J&K	0	0	0	0	0	0	0	0	0	0
11.	Jharkhand	0	0	18	2	303	19	16	0	270	5
12	Karnataka	246	8	143	1	397	0	189	1	162	0
13	Kerala	3	0	19	5	88	6	29	6	46	6
14	Madhya Pradesh	0	0	0	0	0	0	0	0	0	0
15	Maharashtra	5	0	34	17	35	9	37	20	0	0
16	Manipur	6	0	118	15	11	0	2	0	1	0
17	Meghalaya	0	0	0	0	0	0	0	0	0	0
18	Mizoram	0	0	0	0	0	0	0	0	0	0
19	Nagaland	9	2	11	6	44	6	21	2	20	0
20	Odisha	0	0	0	0	0	0	0	0	0	0
21	Punjab	0	0	2	0	0	0	0	0	0	0
22	Rajasthan	0	0	0	0	0	0	0	0	0	0
23	Sikkim	0	0	0	0	0	0	0	0	0	0
24	Tamil Nadu	265	8	466	7	762	29	935	64	77	8
25	Tripura	0	0	0	0	0	0	0	0	211	0
26	Uttarakhand	0	0	7	0	0	0	174	2	0	0
27	Uttar Pradesh	3073	556	3540	494	3492	579	3484	557	3096	609
28	West Bengal	454	5	70	0	714	58	1216	100	1735	226
29	A&N Islands	0	0	0	0	0	0	0	0	0	0
30	Chandigarh	0	0	0	0	0	0	0	0	0	0
31	D&N Haveli	0	0	0	0	0	0	0	0	0	0
32	Daman & Diu	0	0	0	0	0	0	0	0	0	0
33	Delhi	0	0	0	0	9	0	0	0	0	0
34	Lakshadweep	0	0	0	0	0	0	0	0	0	0
35	Puducherry	0	0	0	0	0	0	0	0	0	0
	All India Total	**4975**	**779**	**5167**	**679**	**8249**	**1169**	**8344**	**1256**	**7465**	**1270**

Annexure-IV

Progressive Status of Water Quality testing in District/Sub-Div Laboratories during 2014-2015
(*Vide* para 1.65 of the Report)

Financial Year - 2014-2015

S.No.	State	No. of Districts As on (12/11/2014)	No. of District Water Testing Labo -ratories set up (Total) As on (12/11/2014)		No. of District Water Testing Labo -ratories set up (2014-2015)		No. of Districts Not having Laboratory As on (12/11/2014)	Manpower Available in District Laboratory As on (12/11/2014)					*No. of Sub-divisional Laboratories set up (Total) As on (12/11/2014)		*No. of Sub-divisional Laboratories set up (2014-2015)		Drinking Water Samples Tested	
			Other	Mobile	Other	Mobile		Chemist	Bacterio -logists	Assistant	Others	Total	Other	Mobile	Other	Mobile	Target (3000 x No. of District & Sub-Div Labs per Year)	Tested in (2014-2015)
1	ANDHRA PRADESH	13	32	0	0	0	0	33	32	64	32	161	73	0	0	0	315000	121239
2	BIHAR	38	41	0	0	0	0	46	1	40	5	92	0	0	0	0	123000	18752
3	CHATTISGARH	27	27	4	0	0	0	16	1	40	15	72	18	0	0	0	135000	23239
4	GOA	2	0	0	0	0	2	0	0	0	0	0	10	0	0	0	30000	0
5	GUJARAT	33	31	0	0	0	3	40	27	35	33	135	24	0	3	0	165000	99848
6	HARYANA	21	21	0	1	0	0	16	0	11	9	36	21	0	0	0	126000	72692
7	HIMACHAL PRADESH	12	14	0	0	0	0	6	1	2	5	14	18	0	1	0	96000	31623
8	JAMMU AND KASHMIR	22	22	0	0	0	0	28	4	18	39	89	56	0	2	0	234000	25637
9	JHARKHAND	24	24	3	0	0	0	39	12	56	38	145	3	0	0	0	81000	29550
10	KARNATAKA	30	41	1	0	0	0	98	13	63	95	269	25	46	0	0	198000	16909
11	KERALA	14	14	0	0	0	0	17	9	23	44	93	30	0	12	0	132000	48956
12	MADHYA PRADESH	51	50	0	0	0	1	38	0	89	42	169	109	0	0	0	477000	205559
13	MAHARASHTRA	34	43	0	0	0	1	121	71	56	144	392	489	0	0	0	1596000	229993
14	ODISHA	30	32	0	0	0	0	4	0	18	3	25	44	0	0	0	228000	119969
15	PUNJAB	22	22	0	0	0	1	21	0	22	2	45	12	0	0	0	102000	45584
16	RAJASTHAN	33	33	0	0	0	0	33	0	83	76	192	83	0	17	0	348000	145599
17	TAMIL NADU	31	34	0	0	0	0	107	0	67	86	260	48	0	0	0	246000	119909

18	TELANGANA	9	19	0	0	0	0	21	19	38	19	97	56	0	0	0	225000	105156
19	UTTAR PRADESH	75	73	0	0	0	2	68	0	70	10	148	1	0	0	0	222000	17784
20	UTTARAKHAND	13	28	0	0	0	0	36	12	13	22	83	15	0	0	0	129000	5634
21	WEST BENGAL	18	18	0	0	0	0	18	18	16	1	53	201	0	49	0	657000	146390
22	ARUNACHAL PRADESH	16	17	0	0	0	0	0	0	19	3	22	30	0	0	0	141000	4493
23	ASSAM	26	28	13	0	7	0	23	0	30	42	95	49	2	5	0	231000	76499
24	MANIPUR	9	9	0	0	0	0	9	0	9	0	18	2	0	0	0	33000	1239
25	MEGHALAYA	7	7	0	0	0	0	0	0	4	1	5	23	0	0	0	90000	489
26	MIZORAM	8	8	0	0	0	0	8	0	8	8	24	18	0	0	0	78000	1935
27	NAGALAND	11	11	0	0	0	0	3	2	6	25	36	1	0	0	0	36000	760
28	SIKKIM	4	4	0	0	0	0	4	0	4	0	8	0	0	0	0	12000	149
29	TRIPURA	8	8	0	0	0	0	11	3	2	2	18	13	0	0	0	63000	13341
30	ANDAMAN and NICOBAR	3	0	0	0	0	3	0	0	0	0	0	0	2	0	0	0	1
31	CHANDIGARH	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
32	DADRA and NAGAR HAVELI	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
33	DAMAN and DIU	2	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0
34	DELHI	9	0	0	0	0	9	0	0	0	0	0	0	0	0	0	0	0
35	LAKSHADWEEP	1	9	0	0	0	0	9	0	16	25	50	0	0	0	0	27000	0
36	PUDUCHERRY	4	2	0	0	0	2	8	0	6	9	23	0	0	0	0	6000	4
Total		**662**	**722**	**21**	**1**	**7**	**28**	**881**	**225**	**928**	**835**	**2869**	**1472**	**50**	**89**	**0**	**6582000**	**1728932**

Note : - * In Format E8, Block and Sub-division level laborateries are included in Sub-divisional laboratories.

Annexure-V

STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 13 OCTOBER, 2014

The Committee sat from 1130 hrs. to 1355 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS

LOK SABHA

2. Shri Kirti Azad
3. Shri Biren Singh Engti
4. Shri Jugal Kishore
5. Shri Manshankar Ninama
6. Shri Mahendra Nath Pandey
7. Shri Prahlad Singh Patel
8. Shri Gokaraju Ganga Raju
9. Shrimati Butta Renuka
10. Dr. Yashwant Singh
11. Shri Balka Suman
12. Shri Ajay Misra Teni
13. Shri Vijay Kumar Hansdak

RAJYA SABHA

14. Shri Gulam Rasool Balyawi
15. Shri Mahendra Singh Mahra
16. Shri Ranvijay Singh Judev
17. Shrimati Kanak Lata Singh
18. Prof. Saif-ud-Din Soz

SECRETARIAT

1.	Shri Abhijit Kumar	-	Joint Secretary
2.	Smt. B. Visala	-	Additional Director
3.	Smt. Meenakshi Sharma	-	Deputy Secretary

Representatives of Ministry of Drinking Water and Sanitation

1.	Smt. Vijay Laxmi Joshi	-	Secretary
2.	Smt. Seema Bahuguna	-	Additional Secretary & Financial Advisor
3.	Shri Saraswati Prasad	-	Joint Secretary
4.	Shri Satyabrata Sahu	-	Joint Secretary
5.	Dr. Dinesh Chand	-	Additional Advisor
6.	Shri Sujoy Mojumdar	-	Director
7.	Shri Rajesh Kumar	-	Director
8.	Smt. Pritima Gupta	-	Director
9.	Shri M. M. Singh	-	Director
10.	Shri P.P. Nagrath	-	Director

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take briefing by the representatives of Ministry of Drinking Water and Sanitation in connection with examination of the Demands for Grants (2014-15) of the Ministry. The Chairperson also welcomed Shri Vijay Kumar Hansdak, MP and Shri Ranvijay Singh Judev, MP on their nomination as members to the Committee.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. After seeking permission from the Chairperson, the Secretary, Ministry of Drinking Water and Sanitation made a Power Point presentation highlighting the salient features of the National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA), implementation status of programmes/schemes, physical and financial achievements and the constraints faced by the Ministry etc. The Members sought clarifications on various issues relating to National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) as well as slow pace of their implementation, issues of quality standards of potable water in rural areas, Water quality components, working of Research Laboratories, reliability of data regarding the achievements of the Ministry and roadmap of Swachh Bharat Mission (Gramin) etc. These issues were replied to by the witnesses. The queries on which the information was not readily available, the Committee directed the Secretary of the Ministry of Drinking Water and Sanitation to furnish written replies thereto.

[The witnesses then withdrew]

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

The Committee then adjourned.

Annexure-VI

STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)

MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 18TH NOVEMBER, 2014

The Committee sat from 1430 hrs. to 1705 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS

LOK SABHA

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Mahendra Nath Pandey
5. Shri Prahlad Singh Patel
6. Dr. Ramesh Pokhriyal "Nishank"
7. Shrimati Butta Renuka
8. Dr. Yashwant Singh
9. Shri Ajay Misra Teni
10. Adv. Chintaman Navasha Wanaga

RAJYA SABHA

11. Shri Munquad Ali
12. Shri Ram Narain Dudi
13. Shri Mahendra Singh Mahra
14. Shri A. K. Selvaraj

SECRETARIAT

1.	Shri Abhijit Kumar	-	Joint Secretary
2.	Shri R. C. Tiwari	-	Director
3.	Smt. B. Visala	-	Additional Director
4.	Smt. Meenakshi Sharma	-	Deputy Secretary

Representatives of Ministry of Drinking Water and Sanitation

1.	Smt. Vijay Laxmi Joshi	-	Secretary
2.	Smt. Seema Bahuguna	-	Additional Secretary & Financial Advisor
3.	Shri Saraswati Prasad	-	Joint Secretary
4.	Shri Satyabrata Sahu	-	Joint Secretary
5.	Dr. Dinesh Chand	-	Additional Advisor
6.	Shri Rajesh Kumar	-	Director
7.	Shri M. M. Singh	-	Director
8.	Shri P.P. Nagrath	-	Director
9.	Smt. Pritima Gupta	-	Director

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take evidence of the representatives of Ministry of Drinking Water and Sanitation in connection with examination of the Demands for Grants (2014-15) of the Ministry.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. Thereafter, the Chairperson in opening remarks highlighted the issue of unspent balances under both the schemes of the Ministry i.e. National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) earlier known as Nirmal Bharat Abhiyan (NBA). After permission from the Chairperson, the Secretary, Ministry of Drinking Water and Sanitation made a Power Point presentation on new initiatives taken under NRDWP and SBM(G) highlighting *inter-alia* implementation status of the programmes/schemes, physical and financial achievements, slow pace of work, accumulation of unspent balances and constraints faced in implementation of the programmes / schemes.

4. Some of the issues discussed included coordinated and integrated efforts to achieve the targets set, persuading the States to effectively utilize the allocated funds, problem of contaminants in water and its effect on health of people, measures taken for improvement in the quality of water, problems in testing the water quality in the labs and their accreditation, various aspects of Swachh Bharat Mission (Gramin) launched on 2nd October, 2014 for achieving the objectives of Open Defecation Free India by 2019, incentives for construction of toilets, target of constructing 7 crore toilets in the country in the next 5 years, renovation of defunct toilets, measures taken for triggering behavior change for construction and use of toilets, giving wide publicity of measures taken by Ministry through print media, effective monitoring and supervision of the schemes by regular inspections of the schemes and by appointing Nodal/coordinating officers for finding the shortcomings in the Plan or its execution and fixing responsibility for lapses, if any, etc. The Members also sought clarifications which were replied to by the witnesses. On those queries on which the information was not readily available, the Ministry was directed to furnish written replies to the Secretariat.

[The witnesses then withdrew]

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

The Committee then adjourned.

ANNEXURE - VII

STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)

MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 16 DECEMBER, 2014

The Committee sat from 1500 hrs. to 1600 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS
LOK SABHA

2. Shri Mahendra Nath Pandey
3. Shri Prahlad Singh Patel
4. Dr. Ramesh Pokhriyal "Nishank"
5. Shri Gokaraju Ganga Raju
6. Dr. Anbumani Ramadoss
7. Dr. Yashwant Singh
8. Shri Balka Suman
9. Shri Ajay Misra Teni
10. Adv. Chintaman Navasha Wanaga

RAJYA SABHA

19. Shri Gulam Rasool Balyawi
20. Shri Ram Narain Dudi
21. Shri Mahendra Singh Mahra
22. Shri Ranvijay Singh Judev
23. Dr. Vijaylaxmi Sadho
24. Shri A. K. Selvaraj
25. Smt. Kanak Lata Singh

SECRETARIAT

1.	Shri R. C. Tiwari	-	Director
2.	Smt. B. Visala	-	Additional Director
3.	Smt. Meenakshi Sharma	-	Deputy Secretary

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened for consideration and adoption of four draft reports on Demands for Grants 2014-15. The Hon'ble Chairperson also welcomed Dr. Vijaylaxmi Sadho, MP on her nomination as Member to the Committee.

3. X X X X X X

4. The Committee then took up for consideration the following draft reports:

(i) X X X X X X X
(ii) X X X X X X X
(iii) X X X X X X X; and
(iv) Draft Report on Demands for Grants (2014-15) of the Ministry of Drinking Water and Sanitation.

After discussing the Draft Reports in detail, the Committee adopted the aforesaid four Draft Reports. The Committee also authorized the Hon'ble Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

The Committee then adjourned.

X Relevant portion of the Minutes not related with the subject have been kept separately.