

**COMMITTEE ON THE WELFARE
OF SCHEDULED CASTES AND
SCHEDULED TRIBES
(1985-86)**

(EIGHTH LOK SABHA)

NINTH REPORT

**MINISTRY OF AGRICULTURE
(DEPARTMENT OF RURAL DEVELOPMENT)**

**PROBLEM OF DRINKING WATER SUPPLY FOR
SCHEDULED CASTES AND SCHEDULED TRIBES IN
STATES AND UNION TERRITORIES**

Presented to Lok Sabha on 17.4.86

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**LOK SABHA SECRETARIAT
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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES
(1985-86)

Shri Krishan Datt Sultanpuri—*Chairman*.

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1. Shri M. K. Mathur—*Joint Secretary*
2. Shri C. Chaudhary—*Chief Legislative Committee Officer*
3. Shri Kuldip Sahai—*Senior Legislative Committee Officer*

INTRODUCTION

1. the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to submit the Report on their behalf present this Ninth Report on the Ministry of Agriculture and Rural Development (Department of Rural Development)—Problem of Drinking Water Supply for Scheduled Castes and Scheduled Tribes in States and Union Territories.

2. The Committee took the evidence of the representatives of the Ministry of Agriculture and Rural Development (Department of Rural Development) on 15th and 16th October, 1985.

The Committee wish to express their thanks to officers of the Ministry of Agriculture and Rural Development (Department of Rural Development) for placing before them material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 31st March, 1986.

4. A summary of conclusions/recommendations contained in the Report is appended.

NEW DELHI:
1 April, 1986
11 Chaitra, 1908 (S).

K. D. SULTANPURI,
Chairman,
Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes

CHAPTER I

(i) *Introductory*

Regarding water supply and sanitation, the Sixth Five Year Plan (1980—85) states that "Although a national Water Supply Programme was launched in 1954 during the very First Five Year Plan, and progressively larger allocations were made for water supply and sanitation in succeeding Five Year Plans, the progress made so far in the provision of safe water supply and basic sanitation can hardly be called satisfactory. The available statistics relating to the status of rural and urban water supply in India present a discouraging picture especially in the rural areas. By March 1980 about 2 lakh villages in the country with a population of some 160 million were yet to be provided with potable water supply facilities. The situation in the urban areas is relatively better but here too particularly, in the hundred of smaller towns, water supply and sanitation arrangement are far from adequate. The statistics in fact do not fully reflect the hardship and inconvenience that is experienced by the poor, particularly the women and children, in areas where water is scarce, inadequate or polluted. In terms of mandays lost due to water-borne or water related disease which constitute nearly 80 per cent of the public health problem of our country, the wastage is indeed colossal.

1.2 Until the end of Fourth Five Year Plan i.e. during the period 1951—74, the total investment made by the Central and State Governments for providing water supply and sanitation facilities was of the order of Rs. 855 crores, over 65 per cent of it in the urban area. During this period, the water supply programme was not given a high enough priority in the national planning process. The constraint of resources in the States and the competing demands for programmes in other sectors compelled the State and local Governments to give relatively lower priority to water supply in the allocation of funds. There was also at the same time insufficient appreciation of the magnitude and complexity of the problem."

1.3 In this connection, Seventh Plan Document states as under:

"As in the Sixth Plan, the rural water supply continued to be a part of the Minimum Needs Programme as well as the revised 20 Point Programme during the Seventh Plan. However, in order to achieve the maximum coverage of rural population during the Seventh Plan, the scope of rural water supply to MNP needs to be extended to

all villages, whereas it was restricted to identified problem villages until the end of the Sixth Plan. It may be noticed that, during the Sixth Plan period, there has been quantum jump in investment in the sector, especially with regard to the provision of rural supply. The priority given to this programme is clearly seen from the fact that the Central Government has given a big helping hand to the State Governments in providing the problem villages with water supply by progressively increasing the Central assistance under the Accelerated Rural Water Supply Programme (ARP). The amount under ARP and incentive schemes given to the States for the implementation of rural water supply programme in the Sixth Plan amounted to Rs. 918.65 crores and during the Seventh Plan, it is likely to be about 1.5 times that amount."

1.4 The Seventh Plan Document further states that "Attempts would be made to cover all those villages which do not have an assured source of water supply within a distance of 0.5 km (as against the present norm of 1.6 km. and also to enhance per capita norm for water supply from 40 litres per capita per day (pcd) to 70 pcd, during Seventh Plan, as recommended by the Estimates Committee.

1.5 It is also essential to ensure that the poor sections of the society like Scheduled Castes, Scheduled Tribes and landless agricultural labourers have equal access to this facility. In this context, the location of the source|water collection points is important. This calls for greater attention to the matter of selection of location of the sources|water collection points. Where necessary, additional sources|water collection points for enabling the poor to obtain access to safe drinking water should be separately provided if access to the community sources provided under the general scheme for drinking water supply to villages is difficult for them.

1.6 A new policy is also being evolved in the Seventh Plan to tackle special problems of water supply which are peculiar to certain States (Rajasthan, Haryana and Madhya Pradesh) to hilly areas. The problems of such States and areas will receive special attention in the Seventh Plan.

(ii) Responsibility of Central Government

1.7. The Ministry of Agriculture (Department of Rural Development) have stated that the provision of drinking water is the responsibility of the States. The responsibility of the Centre is limited to advising in the implementation of the drinking water supply schemes and providing funds under the Accelerated Rural Water

supply programme. The Central Government render technical advice through the Central Public Health and Environment Engineering Organisation (CPHEEO) to the various States and Union Territories by going through critically schemes which are proposed to be implemented by the States under the ARP. The Centre also helps the States in obtaining international assistance for rural water supply programmes. However, the full responsibility for implementation of the drinking water supply schemes entirely rests with the States and the Union Territories.

(iii) Implementation of Schemes during First to Fourth Plans

1.8. It has been stated that after Independence, the Environmental Hygiene Committee made an overall assessment of the country wide problems in the entire field of environment Hygiene. The committee had recommended a comprehensive plan to provide water supply and sanitation facilities for about 90 per cent of the population in a period of 40 years. When the First Five Year Plan was launched in 1951, the provisions for water supply and sanitation schemes were made under community development work and local development work included in the plan. Following this the Central Government also initiated the water supply and sanitation programme during the First Plan as part of the health schemes under the plan and made specific provision by way of loans and grants for the States to implement water supply and sanitation schemes in both urban & rural areas.

1.9. The Ministry of Agriculture (Department of Rural Development) have further stated that no information is available regarding any specific schemes which were implemented in the various States and Union Territories during the first four Five year plans since the subject matter is the responsibility of the State Governments. However, expenditure incurred during the first four plans was of the order of 855 crores.

1.10. As regards achievements made during the First to Fourth Five Year Plans (1951 to 1974), the Ministry have stated that no data at national level is available regarding the actual achievements made under this Sector.

(iv) Implementation of schemes during the 5th & 6th plans

1.1 Regarding schemes implemented during the Fifth & Sixth plans, the Ministry have stated that during the Fifth plan (1974—79) the concept of minimum needs programme was introduced for the first time. The rural water supply was one of the sectors which

was included under the Minimum Needs Programme. It was expected that the various State Governments would concentrate on the provision of drinking water supply facilities to the identified problem villages under the Minimum Needs Programme. On the recommendation of the National Development Council the Centrally Sponsored Programme of Accelerated Rural Water Supply which was in operation for 2 years i.e. 1972-73 and 1973-74 was withdrawn and the States were expected to carry on the programme of providing water supply to the identified problem villages under the State Sector M.N.P. With this monitoring by the Central Government got reduced and the States were expected to furnish information only at the time of the submission of annual plan proposals to the Planning Commission. The States were also expected to implement other water supply schemes both in urban and rural areas depending on the allocation made in their budget. However, in 1977-78 the Central Government re-introduced the Accelerated Rural Water Supply programme under which the Centre provided 100 per cent grant to States and Union territories for implementing water supply schemes in the identified problem villages.

1.12 The A.R.P. was continued during the 6th plan with the Centre providing assistance to the States to cover the identified problem villages with atleast one source of safe drinking water.

(v) *Expenditure on water supply schemes during various plans*

The expenditure incurred on rural water supply, urban water supply and sanitation during first to sixth plans is indicated in the Statement below:—

(Rs. in Crores)

	I Plan	II Plan	III Plan + 9 Annual Plans (1966-69)	IV Plan	V Plan	VI Plan (1980- 85) (Amt. paid).
Rural Water Supply	3	30	48	208	429	2485.33
Urban Water Supply & Sanitation	8	44	174	340	539	1419.00
Rural Sanitation . . . . .	..	..	..	..	52	68.00
TOTAL :	11	74	222	548	1020	3972.33

1.14 It will be seen that the total expenditure on Water Supply and Sanitation Sector during First to sixth Plans is about 5847.33 crores.

1.15 The details of Outlay for water supply and sanitation during the 7th plan period is indicated in the Statement below:—

Seventh Plan Outlay—Water Supply and Sanitation

(Rs. crores)

S.I. No.	Scheme	VII Plan 1985-90 Outlay
1	2	3
1. States/UT's Plan		
	(i) Rural Water Supply and Sanitation of which MNP	2950.00 (2253.25)
	(ii) Urban Water Supply and Sanitation	2035.64
	TOTAL : States/UT's Plan	5285.64
2. Central Plan		
	(i) Centrally Sponsored Accelerated Rural Water Supply Programme (ARP)	1201.82
	(ii) Incentive Bonus Scheme	
	(iii) Other Programmes	35.61
	Total Central Plan :	1236.83
	GRAND TOTAL :	6522.47

1.16 The Committee note that the total investment made by Central and State Governments on Water Supply and Sanitation during first to fourth Plans was of the order of 855 crores, over 65 per cent of which was spent in urban areas. During this period, the water supply programme was not given a high enough priority in the national planning process. During the Fifth Plan the expenditure on water

supply and sanitation sector rose to 1020 crores and during the Sixth Plan the total investment in this sector further increased to 3972.33 crores which is almost four times the total investment during the Fifth Plan.

1.17 The Committee regret to point out that the Central Government have no information regarding the specific schemes implemented by States/Union Territories in this sector during first to Fourth Five Year Plan periods since the subject matter is the responsibility of the State Governments. As regards achievements made in this sector during this period, the Ministry have stated that no data at national level is available with them.

1.18 The Committee feel surprised that inspite of the fact that the Central investment in water supply and sanitation sector has been increasing tremendously plan after plan, the Central Government are still taking shelter under the plea that implementation of schemes in this sector is the responsibility of the State Governments.

1.19 When large amounts of Central funds are invested in States and Union territories, it is incumbent upon the Central Government to oversee the spending of these funds in the best interest of the public at large and watch progress and achievements under the various schemes and programmes, especially those which are sponsored by the Central Government. This is a fundamental principle of financial accountability. Accordingly, the basic information and data should be obtained from the State/Union Territory Governments by the concerned Department of the Central Government. The Committee, therefore recommend that there should be an effective monitoring Cell at the Central level which should keep a close watch on the implementation of water supply schemes in all States/Union Territories. The Cell should also maintain important statistical data regarding the targets fixed and actual achievements made in this sector in States/Union Territories.

1.20 The total investment in this sector both of States and Central Plans during the Seventh Plan period would be of the order of Rupees 6522.47 crores.

1.21 The Committee trust that the Central Government will closely watch the progress in this sector in the coming years particularly in the rural areas where majority of the Scheduled Castes, Scheduled Tribes and other weaker sections reside and would refrain from putting forward the excuse that "full responsibility for implementation of drinking water supply schemes entirely rests with the States and the Union Territories".

1.22 The Committee feel that the Central Government is definitely answerable to the people as to why safe drinking water is not available in all towns and villages even 38 years after independence.

CHAPTER II

(i) *Identification of Problem Villages*

2.1. The former Ministry of Works and Housing (PHE Division) have stated in a note that water supply programmes were implemented by the States initially by Departments other than Public Health Engineering Departments like Community Development Work and Local Development department. However, gradually the technical departments for implementing water supply programme were built up in the States. Inspite of this it was found that in so far as rural water supply was concerned the States were implementing water supply schemes in villages which did not have any acute problem in obtaining their water supply needs. Therefore, during the first half of the sixties it was decided by the Government of India to ask the various State Governments to identify villages which had difficulty in getting their water supply needs. For this purpose criteria for identification was laid down by the Government of India namely:—

- (1) Villages where no water source existed within a distance of 1.6 Kilometres or where water was available at a depth of more than 15 metres. (In hilly areas, villages where water sources were available at an elevation difference of more than 100 metres from the habitation);
- (2) Villages where the water sources were having excessive salinity, iron, fluorides and other toxic elements hazardous to health; and
- (3) Villages which were exposed to the risk of water-borne diseases, such as cholera, guinea-worm, etc. from the available water sources.

2.2. The Ministry of Health under whose administrative control the subject of water supply was at that time issued letters to the States and Union Territories to carry out the survey and identify the problem villages based on the above criteria. The Central Government provided assistance to the States for the special investigation divisions to carry out the survey during the fourth plan. As a result of this survey the various State Governments had identified about 1.53 lakhs villages as problem villages in 1972. The statewise details are given in Annexure I.

2.3. However, many of the States came out with the explanation that the identification done in 1972 was not complete and therefore, more problem villages had actually been identified by them satisfying the criteria already prescribed. At the beginning of the 6th Plan the various State Governments had indicated the total identified problem villages as 324770 of which they had shown a coverage of 93986 thus leaving a balance of 230784 problem villages at the beginning of the 6th plan. Details of the problem villages identified at the beginning of the 6th Plan is at Annexure II.

2.4. When the Committee enquired why the number of identified problem villages as on 1-4-1980 had gone upto 324770 while the total number of problem villages identified in 1972 was 152894, the representative of the Department of Rural Development stated during evidence that the initial survey carried out in 1972 was incomplete. Therefore, another survey was done in 1980.

2.5. The Committee were informed during evidence that there was a shift in the criterion for identifying new problem villages.

2.6. The new definition of problem village will bring down the distance from 1.6 km. to 0.5 km. and for the hilly areas instead of 100 metres it was coming down to 15 metres.

2.7. In reply to a question the representative of the Ministry clarified that the definition of 'Problem Village' had now been changed. Within the problem village, Scheduled Castes and Scheduled Tribes hamlets had to be shown separately. In the format this change had been made in the 7th plan.

2.8. The attention of the representative of the Ministry was invited to 6th plan wherein it was stated that out of 2.30784 problem villages which remained at the beginning of the 6th plan, a total of 192204 villages had been provided with at least one source of water supply. The Committee desired to know whether new problem villages had been identified and reported by States as a result of the change of the definition. The representative of the Ministry of Agriculture (Department of Rural Development) explained that the States had said that some of the non-problem villages had been declared as problem ones. The survey as on 1-4-85 would give the number of problem villages according to the new definition.

2.9. Asked by what time the data in new format would be available the representative of the Ministry stated that by 31st March, 1986 they would get the basic data.

2.10 The Committee desired to know whether any data had been compiled regarding the number of Scheduled Castes and Scheduled Tribes problem villages in various States and Union Territories. The representative of the Ministry clarified that they did not compile any specific data and that they would do it now.

(ii) *Water Supply under Minimum Needs Programme*

2.11 As regards water supply under Minimum Needs programme it has been stated by the Ministry in a written note that the concept of the Minimum Needs Programme was introduced in the 5th Plan (1974—79). The basic idea was to provide minimum basic facilities to the rural population. However, in so far as provision of safe drinking water was concerned it was related to solving the problem of drinking water in the identified problem villages as a whole without specifically restricting it to the Scheduled Caste Bastis or remote tribal areas. The various States have been implementing the special component plan to benefit the SC population and the tribal sub-plan to benefit the tribal population.

2.12 In reply to a question asking for the outlays for Minimum Needs Programme for 5th, 6th and 7th plans and actual expenditure incurred, the Ministry have stated as under:

"Based on the information available the following are the outlays and expenditure under the MNP during the 5th, 6th and 7th Plans:

(Rs. in crores)

Period	Outlay	Expenditure
5th Plan (1974—79)	329.28	413.98
6th Plan (1980—85)	1407.11	1511.81 (Tentative)
7th Plan (1985—90)		The actual provisions are yet to be finalised for the 7th Plan after the NDC meeting.

2.13 When asked whether any targets were fixed under minimum needs programme and what have been the achievements in each plan period, it was stated that during the period 1977—80 when the ARP was in operation about 57000 villages were covered in the country both under MNP and ARP put together. The 6th Plan originally

envisaged a coverage of about 1.90 lakhs problem villages during the plan period with at least one safe source of drinking water which would be available throughout the year. During the 6th Plan period the total coverage as per the latest information available has been of the order of 1.92 lakhs. In so far as the 7th Plan is concerned, since the provisions are yet to be decided no targets have been fixed for the plan period. However, during the year 1985-86 it is estimated that about 35000 priority villages will be covered from the funds available under ARP (Rs. 298.88 crores) and MNP (Rs. 356.71 crores—tentative).

(iii) *Accelerated Rural Water Supply Programme*

2.14 The Ministry have stated that, in order to accelerate the progress of provision of water supply in problem villages, the Central Government introduced the scheme of providing 100 per cent grant under the Accelerated Rural Water Supply Programme during the year 1972-73. The scheme, however, was discontinued from the 5th Plan which provided for the implementation of the programme as one of the items under MNP in the State sector.

2.15. The States were given guidelines for implementing rural water supply programme and were requested to extend the water supply facilities under the MNP to the already identified problem villages. It was however, realised later during the 5th Plan that the States were not following the guidelines strictly and were not concentrating on problem villages. Government of India therefore decided to reintroduce the ARWSP on the lines of the earlier programme taken up in 1972-73. All the States were consulted on the norms for the implementation of the ARWSP in the year 1977-78 and detailed guidelines were issued to the States.

2.16. When asked to state why the Central Government after introducing the scheme of providing 100 per cent grant under the Accelerated Rural Water Supply programme during the year 1972-73 discontinued the scheme from the beginning of the 5th Plan period and again re-introduced the scheme in 1977-78 during the 5th Plan itself, the representative of the Ministry explained as follows:—

“It is a historical thing but from the record I have gone through, I can only say that as far as the concept of minimum needs was brought into Fourth Plan, it was thought not to give any push from here. There are eight items and water supply is one of them where State allocations are

earmarked and States do not have the option of reappropriating the funds. That was the reason perhaps why it was withdrawn. But such things develop and States have their own compulsions. It was found out even during the Fifth Plan that the minimum needs programme was not being given adequate attention by the States. As a result the Centre took the leadership role of providing catalytic agent by providing a little more money to needy States to ensure that they not only provide their share for the fulfilment of the national objective but we can ensure by a fiscal measure that they do it."

(iv) Water Supply Schemes under 20-Point Programme

2.17 The Ministry of Works and Housing have informed the Committee in one of their notes that the 20-Point Programme was announced in January, 1982. Point No. 8 of the 20-Point Programme lays down that efforts would be made to provide water supply to all the identified problem villages in the country. This point has stressed the importance and the priority to be given to the implementation of the rural water supply programme in the country as a whole. During 1980-81 it had been assessed that to cover all the problem villages which remained at the beginning of the 6th Plan an amount of Rs. 2553 crores would be needed to cover the 1971 population of these villages, the initial provision under the 6th Plan was only of the order of Rs. 2007 crores. In order to cover the 1981 population of these villages, it was estimated that funds required would be of the order of Rs. 3800 crores.

2.18 As it was necessary to give priority in the implementation of Rural Water Supply Programme, in the conference of the Ministers' held in 1982 and again in 1983 it was resolved that in covering problem villages priority would be given to the Scheduled Castes/Scheduled Tribes population. It was also resolved that whenever a source is provided in a village it would be done in the SC/ST areas provided it was technically and logically not impossible to do so.

2.19. Asked about the role of the Central Government in assisting the State Governments/Union Territory Administrations to achieve the objective of providing safe drinking water supply under 20-Point Programme, the Ministry have stated in a note that "The Central Government has been assisting the State Governments and Union Territories with 100 per cent financial grant to cover the problem villages under ARP since 1977-78. Because of the priority given to the pro-

gramme under 20-Point Programme the Centre has provided additional grant under ARP to the States/Union Territories during the Sixth Plan period. Further in order to improve the implementation of the programme, the Centre also announced a new programme under Rural Water Supply in 1983-84 under which additional grants were given to the States based on performance under the normal rural water supply programme, under ARP and MNP to the extent of Rs. 116.11 crores.

2.20. In clearing the schemes under the new programme announced in 1983-84 the Centre took into consideration the population to be benefited by these schemes. Though initially only Rs. 600 crores have been provided under the ARP for the Sixth Plan, the releases to the States/Union Territories under ARP and the new incentive programme has been of the order of Rs. 919 crores.

2.21 During evidence the Committee was informed that Comptroller and Auditor General in his Report for 1983-84 (para 29) had made average comments regarding utilisation of MNP Funds by several States/Union Territories during the Sixth Plan. The matter was under examination by the Public Accounts Committee.

(v) *Coverage of Rural Population*

2.22 The Ministry of Agriculture (Dept. of Rural Development) in a note furnished to the Committee have stated that as per information compiled from the reports submitted by the various States and UTs the percentage of rural population covered during the period 1981-82 to 1983-84 is as follows:

Year	Total rural	S.C. population	Per cent- age	S.T. population	Per cent- age	(Population in lakhs)
						*
1981-82	234.41	34.91	14.89	24.72	10.55	
1982-83	314.57	51.91	16.50	26.14	8.91	
1983-84	360.62	56.51	15.67	26.9	7.48	

NOTE :

1. Information for 1983-84 given above is still incomplete as some of the States have not furnished correct details.
2. The details for 1984-85 are yet to be received from many States.

2.23 In reply to a question whether Central Government had issued any guidelines to the States/Union Territories for giving priority to Scheduled Caste/Scheduled Tribe areas for supply of clean drinking water, Ministry of Agriculture (Department of Rural Development) have stated as under:—

“The States had been earlier asked to give priority to SC/ST areas in implementing their rural water supply programmes and where physically possible the first source in a problem village was to be located in Scheduled Caste/Scheduled Tribe areas. In accordance with the high priority being given to this objective, the States have not been asked to earmark the percentage of funds under ARP exclusively for Scheduled Castes under the Component Plan and the Scheduled Tribes under the Tribal Sub-Plan and the percentage would be the same as the percentage ear-marked by the States for their plan under the MNP.”

2.24 As regards the percentage coverage of rural population achieved so far and the period by which 100 per cent coverage is likely to be achieved, the Ministry have stated as under:

“The coverage of rural population at the beginning of the 7th Plan is estimated at 53.2 per cent. 100 per cent of the rural population is also projected to be covered with water supply facilities by March, 1991. The target has been fixed under the International Drinking Water Supply and Sanitation Decade which commenced in India on 1st April, 1981. A mid term review of the Decade activities and achievements is proposed to be held in the middle of October, 1985 when the programme activities will be critically reviewed and reassessment made of the targets that can be achieved with the proposed allocation for the water supply and sanitation sector during the 7th Plan. A clearer picture of the possible achievement by end of the 7th Plan will be available after the Decade review meeting.”

2.25 During the course of evidence the representative of the Ministry explained further as follows:

“According to the objective we had set before us we are expected to achieve one hundred per cent coverage under

potable supply of water. But according to the projection on the basis of the resources that we have by 1985 we will cover 52 per cent of the population and by 1990 we will cover 73 per cent of the population. With the present resources we may not be able to cover 100 per cent population by 1990-91 as the decade objective is, but that is subject to various points. If the allocation goes up the possibility may be there, but within the parameters of the constraints we will be able to cover 73 per cent.”.

(vi) *Problem of drinking water supply in Scheduled Caste/Scheduled Tribe villages*

2.26 In a note furnished to the Committee the Ministry have stated that no assessment regarding Scheduled Caste villages where problem of drinking water is acute on account of the practice of untouchability even though water sources are physically available has been made by them and that they have no information on the subject.

2.27. The Ministry have further stated that in the guidelines prescribed for the implementation of the rural water supply programme, it has been provided that in all cases where it is technically and logically not impossible to do so, a water source in a village should be provided in the Scheduled Caste/Scheduled Tribe locality. Under the International Drinking Water Supply and Sanitation Decade which commenced in the country on 1st April, 1981, it is proposed to provide drinking water supply facilities to 100 per cent of population in the rural areas by 1991. In order to achieve this objective, the Ministry has recently circulated detailed proforma for collecting information on the villages/habitatin/hamlets in the various States/Union Territories. As and when the information is made available by the States and Union Territories, it will be possible to assess the needs of the Scheduled Caste/Scheduled Tribe villages, hamlets and take action to implement schemes for benefiting these villages, and also monitor their implementation.

2.28 A working group for the formulation of the strategy and priorities for the development of Scheduled Caste/Scheduled Tribe and weaker section of society 1980—85 was constituted by the Planning Commission in July 1980.

2.29 The Working group Report of September 1980 while dealing with the problem of drinking water supply to Scheduled Caste localities had observed as follows:—

“A specific and clear exercise has to be undertaken by each State/

Union Territory to assess the position of the Scheduled Castes with regard to the availability of drinking water. For this purpose the following facts must immediately be gathered:

- (i) Number of villages in the State.
- (ii) Number of villages with facilities for drinking water.
- (iii) Number of Scheduled Castes localities with drinking water facilities.
- (iv) The list of villages which have a drinking water source, but where the Harijan locality is without drinking water.

With these data in hand the precise programme for providing drinking water to the Scheduled Castes must immediately be drawn up.

It stands to reason, from the position of deprivation of social discrimination against the Scheduled Castes that the bulk of plan programmes and outlay for drinking water supply both in the State Sector and Central Sector should come into the Special Component Plan except to the extent provided in the Tribal Sub-Plans which pertain to the other distinct deprived category namely Scheduled Tribes.

A list of 'Problem Villages' has been prepared without taking into account the social problem experienced by the Harijan Bastis. Therefore all Harijan Bastis of 'Non-problem Villages' where Scheduled Castes do not experience fully and equal access to the drinking water sources in the village, should be included in the list of 'Problem Villages'. Similarly, in the list of Problem Villages, the Harijan Bastis, where Scheduled Castes will not be able to experience full and equal access to drinking water should be separately included in the list of 'Problem Villages', so that in such cases either a common source may be located in the Scheduled Caste Basti or a separate source may be located in the Basti."

2.30 During evidence while referring to the Working Group Report, the Committee enquired as to what action Government had taken on the various recommendations regarding supply of safe water to Scheduled Caste villages.

The representative of the Department of Rural Development stated that it was in 1980 that the Working Group's recommendations came. The circular issued by the Ministry in 1981, was in response to that very point raised in the Working Group's report.

2.31. The Committee pointed out that in spite of Working Group's recommendation, Ministry was unable to say positively as to how many Scheduled Caste/Scheduled Tribe people had received the benefit of drinking water supply even though figures regarding coverage of total number of problem villages were available.

2.32. Asked to state what specific and particular action had been undertaken by each State and Union Territory to assess the availability of drinking water to Scheduled Castes the representative of the Ministry explained:

"I again submit that if you specifically ask a question about accessibility, the figure is not with us. Perhaps this is being monitored in the erstwhile Division of the Home Ministry, now called and Welfare Ministry. We cannot give you answer for this."

2.33. The Ministry have stated in a note furnished to the Committee that in so far as the tribal areas are concerned, the water supply problem is further accentuated because the population live in groups spread over vast areas. Many tribal people do not stay in one place and move about to make their living. This poses more problems in that the water supply facilities will have to be provided at the new places of their settlement. It is also observed that most of the tribal areas are in hilly terrains with scanty sources of water. Because of the low water sources that can be tapped for providing the needed water and because of the low population in each settlement, cost of providing water supply in the tribal areas increases as compared to the cost in other areas.

2.34. In all the states where tribal subplan area has been designated the State Governments are implementing the water supply programme under the minimum needs programme. Funds under MRP are earmarked to be spent in such areas. Since such earmarking of funds has been done only in the State Sector full details of the schemes implemented to benefit the tribal population are not available with the Ministry.

(vii) International Drinking Water Supply and Sanitation Decade (1981—1990)

2.35. The United Nations Conference on Human Settlements held in June 1976, at Vancouver, at British Columbia, recommended that safe water supply and hygienic waste disposal should receive high priority from governments and International Agencies to enable governments to achieve the target of serving all the population by 1990. These objectives were reiterated in the United Nations Water Conference at Mardel Plata, Argentina in March 1977 when it was

further declared that the ten year period 1981-90 be designated as the 'International Drinking Water Supply and Sanitation Decade'. The Conference requested closer cooperation among international organisations, and increased technical and financial assistance from external bilateral and multi-lateral agencies, in order to achieve the goals of safe water supply and adequate sanitation by the year 1990.

2.36 The 31st United Nations Assembly meeting in late 1977 approved the recommendations of the Water Conference. The International Conference on Primary Health Care at Alma Ata, USSR in September 1978 emphasised that water supply and sanitary facilities must be provided to the people in the developing countries since a preponderent percentage of the sickness and disease in the developing countries is attributable to contaminated water and inadequate sanitation. India was a party in all these conferences and subscribed to the Resolution of the 31st United Nations General Assembly, pledging its full support for the International Decade programme.

2.37. The Planning for the International Drinking Water Supply and Sanitation Decade started in India in 1978 itself with a Conference held in New Delhi wherein all the States participated. It was further followed up with a series of Conferences in which both the administrative heads and technical heads of the implementing agencies in the States and Union Territories participated. On the basis of the assessment and recommendations made at these Conferences and with the help of World Health Organisation, the Ministry of Works and Housing (CPHEEO) has finalised a Master Plan for implementation of the Decade Programme. As per the Master Plan, it is envisaged to adopt the least cost solution for solving the problem of drinking water supply in the rural areas. The Decade objective is to provide safe and adequate drinking water supply facilities to the entire rural population. In order to optimise the available resources, it was decided to adopt the low cost technology of providing water supply through spot sources (*i.e.* with tubewell fitted with handpump) in all areas where these were feasible. In general it is expected that in about 70 per cent of the areas this system would be workable. In areas which could not be covered with the spot sources, piped water supply systems were envisaged. Even in the piped water supply system it was proposed to provide water supply either through cisterns or through public stand posts, completely avoiding the provision of house service connections, mainly to economise on the schemes.

2.38. In reply to a question whether any funds have been provided by member countries to Indian Government to improve the drinking water supply facilities in rural areas, especially, those villages which have concentration of Scheduled Caste/Scheduled Tribe population, the Ministry have stated in a note that "there is no direct funding provided by any member country as part of the International Decade. However, a few countries and multi-lateral agencies have taken interest in the implementation of the rural water supply programme in India and have come forward with assistance to implement the rural water supply schemes in the various states. Schemes for external assistance are prepared by the State Governments initially after which they are appraised by donor agencies."

2.39. When asked what was the check exercised by the Central Government that funds received from external agencies in respect of water supply schemes were properly utilised by the State Government/Union Territory administration, the representative of the Ministry stated that "the appraisal machinery in the case of external agencies is better. We hold quarterly meetings with the State Governments. The external agencies themselves send the appraisal also."

(viii) Water-borne Diseases

2.40. Regarding water-borne diseases which affect the health of people in the rural areas it has been stated in a note furnished to the Committee that the following water-borne diseases are found common in the country including among Scheduled Castes and Scheduled Tribes:—

- Cholera and diarrhoeal diseases
- Amoebiasis
- Dysentery
- Helmintic infection
- Enteric Fever
- Hepatitis

Amongst the above diseases, diarrhoeal diseases are responsible for common morbidity and mortality of population specially children.

2.41. Water-borne diseases as a group, constitute a significant cause of morbidity and mortality in India. In 1983, according to Central Bureau of Health Intelligence data, more than 9 million cases of diarrhoea were reported from different States and 7445 persons died. Besides mortality, adverse effect of diarrhoeal diseases on the health and nutritional status of the individual is well documented. Since water-borne diseases are primarily transmitted through contamination

of water supply with infectious agents, it is expected that with provision of safe drinking water the incidence of these will come down drastically.

2.42. The incidence of water-borne diseases is higher in rural areas because of the non-availability of protected water supply. Especially vulnerable are the weaker sections of our society such as Scheduled Castes and Scheduled Tribes who live in unhygienic conditions. However, exact data on the true extent of the problem in these populations is not available.

2.43 During the Fourth Plan, the Central Government came to the conclusion that Rural Water Supply Schemes were not being implemented properly by the State Governments/Union Territory Administrations and as such the Central Government decided to ask the various State Governments to identify the villages which had difficulty in meeting their water supply needs. The Central Government provided assistance to the States for the special investigation divisions to carry out the survey during the Fourth Plan. As a result of this survey the various State Governments had identified about 1.53 lakh villages as problem villages in 1972. Subsequently many State Governments stated that the identification done in 1972 was not complete and therefore more problem villages had been identified. At the beginning of the Sixth Plan, in 1980, the various State Governments had indicated the total identified problem villages as 3,24,770 of which they had shown a coverage of 93,986, thus leaving a balance of 2,30,784 problem villages at the commencement of the Sixth Plan.

2.44. The Committee were informed during evidence that the criterion for identification of problem villages fixed initially during the Fourth Plan has since been changed and under the new criterion more villages come within the definition of the "problem village" as the distance of 1.6 kilometres fixed originally for the water supply source has been brought down to 0.5 kilometre at present. In view of this shift in the criterion of identifying problem villages, some of the non-problem villages have been declared as problem ones. The survey of problem villages as on 1-4-1985 would indicate the number of problem villages in accordance with the new definition. The fresh data according to the new criterion would be available to the Ministry by the end of March, 1986. The survey as on 1-4-1985 would also indicate the Scheduled Caste and Scheduled Tribe hamlets separately.

2.45. The Committee note that the concept of minimum need programme was introduced in the Fifth Plan (1974—79). The basic idea was to provide minimum basic facilities to the rural population including safe drinking water. The States were given guidelines for implementing rural water supply programme and were requested to extend the water supply facilities under the MNP to the already identified problem villages.

2.46. In order to accelerate the progress of provision of water supply in problem villages the Central Government had introduced a scheme called Accelerated Rural Water Supply Programme in 1972-73 under which 100 per cent grant was given to the States/Union Territories. This scheme, however, was discontinued in the Fifth Plan in view of the fact that Rural Water Supply was one of the items under the minimum needs programme to be implemented by the States in the State Sector. However, the Central Government realised later during the Fifth Plan itself that the States were not following the guidelines strictly and were not concentrating on Rural Water Supply Schemes under MNP. Government of India, therefore, reintroduced Accelerated Rural Water Supply Programme in the year 1977-78 and detailed guidelines were issued to the States.

2.47. The Committee are at a loss to understand why the Central Government suddenly discontinued the Accelerated Rural Water Supply Programme after introducing it in 1972-73. The Central Government should have watched the progress of the scheme for the full duration of a plan period before taking any hasty step to discontinue the scheme on the ground that Rural Water Supply was to be implemented under MNP in the State Sector.

2.48. The Committee have been informed that in order to give necessary priority in the implementation of Rural Water Supply Programme, in the conference of the Ministers held in 1982 and again in 1983 it was resolved that in covering problem villages priority should be given to the Scheduled Castes/Scheduled Tribes population. It was also resolved that whenever a water source is provided in a village it should be located in the Scheduled Caste/Scheduled Tribe areas provided it is technically and logically not impossible to do so. The Committee have been further informed that because of the priority given to the Rural Water Supply under 20-Point Programme the Central Government had provided additional grant under ARP to the States/Union Territories during the 6th Plan period. In order to improve the implementation of the Rural Water Supply Scheme in 1983-84 additional grants were given to the States under ARP and

MNP to the extent of Rs. 116.11 crores. Though initially Rs. 600 crores had been provided under the ART for the Sixth Plan, the releases to the States/Union Territories under Accelerated Rural Water Supply Programme and the new incentive programme had been of the order of Rs. 919 crores. . .

2.49 The data furnished to the Committee regarding coverage of rural population during the year 1980-81 to 1983-84 reveals that the coverage of Scheduled Caste population during these 3 years ranged between 15 to 16.5 per cent of the total rural population. As regards coverage of Scheduled Tribe population the Committee note that the percentage was 10.55 in 1981-82 which came down to 8.31 in 1982-83 and was further reduced to 7.46 in 1983-84. These figures clearly indicate that as far as the coverage of Scheduled Tribe population is concerned, the progress has not been encouraging.. Instead of the percentage going up it has been going down. The Committee would like the Central Government to examine this matter as to why the coverage of tribal population has a downward trend and they should take up the matter for detailed examination with the tribal majority States.

2.50. The Committee have been informed that the coverage of rural population at the beginning of the Seventh Plan is estimated at 53.2 per cent. Department of Rural Development have stated that 100 per cent of the rural population is also expected to be covered with water supply facilities by March 1991 according to the target fixed under the International Drinking Water Supply and Sanitation Decade which commenced in India on 1-4-1981. The representative of the Ministry, however, admitted during evidence that with the present resources available it may not be possible to achieve 100 per cent coverage of the rural population by 1990-91 because of the constraints of resources. Within the parametres of the financial constraints only 73 per cent of the rural population is expected to be covered by the end of 1990-91.

2.51 The Committee are at a loss to understand why the Central Government have fixed unrealistic targets under the International Drinking Water Supply and Sanitation Decade as the constraint of resources for the water supply sector is not a new phenomenon and Government of India should have made a realistic assessment of the availability of funds for the water supply sector for the period of the decade. The Committee, therefore, recommend that the achievements of the International Drinking Water Supply and Sanitation Decade should be assessed immediately and realistic targets should be fixed which can be achieved according to the present availability of funds.

It is unfair to mislead the people by fixing inflated targets which are incapable of being achieved.

2.52 The Committee note that no assessment regarding Scheduled Caste villages where problem of drinking water is acute on account of the practice of untouchability even though water sources are physically available has been made and the Ministry have no information on the subject. The Committee find that a Working Group for the formulation of the strategy and priorities for the development of Scheduled Castes/ Scheduled Tribes and weaker sections of Society for the period 1980—85 was constituted by the Planning Commission in July, 1980. The Working Group Report submitted in September, 1980 dealt with various problems relating to Scheduled Castes and Scheduled Tribes. The working group made specific recommendations regarding collection of basic data regarding number of villages in the State, number of villages having facilities of drinking water, number of Scheduled Caste localities with drinking water facilities and details of villages which have a drinking water source but where the Harijan locality is without drinking water facilities. The working group felt that after the collection of such data the precise programme for providing drinking water to the Scheduled Castes must immediately be drawn up.

2.53 The Committee are surprised to note that no serious action was taken on the recommendations of the Working Group and till today complete data as suggested by the Working Group is not available with the Ministry. During evidence, the representative of the Department of Rural Development stated that they had issued a circular in 1981 in response to the suggestions made in the report of the working group but further action could only be taken when complete information was received from the States/Union Territories.

As regards water supply programme in tribal areas, the Committee were informed that in all States where tribal sub-plan is applicable, the State Governments are implementing the water supply programme under the minimum needs programme Funds under MNP are earmarked to be spent in such areas. Since such earmarking of funds has been done only in the State sector full details of the schemes implemented to benefit the tribal population are not available with the Ministry.

2.54 The Committee are not able to reconcile with the attitude of the Central Government in dealing with the Water Supply Problems of Scheduled Castes/Scheduled Tribes. It is needless to point out that there is heavy investment of central funds for water supply programme

and during the Sixth Plan itself the releases to the States/Union Territories under Accelerated Rural Water Supply Programme and the new incentive programme had been of the order of Rs. 919 crores. The Committee need hardly stress that the responsibility of the Central Government does not end simply by releasing funds to the States/Union Territories. The Central Government must take full responsibility to ensure that a reasonable share of the central funds given to the States and Union Territories is actually spent for providing safe drinking water to Scheduled Castes and Scheduled Tribes. Even in accordance with principle of financial accountability, it is the duty of Central Government to monitor the programmes financed by Central funds. It is a matter of great concern that the recommendations made by the Working Group in its report (1980) have not been implemented so far and the Department of Rural Development is still not having a clear picture about the actual coverage of Scheduled Caste and Scheduled Tribe villages in various parts of the country.

2.55 The Committee trust that the Central Government will take up this matter more seriously and obtain complete data regarding coverage of Scheduled Caste and Scheduled Tribe villages from all the States/Union Territories so that the implementation of water supply schemes during the Seventh Plan period can be done more realistically.

2.56 The Committee would also like to point out that the incidence of water-borne diseases is higher in rural areas because of the non-availability of protected water supply. Especially vulnerable are the weaker sections of the society such as Scheduled Castes and Scheduled Tribes who live in unhygienic conditions. In view of this it is all the more important that exact data on the extent of this problem in Scheduled Caste localities and tribal areas is collected at the earliest for taking necessary remedial measures.

CHAPTER III

(i) *Monitoring of funds provided by Central Government*

3.1. The implementation of drinking water supply schemes is the responsibility of the States and Union Territories. The Centre has only an advisory and coordinating role and is responsible for technical guidance to the States in the implementation of the programme. The Centre is also responsible for assisting the States in the formulation of the Plan and helping in projecting the needs of the water supply and sanitation sector in so far as budgetary provisions are concerned. Till 1977-78 most of the monitoring of the implementation of the schemes was carried out by the States and the physical and financial progress achieved were only reflected in Annual Plan/Five Year Plan Documents which the States submit to the Planning Commission. These documents used to be the only source of information on the physical and financial performance in this sector.

3.2. With the reintroduction of the Accelerated Rural/Water Supply Programme in 1977-78 under which the Centre started releasing funds for schemes to be implemented in the identified problem villages, the monitoring system, under which the States were requested to furnish information on the progress both in physical and financial terms on a quarterly basis, was introduced. In order to evaluate and analyse these reports the Central Public Health and Environment Engineering Organisation of the Ministry of Urban Development was strengthened with a small monitoring cell, consisting of a staff of about 7 including a Dy. Adviser. Though initially only basic information was obtained from the States later on the proforma for submission of the report have been revised and the States are required to furnish these details on quarterly basis. With the introduction of the 20-Point Programme and creation of a separate monitoring cell in the Planning Commission to monitor the implementation of the 20-Point Programme on monthly basis, the Ministry of Urban Development (Central Public Health and Environment Engineering Organisation) has also devised a proforma for the monthly progress report to be submitted by the States.

3.3. The Central Public Health Engineering Organisation, technical wing of this Ministry, responsible for scrutiny and clearing of schemes under ARP is a very small organisation with only 23 technical officers to oversee the entire programme under the water supply

and sanitation sector in the country. Though there is a separate unit in Bombay which specifically looks into the supply and deployment of UNICEF rigs and spare parts there is no regional office to do effective field inspection/monitoring of the schemes implemented by the States and Union Territories. Therefore, the entire monitoring of the implementation of the rural water supply scheme is done at the Central level in Delhi by obtaining reports as already indicated.

3.4. Apart from the physical and financial progress indicated in the proforma the Ministry of Urban Development also obtains/utilisation certificates from the AGs/concerned financial authorities from the States and Union Territories for the amount released by the Centre for implementing rural water supply programme. This provides an indirect check on the proper utilisation of funds by the States. However, since field inspections are not carried out as frequently as is needed for monitoring the programme funded by the Central Government the actual benefit that has accrued due to the implementation of these programmes cannot be assessed with certainty.

3.5. When asked what check was exercised to prevent diversion of funds, the representative of the Ministry stated during evidence as under:—

“I have already mentioned that the Government of India’s agency is the Accountant General which looks after as to how the money has been spent. So, we go by the certificate of the Accountant General. Secondly, if there is a deviation then the release procedure takes care of it. Until and unless the correction is carried out, further releases do not take place.”

3.6. The outlay provided in the Sixth Plan for Rural Water Supply is Rs. 2007.11 crores comprising of Rs. 1407.11 crores under the State Sector Minimum Needs Programme and Rs. 600 crores under the centrally sponsored Accelerated Rural Water Supply Programme. The Central Government also announced a new programme under Rural Water Supply in 1983-84 under which additional grants were given to the States based on performance under the normal rural water supply programme to the extent of Rs. 116.11 crores.

3.7. Though initially only Rs. 600 crores had been provided under the Accelerated Rural Water supply programme for the Sixth Plan, the releases to States/Union Territories under Accelerated Rural water supply programme and new incentive programme has been of the order of Rs. 919 crores.

3.8. On the question of implementation of Water Supply schemes and monitoring arrangements therefore, the Seventh Plan document states as under:—

“It is also important that the State Governments, who are the implementing agencies for water supply and sanitation programmes, should pay attention to the organisational and administrative structures at various levels, in order to utilise the plan funds more efficiently and productively. The organisational pattern for execution of water supply and sanitation schemes varies not only between different States but also within the State itself in the case of many States. Though many States have now set up Water Supply and Sewerage Boards, in some States different agencies like PHED, Panchayati Raj, Community Development Department, Rural Engineering Department/ RIDP/PWD and CPWD are responsible for the execution of water supply and sanitation schemes. It is necessary to have uniform approach in this regard and as far as possible, the same administrative department should supervise the various aspects of design, execution and maintenance. The monitoring and evaluation systems need to be made more efficient and effective at the Central, State and district levels.”

(ii) *Assistance rendered by World Bank and other agencies*

3.9 In reply to a question whether assistance from World Bank and other agencies has helped in mitigating the problem of drinking water supply particularly in Scheduled Caste/Scheduled Tribe villages, the Ministry have stated in a note that assistance rendered by World Bank and bilateral agencies are not specifically earmarked for Scheduled Caste/Scheduled Tribe villages. The States however, give priority to backward areas in taking up the projects. The assistance rendered by World Bank Bilateral Agencies and UNICEF has provided additional resources to the States for implementing the projects. It has also made available equipments like drills and handpumps besides expertise monitoring and valuation.

3.10 In reply to a question as to how the Central Government watched the progress of water supply programme being implemented with external assistance, the Ministry have clarified that whenever external assistance is agreed to for implementation of any water supply programme, an agreement is drawn and signed by the donor agencies and execute agencies as well as Government of India and this provides adequate safe-guards to ensure that the programme is implemented according to the agreement. Review missions visit the project area for

this purpose. The Ministry holds regular meeting with the implementing agencies independently as well as in association with the donor agencies to watch the progress in the implementation of the project.

3.11 The utilisation of equipments like drills and hand-pumps for the performance for which they are meant is closely monitored not only by the Government of India but also by the donor agencies. In many instances, the donor agencies also engage additional experts who are stationed in the project areas to oversee the implementation of the programme and to ensure that the equipment supplied under the programme are put to proper use. Tripartite review meetings of UNICEF assisted Rural Water Supply programmes are held to ensure proper utilisation of UNICEF supplied rigs|handpumps.

3.12 It is also obligatory on the State Governments to provide certificate to the donor agencies for having utilised material assistance given by them.

3.13 During the evidence when the Committee enquired about the check exercised by the Central Government that funds received from external agencies in respect of water supply schemes were properly utilised by the State Government/Union territories, the representative of the Ministry stated that "the appraisal machinery in the case of external agencies is better. We hold quarterly meetings with the State Governments. The external agencies themselves send the appraisal also."

3.14 The Committee note that the outlay provided in the Sixth Plan for rural water supply was Rs. 2007.11 crores comprising of Rs. 1407.11 crores under the State sector Minimum Needs Programme and Rs. 600 crores under the centrally sponsored Accelerated Rural Water Supply Programme. The Central Government also announced a new programme under Rural Water Supply in 1983-84 under which additional grants were given to the States based on performance under the normal rural water supply programme to the extent of Rs. 116.11 crores. Though initially only Rs. 600 crores had been provided by the Central Government under the ARP for the Sixth Plan, the actual releases to States/Union Territories under Accelerated Rural Water Supply Programme and new incentive programme has been of the order of Rs. 919 crores.

3.15 Till 1977-78 most of the monitoring of the implementation of the water supply schemes was carried out by the States and the physical and financial progress achieved were only reflected in the Annual Plan/Five Year Plan Documents which the States submitted to the Planning Commission. These documents used to be the only source

for information on the physical and financial progress. With the re-introduction of the Accelerated Rural water supply programme in 1977-78, the Central Government started releasing funds for schemes to be implemented in the identified problem villages. In order to gear up the monitoring system the States were requested to furnish information on the progress both in physical and financial terms on a quarterly basis. In order to evaluate and analyse these quarterly reports the Central Public Health and Environment Engineering Organisation (CPHEEO) was strengthened with a small monitoring cell having a staff of about seven including a Deputy Adviser. The Central Public Health and Environment Engineering Organisation is the technical Wing of the Ministry of Urban Development responsible for scrutiny and clearing of schemes under Accelerated Rural Water Supply Programme. The Committee find that it is small organisation with only 23 technical officers and it can hardly do justice to monitor the entire programme under the Water Supply and Sanitation sector in the country. As a matter of fact the entire monitoring of the implementation of the Rural Water Supply Scheme is done at the Central level in Delhi by obtaining reports from the State Governments as well as on the basis of utilisation certificates received from the Accountant Generals or other financial authorities of the States and Union Territories.

3.16 In view of the fact that the Central Government is providing large sums of money to the State Governments/Union Territory Administrations for the Rural Water Supply Programme it is incumbent on the Central Government to exercise effective control on spending of funds. For this purpose, a strong monitoring agency is required. The Committee, therefore, urge upon the Government to strengthen the Central Public Health and Environment Engineering Organisation so that officers from this organisation can undertake field inspections to properly assess the implementation of the various programmes and evaluate the actual benefits accrued to the people living in the rural areas. It is needless to point out that majority of the Scheduled Caste, Scheduled Tribes and other weaker sections are living in the rural areas and it is necessary to strengthen the monitoring system in order to ensure that the Rural Water Supply schemes are properly implemented in the rural areas. The present system of evaluating and analysing the quarterly reports submitted by the State Governments as well as the utilisation of certificates received from the financial authorities while sitting in Delhi does not appear to be adequate and satisfactory.

3.17 The Committee fully agree with the observations made in the Seventh Plan Documents that it is important that the State Govern-

ment who are the implementing agencies for water supply and sanitation programme should pay attention to the organisation and administrative structures at various levels, in order to utilise the funds more efficiently and productively. The monitoring and evaluation systems need to be made more efficient and effective at the Central, State and District levels.

The Committee trust that the Government of India will take suitable steps in this direction.

3.18 The Committee are happy to note that the assistance rendered by World Bank bilateral agencies and UNICEF has provided additional resources to the States for implementing the projects of Drinking Water Supply in rural areas. The Committee were informed during evidence that appraisal machinery in the case of external agencies is better and the utilisation of equipments like drills and handpumps is not only monitored by the Government of India but also by the donor agencies. In many instances the donor agencies also engage additional experts who are stationed in the project areas to oversee the implementation of the programmes. The Committee hope all this will bring about the desired results.

3.19 The Committee need hardly stress that the primary responsibility of monitoring the implementation of these programmes should rest on the Central Government and there should be a system of regular and frequent visits of technical experts to the States and Union Territories for carrying out field inspections to assess the progress of water supply programmes. The Committee feel that by introducing the system of regular field inspections by technical experts better results could be achieved in the implementation of Rural Water Supply Schemes.

3.20 The Committee also recommend that while preparing new water supply schemes for which assistance is sought from World Bank Bilateral agencies and UNICEF highest priority should be accorded to the backward areas with a view to improve water supply facilities for Scheduled Castes, Scheduled Tribes and other weaker sections. The Committee trust that the Central Government will issue suitable instructions in this regard.

CHAPTER IV

Availability and Utilisation of Rigs

4.1 Ministry of Agriculture (Department of Rural Development) have stated in a note furnished to the Committee that the indigenous rigs, are procured by the State Governments directly or through DGS&D, Ministry of Supply. During 1980-81 when certain States were affected by severe drought, Ministry of Works and Housing funded the procurement of indigenous rigs through DGS&D and made available the same to the affected States.

4.2 UNICEF is involved in the well being of the children and expectant mothers. The availability of safe drinking water supply is an important requirement in this direction. UNICEF are, therefore, making available drilling rigs mostly for the hard rock areas (nearly 70 per cent of the country's area falls under hard rock terrain), to develop ground water sources where availability of surface source is scarce and also costly to provide.

4.3 SIDA (Swedish International Development Agency) gifted ten rigs during 1980-81 to tackle the drought situation that prevailed in the States of Bihar, Madhya Pradesh, Orissa, Rajasthan, U.P. and West Bengal.

4.4 Government of Australia gifted 2 rigs during 1980-81 to tackle the drought situation in Rajasthan.

4.5 When asked whether these rigs are sufficient to achieve the targets of water supply programme in terms of International Drinking Water Supply and Sanitation Decade, it was stated that in order to examine whether the rigs available are sufficient to achieve the targets of water supply programme under the International Decade for water supply and sanitation, a Committee was set up in 1982 to assess the requirement of drilling rigs. Taking into consideration the availability

of rigs then, the Committee assessed the requirement of different types of rigs in two phased periods indicated below:--

Type	1983-85	1985-90	Total (1983-90)
DTH 100 mm (4") Diameter	91	20	111
DTH 150 mm (6") Diameter	109	36	145
Direct Rotary	106	83	189
Reverse Rotary	13	16	29
Cable Tool	49	17	66
Combination	98	10	108
	466	182	648
	—	—	—

4.6 It has been stated in the national Master Plan, India prepared in connection with International Drinking Water Supply and Sanitation Decade 1981—90 that considering the present licensed production capacity of different types of rigs in the country, most of the requirements can be met. However, there may be a need to import 54 DTH (6"), 8 direct Rotary, 2 Cable Tool and 47 Combination rigs. In these cases also, only certain crucial components and spares must be imported thus making use of maximum number of suitable components that are indigenously available. The implementation can be effected through UNICEF Assistance Programme or direct import by Government of India, including bilateral donor programmes.

4.7 The population of rigs in the country as on 10 september 1985 is as shown in the following statement:—

(1) Sl. No.	State	RIGS made available by Government of India U N I C E F						Total	Rigs purchased by the State on their own @	Grand Total			
		(2) Old Generation	(3) New Generation	(4) SIDA	(5) Australian assistance	(6) GOI through UNICEF	(7) GOI Indigenous						
1	Andhra Pradesh	26	6	..	..	..	..	32	41	73
2	Assam	..	2	..	..	..	2	..	..	2
3	Bihar	7	11	1	1	29	49	37	86	86			
4	Gujarat	12	4	..	..	..	16	40	56	56
5	Haryana	1	2	..	..	..	3	5	8	8
6	Himachal Pradesh	1	2	..	..	..	3	11	14	14
7	Jammu & Kashmir	1	2	..	..	..	2	4	6	6
8	Karnataka	14	5	..	..	..	19	40	59	59
9	Kerala	..	2	..	..	..	2	6	8	8
10	Madhya Pradesh	26	13	2	1	20	62	85	147	147			
11	Maharashtra	17	3	..	..	..	27	57	77	77
12	Manipur	..	2	..	..	..	2	..	..	2
13	Meghalaya	..	1	..	..	..	1	..	..	1
14	Orissa	2	9	2	..	1	4	19	27	45			
15	Punjab	1	9	..	..	..	2	4	6	6
16	Rajasthan	9	4	2	1	20	38	54	92	92			
17	Tamil Nadu	16	4	..	..	..	20	53	73	73
18	Uttar Pradesh	..	1	7	1	..	10	19	51	70			
19	West Bengal	1	7	2	..	1	15	26	35	61			
Total :		134	87	10	2	5	98	395	550	888			

③ as on November, 1984.

4.8 The criterion for distribution of imported as well as indigenous drilling rigs to various State Governments and Union Territories is the type of geology where the rigs are to be deployed, the problem to be tackled, the manpower/workshop facilities available with the State etc. Experts (Master Drillers) from UNICEF examine the type of rig to be deployed in the varied conditions of the State and prepare specifications for the procurement of the same by the headquarters. In the case of indigenous rigs, the State Governments procure the same on their own and only in 1980-81 indigenous rigs were procured by Government of India for the drought affected States and were distributed based on gravity of the problem that prevailed in those States.

4.9 When asked how optimum utilisation of rigs was ensured by the Central Government, the Ministry have stated in a written note that the optimum utilisation of rigs purchased by the State Governments is being ensured by the State Governments themselves.

4.10 In the case of rigs made available by Government of India to the State Governments under the UNICEF programme, the State Governments are requested to make available the progress of the rig utilisation to Government of India. The rigs received under the UNICEF programme cover a period of nearly 15/16 years. The rigs received prior to 1978 are known as first generation rigs and most of them have outlived their operational life by now. The rigs received later, known as "new generation rigs", are being continuously operated by the State Governments. The performance of these rigs depends on many factors: hydrogeology of the operational area, movement of the rigs between operational sites (to provide at least one source of water per village), the type of terrain traversed, logistic of spare parts movement, service/workshop facilities available etc. In this direction UNICEF extend their assistance in the continued supply of spare parts and accessories. The drilling experts of UNICEF are stationed in different regions of the country to extend necessary assistance in the continuous operation of the rig in the varied geological formations and to tackle any field level technical difficulties. While making available the rig to the State Governments, the required drilling personnel are also given necessary training in the operation and maintenance of the rigs by UNICEF and the rig manufacturer. The rig is also being continuously serviced by UNICEF for the continuous working.

4.11 When the Committee desired to know how the optimum utilisation of rigs purchased by the State Governments or made available to them by the Central Government was ensured, the representative of the Ministry explained during evidence as under:—

"So far as rigs are concerned we have got complete data in respect of the rigs made available by UNICEF. The

monitoring system is inbuilt and there is complete monitoring and optimum utilisation of rigs. Certain norms are inbuilt, namely, about 105 bores are done per rig per year. Then it will depend on the type of rig, availability of spare parts and the question of movement of the rigs. These things are being monitored."

4.12 National Master Plan further states that for proper operation and upkeep of the maintenance of the rigs, State Governments should establish/improve the workshop facilities in this regard together with the timely supply of spares and arrange training facilities for well drillers.

4.13 It has been stated in the National Master Plan for India prepared in connection with International Drinking Water Supply and sanitation Decade 1981—90 that for proper operation and upkeep of the maintenance of the rigs, State Governments should establish/improve the workshop facilities in this regard together with the timely supply of spares and arrange training facilities for drillers.

4.14 The Committee note that the total availability of drilling rigs in the country as on 10-9-85 was 886 out of which 550 had been purchased by the State Governments themselves and the rest were made available either by International Agencies like UNICEF etc. or by Government of India. The Committee further note that 134 rigs received from UNICEF prior to 1978 are known as "First generation rigs" and most of them have outlived their operational life. 87 rigs received subsequently which are known as 'New Generation rigs' are being continuously operated by the State Governments.

4.15 A Committee was set up in 1982 to assess the total demand of various types of rigs in the country during the period 1983—90 to achieve the targets of International Drinking Water Supply and Sanitation Decade. That Committee, after taking into account the availability of rigs in the country, had assessed that 648 additional rigs would be needed for the period 1983—90. It also came to the conclusion that the country's requirements could be met mostly from indigenous sources but some special rigs would still require to be imported.

4.16 The Committee recommend that timely action should be taken for the import of rigs which are presently not being manufactured in India with the help of UNICEF and other foreign agencies.

4.17 While the Committee do appreciate the role of UNICEF and their experts in providing necessary assistance in the procurement of rigs, their spare parts and for keeping the rigs operational, the Com-

mittee cannot help sounding a note of caution that total dependence on outside agencies cannot continue indefinitely. This might also affect the morale and capability of Indian experts and technicians in the long run.

4.18 The Committee are of the firm view that it is high time that the Central Government provides necessary infrastructure in the country and encouragement for the indigenous production of all types of rigs in India including highly sophisticated rigs. If necessary, local technicians and engineers in this field should be sent for training abroad. Simultaneously, a training programme should be devised and implemented forthwith with the help of foreign experts to train our own technicians and experts for the proper handling and maintenance of drilling rigs. The Committee would like to be apprised of the positive steps taken by the Central Government in this regard.

NEW DELHI;
1 April, 1986

11 Chaitra, 1908 (S)

KRISHAN DATT SULTANPURI,
Chairman,

*Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes.*

APPENDIX I

(Vide Page 10)

Rural Water Supply

Problem Villages identified in 1972

State/UT	No. of problem Villages
1. Andhra Pradesh	6133
2. Assam	7619
3. Bihar	35000
4. Gujarat	9000
5. Haryana	4180
6. Himachal Pradesh	9400
7. Jammu & Kashmir	4000
8. Karnataka	8252
9. Kerala	1514
10. Madhya Pradesh	14080
11. Maharashtra	3893
12. Manipur	1100
13. Meghalaya	3306
14. Nagaland	814
15. Orissa	4619
16. Punjab	8340
17. Rajasthan	4877
18. Sikkim	490
19. Tamil Nadu	2585
20. Tripura	3396
21. Uttar Pradesh	15478
22. West Bengal	12451
23. A & N Island	70
24. Arunachal Pradesh	2451
25. Chandigarh	..
26. Delhi	45
27. D & N Haveli	72
28. Goa Daman & Diu	241
29. Lakshadweep	..
30. Mizoram	693
31. Pondicherry	75
TOTAL	158894

APPENDIX II
(Vide page 11)
Rural Water Supply Programme
Statewise Details—Problem Villages

Sl. No.	Name of State/UT	Total No. of villages 1971 census	No. of problem villages identified as on 1-4-80	No. of problem villages covered as on 1-4-80	No. of problem villages yet to be covered as on 1-4-80
1.	Andhra Pradesh	27211	12269	4063	8026
2.	Assam	21995	19234	3491	15743
3.	Bihar	67566	39741	24547	15194
4.	Gujarat	18275	9036	3720	5318
5.	Haryana	6731	4690	1250	3440
6.	Himachal Pradesh	16916	11137	8392	7815
7.	Jammu & Kashmir	603	6218	1520	4698
8.	Karnataka	20026	20003	4547	15456
9.	Kerala	1268	1164	6	1158
10.	Madhya Pradesh	70883	44792	19848	24944
11.	Maharashtra	35778	14025	1090	18905
12.	Manipur	1949	1280	68	1212
13.	Meghalaya	4583	3306	379	2927
14.	Nagaland	960	1045*	396	649
15.	Orissa	46992	27077	3461	29616
16.	Punjab	121888	3712	1945	1767
17.	Rajasthan	33305	24037	4234	19803
18.	Sikkim	215*	403*	107	296
19.	Tamil Nadu	15735	7826	577	664
20.	Tripura	4727	4727	1927	2800
21.	Uttar Pradesh	112561	35506	7001	28505
22.	West Bengal	38074	30275	5032	25243
23.	A & N Island	390	197	24	173
24.	Arunachal Pradesh	2973	2973	1233	1740
25.	Chandigarh	86	..	..	..
26.	Delhi	348	148	49	99
27.	D & N Haveli	72	..	..	..
28.	Goa Daman & Diu	409	173	107	66
29.	Lakshadweep	10	..	..	..
30.	Mizoram	229	229	15	814
31.	Pondicherry	383	145	27	118
TOTAL :		375986	924770	93386	230784

*Increased due to regrouping of villages before survey.

Appendix III
(Vide Para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

No.	Reference to para number in the Report	Summary of Conclusions/Recommendations
1	2	3
1.	1.16	The Committee note that the total investment made by Central and State Governments on Water Supply and sanitation during First to Fourth Plans was of the order of 855 crores, over 65 per cent of which was spent in urban areas. During this period, the water supply programme was not given a high enough priority in the national planning process. During the Fifth Plan the expenditure on water supply and sanitation sector rose to 1020 crores and during the Sixth Plan the total investment in this sector further increased to 3972.33 crores which is almost four times the total investment during the Fifth Plan.
2.	1.17	The Committee regret to point out that the Central Government have no information regarding the specific schemes implemented by States/Union Territories in this sector during First to Fourth Five Year Plan periods since the subject matter is the responsibility of the State Government. As regards achievements made in this sector during this period, the Ministry have stated that no data at national level is available with them.
3.	1.18	The Committee feel surprised that in spite of the fact that the Central investment in water supply and sanitation sector has been increasing tremendously plan after plan, the Central Government

are still taking shelter under the plea that implementation of schemes in this sector is the responsibility of the State Governments.

4. 1.19 When large amounts of Central funds are invested in States and Union territories, it is incumbent upon the Central Government to oversee the spending of these funds in the best interest of the public at large and watch progress and achievements under the various schemes and programmes, especially those which are sponsored by the Central Government. This is a fundamental principle of financial accountability. Accordingly, the basic information and data should be obtained from the State/Union Territory Government by the concerned Department of the Central Government. The Committee, therefore recommend that there should be an effective monitoring Cell at the Central level which should keep a close watch on the implementation of water supply schemes in all States/Union Territories. The Cell should also maintain important statistical data regarding the targets fixed and actual achievements made in this sector in States/Union Territories.

5. 1.20 The total investment in this sector both of States and Central Plans during the Seventh Plan period would be of the order of Rupees 6522.47 crores.

6. 1.21 The Committee trust that the Central Government will closely watch the progress in this sector in the coming years particularly in the rural areas where majority of the Scheduled Castes, Scheduled Tribes and other weaker sections reside and would refrain from putting forward the excuse that "full responsibility for implementation of drinking water supply schemes entirely rests with the States and the Union Territories."

7. 1.22 The Committee feel that the Central Government is definitely answerable to the people as to why safe drinking water is not available in all towns and villages even 38 years after independence.

8. 2.43 During the Fourth Plan, the Central Government came to the conclusion that Rural Water Supply Schemes were not being implemented properly by the State Governments/Union Territory Administrations and as such the Central Government decided to ask the various State Governments to identify the villages which had difficulty in meeting their water supply needs. The Central Government provided assistance to the States for the special investigation divisions to carry out the survey during the Fourth Plan. As a result of this survey the various State Governments had identified about 1.53 lakh villages as problem villages in 1972. Subsequently many State Governments stated that the identification done in 1972 was not complete and therefore more problem villages had been identified. At the beginning of the Sixth Plan, in 1980, the various State Governments had indicated the total identified problem villages as 3,24,770 of which they had shown a coverage of 93,986, thus leaving a balance of 2,30,784 problem villages at the commencement of the Sixth Plan.

9. 2.44 The Committee were informed during evidence that the criterion for identification of problem villages fixed initially during the Fourth Plan has since been changed and under the new criterion more villages came within the definition of the "problem village" as the distance of 1.6 kilometres fixed originally for the water supply source has been brought down to 0.5 kilometre at present. In view of this shift in the criterion of identifying problem villages, some of the non-problem villages have been declared as problem ones. The

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survey of problem villages as on 1-4-1985 would indicate the number of problem villages in accordance with the new definition. The fresh data according to the new criterion would be available to the Ministry by the end of March, 1986. The survey as on 1-4-1985 would also indicate the Scheduled Caste and Scheduled Tribe hamlets separately.

10. 2.45 The Committee note that the concept of minimum need programme was introduced in the Fifth Plan (1974-79). The basic idea was to provide minimum basic facilities to the rural population including safe drinking water. The states were given guidelines for implementing rural water supply programme and were requested to extend the water supply facilities under the MNP to the already identified problem villages.

11. 2.46 In order to accelerate the progress of provision of water supply in problem villages the Central Government had introduced a scheme called Accelerated Rural Water Supply Programme in 1972-73 under which 100 per cent grant was given to the States/Union Territories. This scheme, however, was discontinued in the Fifth Plan in view of the fact that Rural Water Supply was one of the items under the minimum needs programme to be implemented by the States in the State Sector. However, the Central Government realised later during the Fifth Plan itself that the rates were not following the guidelines strictly and were not concentrating on Rural Water Supply Schemes under MNT. Government of India, therefore, reintroduced Accelerated Rural Water Supply Programme in the year 1977-78 and detailed guidelines were issued to the States.

1	2	3
12.	2.47	The Committee are at a loss to understand why the Central Government suddenly discontinued the Accelerated Rural Water Supply Programme after introducing it in 1972-73. The Central Government should have watched the progress of the scheme for the full duration of a plan period before taking any hasty step to discontinue the scheme on the ground that Rural Water Supply was to be implemented under MNP in the State Sector.
13.	2.48	The Committee have been informed that in order to give necessary priority in the implementation of Rural Water Supply Programme, in the conference of the Ministers held in 1982 and again in 1983 it was resolved that in covering problem villages priority should be given to the Scheduled Castes/ Scheduled Tribes population. It was also resolved that whenever a water source is provided in a village it should be located in the Scheduled Caste/Scheduled Tribe areas provided it is technically and logically not impossible to do so. The Committee have been further informed that because of the priority given to the Rural Water Supply under 20-Point Programme the Central Government had provided additional grant under ARP to the States/Union Territories during the 6th plan period. In order to improve the implementation of the Rural Water Supply Scheme in 1983-84 additional grants were given to the States under ARP and MNP to the extent of Rs. 116.11 provided under the ARP for the Sixth Plan, the crores. Though initially Rs. 600 crores had been releases to the States/Union Territories under Accelerated Rural Water Supply Programme and the new incentive programme had been of the order of Rs. 919 crores.
14.	2.49	The data furnished to the Committee regarding coverage of rural population during the year

1980-81 to 1983-84 reveals that the coverage of Scheduled Caste population during these 3 years ranged between 15 to 16.5 per cent of the total rural population. As regards coverage of Scheduled Tribe population the Committee note that the percentage was 10.55 in 1981-82 which came down to 8.31 in 1982-83 and was further reduced to 7.46 in 1983-84. These figures clearly indicate that as far as the coverage of Scheduled Tribe population is concerned, the progress has not been encouraging. Instead of the percentage going up it has been going down. The Committee would like the Central Government to examine this matter as to why the coverage of tribal population has a downward trend and they should take up the matter for detailed examination with the tribal majority States.

15. 2.50 The Committee have been informed that the coverage of rural population at the beginning of the Seventh Plan is estimated at 53.2 per cent. Department of Rural Development have stated that 100 per cent of the rural population is also expected to be covered with water supply facilities by March, 1991 according to the target fixed under the International Drinking Water Supply and Sanitation Decade which commenced in India on 1-4-1981. The representative of the Ministry, however, admitted during evidence that with the present resources available it may not be possible to achieve 100 per cent coverage of the rural population by 1990-91 because of the constraints of resources. Within the parametres of the financial constraints only 73 per cent of the rural population is expected to be covered by the end of 1990-91.

16. 2.51 The Committee are at a loss to understand why the Central Government have fixed unrealistic

targets under the International Drinking Water Supply and Sanitation Decade as the constraint of resources for the water supply sector is not a new phenomenon and Government of India should have made a realistic assessment of the availability of funds for the water supply sector for the period of the decade. The Committee, therefore, recommend that the achievements of the International Drinking Water Supply and Sanitation Decade should be assessed immediately and realistic targets should be fixed which can be achieved according to the present availability of funds. It is unfair to mislead the people by fixing inflated targets which are incapable of being achieved.

17. 2.52 The Committee note that no assessment regarding Scheduled Caste villages where problem of drinking water is acute on account of the practice of untouchability even though water sources are physically available has been made and the Ministry have no information on the subject. The Committee find that a Working Group for the formulation of the strategy and priorities for the development of Scheduled Castes/Scheduled Tribes and weaker sections of Society for the period 1980—85 was constituted by the Planning Commission in July, 1980. The Working Group Report submitted in September, 1980 dealt with various problems relating to Scheduled Castes and Scheduled Tribes. The working group made specific recommendations regarding collection of basic data regarding number of villages in the State, number of villages having facilities of drinking water, number of Scheduled Caste localities with drinking water facilities and details of villages which have a drinking water source but where the Harijan locality is without drinking water facilities. The working group felt that after the collection of such data the precise programme for providing drinking water to the Scheduled Castes must immediately be drawn up.

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18.	2.53	<p>The Committee are surprised to note that no serious action was taken on the recommendations of the Working Group and till today complete data as suggested by the Working Group is not available with the Ministry. During evidence, the representative of the Department of Rural Development stated that they had issued a circular in 1981 in response to the suggestions made in the report of the working group but further action could only be taken when complete information was received from the States Union Territories.</p> <p>As regards water supply programme in tribal areas, the Committee were informed that in all States where tribal sub-plan is applicable the State Governments are implementing the water supply programme under the minimum needs programme Funds under MNP are earmarked to be spent in such areas. Since such earmarking of funds has been done only in the State sector full details of the schemes implemented to benefit the tribal population are not available with the Ministry.</p>
19.	2.54	<p>The Committee are not able to reconcile with the attitude of the Central Government in dealing with the Water Supply problems of Scheduled Castes Scheduled Tribes. It is needless to point out that there is heavy investment of Central funds for water supply programme and during the Sixth Plan itself the releases to the States Union Territories under Accelerated Rural Water Supply Programme and the new incentive programme had been of the order of Rs. 919 crores. The Committee need hardly stress that the responsibility of the Central Government does not end simply by releasing funds to the States Union Territories. The Central Government must take full responsibility to ensure that a reasonable share of the central funds given to the States and Union Territories is actually spent for providing safe drinking water to Scheduled Castes and Scheduled Tribes.</p>

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Even in accordance with principle of financial accountability, it is the duty of Central Government to monitor the programmes financed by Central funds. It is a matter of great concern that the recommendations made by the Working Group in its report (1980) have not been implemented so far and the Department of Rural Development is still not having a clear picture about the actual coverage of Scheduled Caste and Scheduled Tribe villages in various parts of the country.

20. 2.55 The Committee trust that the Central Government will take up this matter more seriously and obtain complete data regarding coverage of Scheduled Caste and Scheduled Tribe villages from all the States/Union Territories so that the implementation of water supply schemes during the Seventh Plan period can be done more realistically.

21. 2.56 The Committee would also like to point out that the incidence of water-borne diseases is higher in rural areas because of the non-availability of protected water supply. Especially vulnerable are the weaker sections of the society such as Scheduled Castes and Scheduled Tribes who live in unhygienic conditions. In view of this it is all the more important that exact data on the extent of this problem in Scheduled Caste localities and tribal areas is collected at the earliest for taking necessary remedial measures.

22. 3.14 The Committee note that the outlay provided in the Sixth Plan for rural water supply was Rs. 2007.11 crores comprising of Rs. 1407.11 crores under the State Sector Minimum Needs Programme and Rs. 600 crores under the centrally sponsored Accelerated Rural Water Supply Programme. The Central Government also announced a new programme under Rural Water Supply in 1983-84 under which additional grants were given to the states based on performance under the normal rural water supply programme

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to the extent of Rs. 116.11 crores. Though initially only Rs. 600 crores had been provided by the Central Government under the ARP for the Sixth Plan, the actual releases to States/Union territories under Accelerated Rural Water Supply Programme and new incentive programme has been of the order of Rs. 919 crores.

23 3.15

Till 1977-78 most of the monitoring of the implementation of the water supply schemes was carried out by the States and the physical and financial progress achieved were only reflected in the Annual Plan/Five Year Plan Documents which the States submitted to the Planning Commission. These documents used to be the only source for information on the physical and financial progress. With the reintroduction of the Accelerated Rural Project in 1977-78, the Central Government started releasing funds for schemes to be implemented in the identified problem villages. In order to gear up the monitoring system the States were requested to furnish information on the progress both in physical and financial terms on a quarterly basis. In order to evaluate and analyse these quarterly reports the Central Public Health and Environment Engineering Organisation (OPHEEO) was strengthened with a small monitoring cell having a staff of about seven including a Deputy Adviser. The Central Public Health and Environment Engineering Organisation is the Technical Wing of the Ministry of Urban Development responsible for scrutiny and clearing of schemes under Accelerated Rural Project. The Committee find that it is a small organisation with only 23 technical officers and it can hardly do justice to monitor and entire programme under the Water Supply and Sanitation sector in the country. As a matter of fact the entire monitoring of the implementation of the Rural Water Supply Scheme is done at the Central level in Delhi by obtaining reports from

the State Governments as well as on the basis of utilisation certificates received from the Accountant Generals or other financial authorities of the States and Union Territories.

24 3.16 In view of the fact that the Central Government is providing large sums of money to the State Governments/Union Territory Administrations for the Rural Water Supply Programme it is incumbent on the Central Government to exercise effective control on spending of funds. For this purpose, a strong monitoring agency is required. The Committee, therefore, urge upon the Government to strengthen the Central Public Health and Environment Engineering Organisation so that officers from this organisation can undertake field inspections to properly assess the implementation of the various programmes and evaluate the actual benefits accrued to the people living in the rural areas. It is needless to point out that majority of the Scheduled Caste, Scheduled Tribes and other weaker sections are living in the rural areas and it is necessary to strengthen the monitoring system in order to ensure that the Rural Water Supply schemes are properly implemented in the rural areas. The present system of evaluating and analysing the quarterly reports submitted by the State Governments as well as the utilisation of certificates received from the financial authorities while sitting in Delhi does not appear to be adequate and satisfactory.

25 3.17 The Committee fully agree with the observations made in the Seventh Plan Documents that it is important that the State Governments who are the implementing agencies for water supply and sanitation programme should pay attention to the organisation and administrative structures at various levels, in order to utilise the funds more efficiently and productively. The monitoring and evaluation systems need to be made more efficient

and effective at the Central, State and District levels.

The Committee trust that the Government of India will take suitable steps in this direction.

26 3.18

The Committee are happy to note that the assistance rendered by World Bank, bilateral agencies and UNICEF has provided additional resources to the States for implementing the projects of Drinking Water Supply in rural areas. The Committee were informed during evidence that appraisal machinery in the case of external agencies is better and the utilisation of equipments like drills and handpumps is not only monitored by the Government of India but also by the donor agencies. In many instances the donor agencies also engage additional experts who are stationed in the project areas to oversee the implementation of the programmes. The Committee hope all this will bring about the desired results.

27 3.19

The Committee need hardly stress that the primary responsibility of monitoring the implementation of those programmes should rest on the Central Government and there should be a system of regular and frequent visits of technical experts to the States and Urban Territories for carrying out field inspections to assess the progress of water supply programmes. The Committee feel that by introducing the system of regular field inspections by technical experts better results could be achieved in the implementation of Rural Water Supply Schemes.

28 3.20

The Committee also recommend that while preparing new water supply schemes for which assistance is sought from World Bank, Bilateral agencies and UNICEF highest priority should be accorded to the backward areas with a view to improve water supply facilities for Scheduled Castes, Scheduled Tribes and other weaker sec-

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tions. The Committee trust that the Central Government will issue suitable instructions in this regard.

29 4.14 The Committee note that the total availability of drilling rigs in the country as on 10-9-85 was 886 out of which 550 had been purchased by the State Governments themselves and the rest were made available either by International Agencies like UNICEF etc. or by Government of India. The Committee further note that 134 rigs received from UNICEF prior to 1978 are known as "First generation rigs" and most of them have outlived their operational life. 87 rigs received subsequently which are known as "New Generation rigs" are being continuously operated by the State Governments.

30 4.15 A Committee was set up in 1982 to assess the total demand of various types of rigs in the country during the period 1983—90 to achieve the targets of International Drinking Water Supply and Sanitation Decade. That Committee, after taking into account the availability of rigs in the country, had assessed that 648 additional rigs would be needed for the period 1983—90. It also came to the conclusion that the country's requirements could be met mostly from indigenous sources but some special rigs would still require to be imported.

31 4.16 The Committee recommend that timely action should be taken for the import of rigs which are presently not being manufactured in India with the help of UNICEF and other foreign agencies.

32 4.17 While the Committee do appreciate the role of UNICEF and their experts in providing necessary assistance in the procurement of rigs, their spare parts and for keeping the rigs operational, the Committee cannot help sounding a note of caution that total dependence on outside agencies

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cannot continue indefinitely. This might also affect the morale and capability of Indian experts and technicians in the long run.

33 4.18

The Committee are of the firm view that it is high time that the Central Government provides necessary infrastructure in the country and encouragement for the indigenous production of all types of rigs in India indulging highly sophisticated rigs. If necessary, local technicians and engineers in this field should be sent for training abroad. Simultaneously, a training programme should be devised and implemented forthwith with the help of foreign experts to train our own technicians and experts for the proper handling and maintenance of drilling rigs. The Committee would like to be apprised of the positive steps taken by the Central Government in this regard.