



**STANDING COMMITTEE ON WATER RESOURCES
(2020-2021)**

SEVENTEENTH LOK SABHA

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

DEMANDS FOR GRANTS (2020-21)

**ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS / RECOMMENDATIONS
CONTAINED IN THE FOURTH REPORT (SEVENTEENTH LOK SABHA)**

NINTH REPORT



LOK SABHA SECRETARIAT

February, 2021/ Magha, 1942 (Saka)

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Presented to Lok Sabha on 09 .02.2021
Laid in Rajya Sabha on 09.02.2021



LOK SABHA SECRETARIAT
NEW DELHI

February, 2021/ Magha, 1942 (Saka)

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(iii)
STANDING COMMITTEE ON WATER RESOURCES (2020-21)
COMPOSITION

Dr. Sanjay Jaiswal - **Chairperson**

LOK SABHA

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

RAJYA SABHA

22. Sardar Balwinder Singh Bhunder
23. Shri Harshvardhan Singh Dungarpur
24. Shri N. R. Elango
25. Mir Mohammad Fayaz
26. Dr. Kirodi Lal Meena
27. Shri A. Mohammedjan
28. Shri Arun Singh
29. Shri Subhash Chandra Singh
30. Shri Rewati Raman Singh
31. Shri Pradeep Tamta

SECRETARIAT

- | | |
|---------------------------|-----------------------------|
| 1. Shri Manoj K. Arora | OSD (LSS) |
| 2. Shri M. K. Madhusudhan | Director |
| 3. Shri R. C. Sharma | Additional Director |
| 4. Shri Satish Kumar | Assistant Committee Officer |

*Shri Dipsinh Rathod ceased to be the Member of the Committee w.e.f. 28.12.2020.

INTRODUCTION

I, the Chairperson, Standing Committee on Water Resources (2020-21) having been authorised by the Committee to submit the Report on their behalf, present this Ninth Report on Action Taken by Government on the Observations / Recommendations of the Committee contained in their Fourth Report (Seventeenth Lok Sabha) of the Committee on “Demands for Grants (2020-21)” relating to the Ministry of Jal Shakti (Department of Drinking Water & Sanitation).

2. The Fourth Report of the Committee was presented to Lok Sabha and laid on the table of Rajya Sabha on 05 March, 2020. The Action Taken replies of the Government to all the recommendations contained in the Report were received on 08 June, 2020.

3. The draft Report was considered and adopted by the Committee at their sitting held on 06 November, 2020.

4. An analysis of the Action Taken by the Government on the Observations / Recommendations contained in the Fourth Report (Seventeenth Lok Sabha) of the Committee is given at Annexure-II.

New Delhi
03 February, 2021
14 Magha, 1942 (Saka)

Dr. SANJAY JAISWAL
Chairperson
Standing Committee on Water Resources

CHAPTER I

REPORT

This Report of the Standing Committee on Water Resources (2020-21) deals with the action taken by the Government on the Observations/Recommendations contained in their Fourth Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Jal Shakti (Department of Drinking Water & Sanitation) for the year 2020-2021.

2. The Fourth Report was presented to Lok Sabha on 05.03.2020 and was laid on the Table of Rajya Sabha on the same date. The Report contained 14 Observations/Recommendations.

3. Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Government. These have been examined and categorized as follows: -

- (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos.2, 5, 6, 8, 9, 10, 11, 12, 13 and 14

Total:10
Chapter-II

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:
Serial No. NIL

Total:NIL
Chapter-III

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:
Serial Nos.1, 3, 4 and 7

Total:04
Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial No. NIL

Total:00
Chapter-V

4. The Committee desire that replies to recommendations made in the Chapter-I of this Report may be furnished to the Committee expeditiously.

5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

A. Analysis of Demands

[Recommendation Serial No. 1 (Para No. 2.1)]

6. While scrutiny of Analysis of Demands, the Committee had recommended as under:-

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

7. The Ministry in their action taken reply have stated as under :-

“**JJM:** In financial year 2019-20, under Jal Jeevan Mission (JJM), an amount of Rs. 10,000.66 Crore was allocated and almost entire amount was utilized by this Department. The matter of allocation was taken up with

the Ministry of Finance and for 2020-21, Rs. 23,500 Crore has been allocated to JJM, out of which Rs. 11,500 Crore is Gross Budgetary Support (GBS) and Rs. 12,000 Crore has been provided as Extra Budgetary Resource (EBR).

SBM-G: Swachh Bharat Mission (Grameen) [SBMG] is a demand driven scheme. However, in the present scenario, the allocation of Rs.9994.10 for this Scheme made during 2020-21 appears to be adequate.”

8. The Committee were informed by the Department that they have taken up the issue of allocation of funds under JJM with the Ministry of Finance and Rs. 23,500 has been allocated to the scheme for 2020-21. As regards Swachh Bharat Mission (Gramin) scheme it has been stated that the allocation of Rs.9994.10 appears to be adequate. It seems from the Department's reply that concerted efforts have not been made by the Department to impress upon the Ministry of Finance/Niti Aayog for making higher allocations to JJM. The Committee, are of the considered view that allocation of Rs 23,500 made under Jal Jeevan Mission (JJM) ,as against Rs. 34,753 crore approved by the Cabinet for the scheme for fiscal year 2020-21, is meagre and insufficient , given the fact that there are huge number of rural households which are yet to be covered under the scheme. The Committee express apprehension that the targets set under the scheme might be recalibrated/reduced for want of sufficient funds. The Committee, therefore, urge upon the Department to make all out efforts for getting additional allocation of funds for the scheme at the RE stage, so as to enable achieve the desired outcomes under the scheme, i.e. providing Functional Household Tap Connection (FHTC) to every household i.e. Har Ghar Nal Se Jal by 2024 .

B. Coverage of Piped Water Supply

[Recommendation Serial No. 3 (Para No. 2.3)]

9. With regard to coverage of Piped Water Supply to the rural households, the Committee had recommended as under:-

“The Government has restructured and subsumed the ongoing National Rural Drinking Water Programme (NRDWP) in Jal Jeevan Mission (JJM) to provide Functional Household Tap Connection (FHTC) to every household, i.e., HarGharNal Se Jal by 2024. The Committee are unhappy to note that at present, only 3.27 crore, i.e., 18.33% out of 17.87 crore rural households in the country have access to piped water connections. There are only six State/ UTs, namely Sikkim, Gujarat, Himachal Pradesh, Haryana, Punjab and Puducherry are providing more that 50% PWS connections to their rural households. While the big states like West Bengal (1.31%), Uttar Pradesh (1.33%), Bihar (1.88%), Assam (2.21%), Orissa (3.94%), Jharkhand (5.75%) and Arunachal Pradesh (9.09%) are providing below 10% Piped Water connections to their households. This is indeed a

matter of concern and directly connected to the quality of lives in the rural areas. In view of the abysmal performance, the Committee strongly recommends that all necessary efforts should be made for expeditious increase in the PWS and effective mechanism/ strategies should also be put in place to monitor the relevant works accomplished within a defined time frame and apprise the Committee of the action taken. The Committee also urge upon the Department to get the veracity and actual physical status of existing coverage of 3.27 crore rural households reported by the State/ UTs so as to ensure that there are no gaps in attainment of the targets of full coverage set under the scheme.”

10. The Ministry in their action taken reply have stated as under :-

“For expeditious implementation of the Mission, following provisions have been made:

- i.) Every State/ UT have been advised to identify villages having already piped water supply infrastructure and retrofit/ augment the PWS to provide to connections to remaining households on priority basis. Thus, ‘low hanging fruits’ under JJM are to be prioritized for implementation by the States/ UTs.
- ii.) Each State/ UT is given a definite target in terms of FHTCs, at the stage of finalizing the Annual Action Plan, in proportion to the remaining households to be provided with connections.
- iii.) States/ UTs have also been advised to prioritize the water quality-affected area, Sansad Aadarsh Gram Yojana (SAGY) Villages, SCs/ STs majority villages, villages in drought and desert prone areas, etc. for saturating with FHTCs, which will be monitored in consonance with the approved Annual Action Plan.
- iv.) To instill a sense of competition among States, good performance, in terms of physical and financial progress, is incentivized in the form of additional fund.
- v.) Guidelines also allows the delegation of power to District Water & Sanitation Mission (DWSM) to approve Single Village Scheme (SVS) which further avoids delays in approval.

Every State/ UT was requested by this Department to revalidate their baseline data of household tap connections and all States have done the same.”

11. From the action taken reply furnished by the Department , the Committee note that the Department has merely highlighted the various measures/ provisions enumerated in the JJM guidelines and did not give specific reply to the issue raised by the Committee in their recommendation, i.e., the need for having a time bound programme for

providing PWS connections to all the rural households in the country. The Committee, reiterate that Department should come out with a time bound programme so as to ensure that every rural household get PWS connections and also desire that a robust mechanism be put in place with a view to ensure strict monitoring of performance of all States/UTs , for providing piped water connections to rural households and, the low performing States should be asked to evolve a special strategy for providing PWS connections expeditiously. They would like to be apprised of the action taken in this regard within three months of presentation of this report to Parliament.

C. Role of elected Representatives

[Recommendation Serial No. 4 (Para No. 2.4)]

12. With regard to consideration of role of elected Representatives i.e. Member of Parliament, the Committee had recommended as under:-

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

13. The Ministry in their action taken reply have stated as under :-

“The National Infrastructure Pipeline (NIP) is a set of projects prepared by States who are seeking financial assistance/ loan for these projects, which is to be paid by them. These projects are prepared by respective State Governments, based on their laid down procedure for appraisal of such projects and will be implemented by them.”

14. The Committee do not accept the contention of the Department that National Infrastructure Projects (NIP) is a set of projects prepared by States who seek financial assistance/loan for these projects, which is to be paid by them and that these projects are prepared by respective State Governments based on their laid down procedure and will be implemented by them. The Committee, therefore, urge upon the Department that they should impress upon the respective State Governments/UTs, if necessary issue a directive to suitably amend their procedures, so as to make it mandatory to incorporate the views of the Members of Parliament/local representatives while preparing DPRs of any project/work. The Committee would like to be apprised of the follow up action taken in this regard within three months of presentation of this report

D. Need for NABL Accredited Laboratories

[Recommendation Serial No. 7(Para No. 2.8)]

15. With regard to need for NABL Accredited Laboratories, the Committee had recommended as under:-

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

16. The Ministry in their action taken reply have stated as under :-

“All States/ UTs have been advised to get drinking water quality testing laboratories NABL accredited. Every State/ UT is to give NABL accreditation plan while finalizing WQMS component of the Annual Action Plan (AAP) of JJM, which will be monitored and reviewed by the Department.

States/ UTs can utilize upto 2% of the allocation to States/ UTs for Water Quality Monitoring and Surveillance (WQM&S) activities which *inter-alia* includes expenses incurred for NABL accreditation process (consultant fee, audit cost, application fee and annual fee). Also, the Department is regularly organizing conferences, review meetings, etc. in which accreditation of labs is emphasized.”

17. The Committee express their unhappiness over the evasive reply furnished by the Department , wherein they have merely reiterated the fact that State/UTs have been advised to utilize 2% of funds earmarked for Water Quality Monitoring and Surveillance (WQM&S) activities which includes expenses incurred for NABL accreditation process. There is no mention in the reply as to the measures/ steps taken or proposed to be taken for getting NABL accreditation of the water testing laboratories in a time bound manner . Further the reply is also silent about conducting independent survey/third party audit of the water testing Laboratories. The Committee, therefore, reiterate that NABL accreditation of all labs be taken up in a time bound manner, so as to ensure providing safe drinking water to rural areas across the country and also a mechanism be put in place, at the earliest to conduct Independent Survey/Third Party Audit of the water testing laboratories.

E. Unspent balances with Implementing Agencies

[Recommendation Serial No. 13 (Para No. 2.14 & 2.15)]

18. With regard to utilization of unspent balances left with the Implementing Agencies, the Committee had recommended as under:-

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

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

19. The Ministry in their action taken reply have stated as under :-

JJM: It is informed that department holds regular review meetings with all States/ UTs on programme implementation including expenditure related issues. States are sensitized on pace of implementation and expediting utilization of fund for the Mission. Further, in the beginning of 2020-21, in the month of April, review meetings were conducted wherein issue of unspent balance was especially reviewed with States/ UTs who have unspent balance beyond 10% of the fund released in the previous year. The Annual Action Plan for the implementation of JJM in 2020-21 is being firmed up by every State/ UT based on a detailed consultative process wherein Department emphasizes the need for implementation with speed and on scale and ensure optimal utilization of fund. Accordingly, every state is finalizing month-wise, quarter-wise physical and financial plan. Department has also assigned States/UTs to Director/ Deputy

Secretary rank officers, who are designated as 'Area Officers', to continuously monitor and review the implementation of the mission in the respective State/UT, including fund utilization. Further, to ensure better financial prudence under JJM various steps, as mentioned under para 2.2 above, are to be ensured by States.

SBM-G: Department of Drinking Water and Sanitation has been consistently following up with the States/UTs to avoid any parking of funds under SBM-G. The States/UTs have been emphasized to map all the bank account(s) of the implementing agencies in PFMS and make all transactions under the programme through it so that the expenditure and unspent balances position of the States can be monitored on real time basis. Going forward, for release of funds to the States/UTs from 2020-21 onwards, following provisions have been made in the Operational Guidelines of Phase-II of the programme:

- (i) Funds will be released to States/UTs based on their performance and ability to achieve programme results.
- (ii) The State will operate a single nodal account which is to be mapped in PFMS mandatorily and all the transactions to be done through PFMS.
- (iii) The releases will be made in two equal instalments as is being done currently. However, for 'Just-in-time' release, each installment will be released in two tranches. The 2nd tranche of each installment will be released only after utilization of 80% of the available funds."

20. The Committee take note of the various measures taken/being taken by the Department to lessen the quantum of unspent balances in both the schemes, i.e., JJM and SBM (Grameen). While appreciating the efforts made by the Department to mitigate the problem of unspent balances and real time monitoring of the accounts under SBM (G), the Committee however, are concerned to note that the Department have not furnished the position of unspent balances for the financial year 2019-2020 again. The Committee, therefore, urge upon the Department to scrupulously maintain up-to-date data of unspent balances, year-wise, and provide the same to the Committee so as to enable them to have a real picture of the optimum utilization of funds by the States/UTs. The Department should also step up efforts to liquidate the unspent balances accrued so far and ensure that there is no accumulation of unspent balances in future.

CHAPTER II

OBSERVATIONS / RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 2, Para No. 2.2)

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

Reply of the Government

As stated above, the almost entire amount of Rs. 10,000 Crore allocated under JJM for 2019-20 has been utilized by the Department. It is further submitted that the Jal Jeevan Mission was launched in the month of August, 2019 and the Union Minister, Jal Shakti wrote to all Chief Ministers detailing the modalities of the Mission and requested them to start implementing Jal Jeevan Mission. Further, a National level State Ministers' conference chaired by Minister, Jal Shakti was also held on 26/8/2019 to discuss the modalities of the Mission. Thereafter, five Regional Workshops with all stakeholders viz, State Governments, Development partners, professionals in water sector, Voluntary organizations working in water, etc. were held at Chandigarh, Bangalore, Puri, Ahmadabad & Guwahati wherein all issues related to water in general and drinking water in particular were discussed in detail. Accordingly, Operational Guidelines for the implementation of Jal Jeevan Mission was firmed up and released by Hon'ble Prime Minister on 25th December, 2019. States have been asked to plan and implement Jal Jeevan Mission as per the operational guidelines.

Further, to ensure prudent financial management, optimum fund utilization and to avoid parking of funds, following has to be ensured by the States:

- i.) Fund under JJM will be released in two installments, each comprising of two tranches wherein subsequent tranches will be released only when

80% of the available fund is utilized by the States/ UTs.

- ii.) Every State/ UT is to prepare Annual Action Plan indicating month-wise and quarter-wise physical progress in terms of Functional Household Tap Connections (FHTCs) and commensurate expenditure plan which will be monitored by the Department and releases will be made based on the approved physical and expenditure progress plan.
- iii.) From 1/4/2020, all States/ UTs have to use Public Financial Management System(PFMS) for fund utilization, which will enable Department to effectively monitor fund utilisation.
- iv.) A provision has been made in IMIS to capture the data regarding release of Central and State matching share to the Implementing Agency/ Department by the State Government and to track month-wise expenditure in Central and State share. This will enable Department to track release of Central fund to Implementing Agency/ Department as well as State matching share as it has been observed that in many States there is delay in releases to implementing agency resulting in slow pace of programme implementation and fund utilization.
- v.) It is pertinent to mention here that COVID-19 pandemic and associated lock down has slowed down the pace of implementation in the field and fund utilization by States/ UTs.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 5, Para No. 2.5 & 2.6)

The Committee are unhappy to note that 51,952 rural habitations in different Districts of the country are still affected with water contamination. In a nutshell, 10,175 habitations are affected with arsenic contamination, 7,161 with Fluoride, 17,934 with Iron, 1,394 with Nitrate contamination, 2,063 with Heavy Metals and 13,225 habitations are affected with Salinity. The Committee observe that to tackle the problem of contamination of drinking water sources, the Government has undertaken a massive awareness drive/ campaign from time to time informing rural masses about the impact of consuming unsafe water on health. Further, contaminated hand pumps are being coloured to make a distinction and films are also screened to create awareness amongst people about the ill effects of consumption of contaminated water. The Committee are of the considered view that remedial measures to address the serious problem of quality of water are to be taken by the Department by giving it the desired level of urgency and seriousness, as continued use of unsafe drinking water is a serious health hazard to millions of people residing in the water quality affected areas.

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

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

Reply of the Government

Under Jal Jeevan Mission, providing potable water to every rural household is a priority. All States/ UTs have been advised to follow Bureau of Indian Standards (BIS) IS 10500: 2012 and its subsequent amendments for providing safe drinking water. Further, following steps have been taken for the same:

- i.) All States/ UTs have been advised to provide safe drinking water to habitations having contamination issues in a time-bound manner. In case permanent arrangements through FHTCs is going to take time, purely as a temporary measure, States are to provide 8-10 liters per capita day (lpcd) of safe water for meeting drinking and cooking requirement through Community Water Purification Plants (CWPP).
- ii.) As stated above, during consultations with the States for finalizing their Annual Action Plan, special focus is given to providing potable water in water-quality affected habitations before 31.12.2020 either through FHTCs or through CWPPs until potable water is ensured through FHTCs.
- iii.) To ensure additional fund to address needs of States having water-quality issues, while allocating funds among States/ UTs, 10% weightage is given to rural population affected by water-quality.
- iv.) Further, States may also use fund up to 2% of annual allocation for Water Quality Monitoring and Surveillance (WQM&S) related activities which *inter-alia* includes setting up, upgradation and maintenance of drinking water quality testing laboratories at various levels, procuring chemicals

and consumables for laboratories, IEC activities, etc. as per guidelines.

- v.) Apart from monitoring the water quality through laboratories by implementation agencies, emphasis is on surveillance of water quality by communities. Accordingly, States have been advised to enable the communities to take up surveillance of water quality by training atleast five persons in every village and train them for quality testing through Field Test Kits (FTKs).
- vi.) JJM envisages engagement of 'Implementation Support Agencies (ISAs)' which can be NGOs/ Village Organizations (VOs)/ Women SHGs/ Community Based Organizations (CBOs)/ Trusts/ Foundations by District Water and Sanitation Mission (DWSM) who may be used to build awareness on various aspects of water such as water quality, water-borne diseases, etc.

Further, JJM prescribes several activities under Information, Education and Communication (IEC), for awareness generation among all the stakeholders at all levels on water quality issues, water-borne diseases and health impacts, water safety planning, etc. It is also advised to use IEC tools like inter-personal communication, audio-visual publicity, wall writings, slogans, group meetings, street plays, PRA activities, exhibits, etc. for generating awareness on various water quality issues.

To give a push to address water quality issues, a national conference on providing potable drinking water to quality-affected areas with all stakeholders including Health and Public Health Engineering (PHE)/ Rural Water Supply (RWS) Department officials from States, civil society, international agencies, community medicine practitioners, public health representatives, etc., was organized on 7th February, 2020. In the conference, following were discussed and shared for wider dissemination to:

- i.) enable states to present their approach, planning and strategy for providing potable drinking water in quality-affected areas in a time-bound manner;
- ii.) facilitate discussions on water quality related issues;
- iii.) facilitate cross-learning and sharing of best practices from States/ UTs for improving community-based water quality surveillance mechanisms;
- iv.) share overview of available technological interventions for Arsenic and Fluoride removal; and
- v.) enable states to expedite provision of potable drinking water through FHTCs in quality-affected areas.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 6, Para No. 2.7)

The Committee note that the Department of Drinking Water and Sanitation supports the setting up and strengthening of District level and sub-Divisional

water quality Testing Laboratories in the States. The Committee further note that 28 State level Laboratories, 732 District Laboratories, 244 Block level Laboratories, 1146 Sub-Divisional Laboratories and 83 mobile testing Laboratories have been set up by the Government and about lakhs of drinking water sources are reported to be tested in these Laboratories. The Committee, however, find that even where water testing Laboratories have been established, they suffer from shortage of technical manpower, qualified personnel and equipment. The Committee are concerned to note that setting up of water quality testing Laboratory and making them fully functional has not been accorded due priority which is a pre-requisite for providing quality water to the rural population. Since the quality of drinking water has a direct Impact on the health of individuals, the Committee urge the Department to take necessary steps on urgent basis to provide adequate technical manpower as well as all modern equipment to the water testing Laboratories with latest WHO parameters and also explore the possibilities of private sector participation in setting up of more Laboratories in water affected habitations throughout the country.”

Reply of the Government

Monitoring of quality of drinking water sources/ supplied through WQ testing laboratories, is emphasized under JJM. States have been advised to strengthen/ upgrade the laboratories for which following provisions exists under JJM:

- i.) States/ UTs can utilize upto 2% of the allocation to States/ UTs for Water Quality Monitoring and Surveillance (WQM&S) activities which inter-alia includes strengthening of water quality testing laboratories by setting-up/ upgradation of State/ district/ sub-division/ block/ mobile laboratories includes procurement of equipments, instruments, chemicals/ reagents , glassware, consumables, hiring of outsourced human resources, hiring of vehicles for transportation of water samples collected from the field to the laboratory, NABL accreditation process fee, construction cost of State Level Laboratory, rental charges of various level laboratories and procurement of FTKs, refills, bacterial detection kits, etc.
- ii.) Department has issued a ‘Uniform Drinking Water Quality Monitoring Protocol’ which is an advisory for guiding and supporting the States/ UTs in water quality testing, monitoring and surveillance activities effectively.
- iii.) The possibilities of Public-Private Partnership in Water Quality Monitoring & Surveillance were examined and accordingly following provisions have been made under JJM:
 - The States/ UTs are advised to explore Public-Private Partnership wherein the PHED/ RWS Department may collaborate with NABL/ ISO/ other suitably accredited private firms as Support Organization (SO) and utilize their strengths.

- States/ UTs may also designate any NABL/ ISO/ other suitably accredited Public or Private water quality testing laboratories/ firms on turnkey basis.
- States have been advised to encourage & promote rural entrepreneurship and enterprises for water quality testing at local level, for a cluster of villages or block(s).
- Advised to explore possibility of engaging laboratories established in educational institutes on nominal payment basis.

During Annual Action Plan discussions, these issues are discussed prominently and States are impressed upon to bring these labs to standards so as they are accredited by NABL.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 8, Para No. 2.9)

The Committee appreciate the fact that the Government has launched Jal Shakti Abhiyan in two phases to conserve water on a Mission mode in which all Officers concerned, Ground Water Experts and Scientists from the Government of India have worked with the State/District officials in all 256 water-stressed Districts of the country to promote water conservation and water resource management by focusing on accelerated implementation of five target interventions, viz., (i) Water Conservation and Rainwater Harvesting, (ii) Renovation of Traditional and other Water Bodies/Tanks, (iii) Re-use and Bore-well recharge structures, (iv) Watershed Development, and (v) Intensive Afforestation. The Committee have been appraised that from this Abhiyan, massive awareness has been generated and various stakeholders, viz., Government Departments, Agencies, NGOs, Officials, Panchayats, individuals, etc., have started taking steps for water conservation and ensuring success of the Abhiyan. The Committee feel that this is a commendable initiative and should be persevered with in a phased manner in future also not only in 256 water-stressed districts of the country but also in the entire length and breadth of the Nation as water conservation and proper ground water management is key to successful implementation of JJM mission.

Reply of the Government

This Department in consultation with three departments of GoI namely Rural Development, Land Resources and Water Resources, River Development & Ganga Rejuvenation issued a joint advisory for States/ UTs on 24/4/2020, requesting to converge various programmes of GoI namely MNREGS, PMKSY, 15th finance Commission grants, SBM(G), for water conservation and rain water harvesting during monsoon this year. This convergence is aimed to bring in significant impact in the area of water conservation and water management. The letter dated 24.04.2020 is placed at **Appendix-I**.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 9, Para No. 2.10)

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

Reply of the Government

The joint advisory dated 24.04.2020 issued in consultation with departments of Gol namely, Rural Development, Land Resources and Water Resources, River Development & Ganga Rejuvenation especially emphasize revival of traditional water bodies. States have been advised to do the following for renovation of the same:

- i.) Take up a comprehensive census of traditional water bodies (irrigation tanks, old stepwells, Baolis, old ponds and other water bodies, etc.) and record details of their present status.
- ii.) Encroachments, if any, in the water bodies' boundaries or spread area may be removed.
- iii.) Thereafter, renovation of these traditional water bodies be done by desilting, constructing/ strengthening inlets/ outlets, treating the catchment areas, etc.

The advisory also details the potential of convergence in water conversation work with various Gol programmes including MNREGS.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 10, Para No. 2.11)

The Committee lauds the fact that the Department has achieved 100 % sanitation coverage under SBM (G) within the stipulated time period of five years and has also constructed more than 10 crore toilets which is a commendable task and had not been even thought of in the past. The Committee feel that the practice of open defecation in rural areas of the country was due to combination of

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

Reply of the Government

Adequate emphasis on awareness generation through use of mass media, mid media and interpersonal communication was given under Swachh Bharat Mission (Grameen) [SBM(G)] for achieving ODF status in rural areas. Further, the Government has approved Phase-II of SBM(G) to be implemented from 2020-21 to 2024-25 with the focus on ODF sustainability and Solid and Liquid Waste Management (SLWM) in rural areas. Information, Education and Communication coupled with capacity building will continue to be one of the major components of the programme in order to ensure that the ODF status achieved under the programme is sustained and the people adopt a positive behaviour towards maintaining hygiene and managing solid and liquid wastes.

In order to ensure the construction of Individual Household Latrines (IHHLs), all the IHHLs constructed so far under the programme have been geo-tagged and will continue for the newly constructed IHHLs under SBM(G) Phase-II as well. Further, to ensure construction and usage of toilets, the Department of Drinking Water and Sanitation as part of the Swachh Bharat Mission Support Operation(SBMSO) has undertaken National Annual Rural Sanitation Survey (NARSS) through an independent verification agency (IVA). Till date three rounds of NARSS have been undertaken. As per the result of 3rd round of NARSS conducted between December, 2019 and March, 2020, 95.2% of households having access to toilets use them and 90.1% of ODF declared/verified villages were found to have sustained its ODF status. In addition, the Swachh Survekshan Grameen (SSG) is also being carried out annually which also capture the data regarding access and usage of toilets in public places. Both the above surveys have been done using computer assisted personal interview (CAPI) tool.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 11, Para No. 2.12)

The Committee note that mere provision of toilets and water to the households will not be able to fulfil the goals of attaining the 'Swachhta' envisioned under the Swachh Bharat Mission in the rural areas. More basic infrastructure collateral with the needs of toilets and water like the proper drainage system for the disposal of waste/used waters are also essentially required in rural villages. The rural habitations are replete with unplanned disposal of waste water from the households which are more often than not found to be spread in the villages causing numerous diseases. Even if the household is neat while the surroundings are full of dirty water infested with pollutants, the idea of cleanliness thought to be achieved under the Scheme gets defeated. Moreover, the percolation of such dirty water pollutes the ground water also. The Committee feel that there is an utmost necessity of proper drainage mechanism in the rural villages so that disposed waste water does not malign the existing habitations with insurmountable complications. Therefore, the Department is urged to look at this problem scientifically and logically devise such mechanism which would include the construction of proper drain facilities in the rural households.

Reply of the Government

With the focus on sustainability of ODF status of the rural areas and to improve the overall cleanliness of villages through Solid and Liquid Waste Management arrangements, the Government has approved Phase-II of Swachh Bharat Mission (Grameen) [SBMG] to be implemented from 2020-21 to 2024-25. Grey water management is one of the key components under SBMG Phase-II which is envisaged to be taken up through community soak pits/leach pits, and grey water treatment systems like waste stabilization ponds, etc. where the quantity of wastewater generation is large. Under the programme, drainage channels for conveyance of grey water from the household to disposal/treatment point is to be taken up by the Gram Panchayats from Finance Commission grants to Rural Local Bodies, and/or in convergence with MGNREGS, other schemes of Centre/State Governments, and any other source of funding of the State/GP.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 12, Para No. 2.13)

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

be essentially involved before finalization of any Project for the specific rural area and their inputs are judiciously taken into account in this regard.

Reply of the Government

JJM: Under JJM, the Gram Panchayat and/ or its sub-committee, i.e. Village Water & Sanitation Committee (VWSC)/ Paani Samiti/ User Group, etc. are responsible to plan, implement, manage, operate and maintain in-village water supply infrastructure. Every village is to prepare a Village Action Plan (VAP) encompassing source strengthening/ development, water supply, grey water management aiming at treatment and reuse of grey-water and O&M arrangements. The Gram Sabha decides the type of water supply scheme to be provided in the village, based on techno-economic analysis. Further, to facilitate and build the capacity of the VWSC/ Paani Samiti/ User Group, etc., provision to engage Implementation Support Agencies (ISAs) i.e. Self Help Groups (SHGs), Non-Government Organizations (NGOs), Voluntary Organizations (VOs), etc. have also been made under the JJM. This 'Bottom-up approach' ensures involvement of the Gram Panchayat and local community in implementation of JJM, as per their felt needs.

SBM-G: Guidelines for implementation of Phase-II of SBMG provides for involvement of Gram Panchayats (GPs) in planning, implementation and monitoring of the programme activities to be undertaken at village/GP level. GPs are to prepare a Village Action Plan for sanitation activities and discuss in the Gram Sabha for all of its villages before commencement of each year, will implement the activities by themselves or through appropriate agencies, and monitor the outcome of the programme through its functionaries. Flexibility has been provided under the programme to decide the implementation mechanism and technologies based on the local conditions and needs.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

Recommendation (Serial No. 13, Para No. 2.14 & 2.15)

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

Keeping huge unspent balance in mind, the Committee strongly feel that large corpus of unutilized funds reflects a dismal picture of financial management by the Department of Drinking Water and Sanitation and observe that merely seeking funds from the Government does not serve the real purpose of upliftment

and development of rural populace of the country until and unless the funds are put to effective utilization for the welfare of rural inhabitants. The Committee, therefore, strongly recommend that Department should tighten up its grip over all Agencies involved in implementation of Scheme as also have frequent/ regular inter-actions with the concerned State Governments particularly those having huge unspent balances (i.e., Assam, Bihar, Maharashtra, Rajasthan and West Bengal) and ensure that the unspent balance is spent on execution of projects in an efficient manner.

Reply of the Government

JJM :It is informed that department holds regular review meetings with all States/ UTs on programme implementation including expenditure related issues. States are sensitized on pace of implementation and expediting utilization of fund for the Mission. Further, in the beginning of 2020-21, in the month of April, review meetings were conducted wherein issue of unspent balance was especially reviewed with States/ UTs who have unspent balance beyond 10% of the fund released in the previous year. The Annual Action Plan for the implementation of JJM in 2020-21 is being firmed up by every State/ UT based on a detailed consultative process wherein Department emphasizes the need for implementation with speed and on scale and ensure optimal utilization of fund. Accordingly, every state is finalizing month-wise, quarter-wise physical and financial plan. Department has also assigned States/UTs to Director/ Deputy Secretary rank officers, who are designated as 'Area Officers', to continuously monitor and review the implementation of the mission in the respective State/UT, including fund utilization. Further, to ensure better financial prudence under JJM various steps, as mentioned under para 2.2 above, are to be ensured by States.

SBM-G:Department of Drinking Water and Sanitation has been consistently following up with the States/UTs to avoid any parking of funds under SBM-G. The States/UTs have been emphasized to map all the bank account(s) of the implementing agencies in PFMS and make all transactions under the programme through it so that the expenditure and unspent balances position of the States can be monitored on real time basis. Going forward, for release of funds to the States/UTs from 2020-21 onwards, following provisions have been made in the Operational Guidelines of Phase-II of the programme:

- (i) Funds will be released to States/UTs based on their performance and ability to achieve programme results.
- (ii) The State will operate a single nodal account which is to be mapped in PFMS mandatorily and all the transactions to be done through PFMS.
- (iii) The releases will be made in two equal instalments as is being done currently. However, for 'Just-in-time' release, each installment will be released in two tranches. The 2nd tranche of each installment will be released only after utilization of 80% of the available funds.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

COMMENTS OF THE COMMITTEE

(Please see Para No. 20 of Chapter I of the Report)

Recommendation (Serial No. 14, Para No. 2.16 & 2.17)

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

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

Reply of the Government

JJM: A robust Integrated Management Information System (IMIS) has been developed to monitor physical progress in terms of Functional Household Tap Connections (FHTCs) and financial progress/ fund utilization. An Online dash board has also been created for real time monitoring. Besides this, geo-tagging of all the assets created under JJM is also made mandatory under JJM. A provision has been made in the Operational Guidelines for the implementation of Jal Jeevan Mission that third party inspection of work executed by the implementing agencies is to be done by the States/ UTs, before making any payment under JJM. Further, provision has been made to take up functionality assessment of schemes/ FHTCs. Further, Department has also assigned States/UTs to Director/ Deputy Secretary rank officers, who are designated as 'Area Officers', to continuously monitor and review the implementation of the mission in the

respective State/UT. Similarly, all the States/ UTs have been requested to appoint Nodal Officers/ Missions Directors who will be coordinating with respective Area officer. Further, to ensure financial discipline, steps/ measures as mentioned above have been taken.

SBM-G:In order to ensure authenticity of data reported by the States on online Integrated Management Information System (IMIS) of SBM(G), besides continuing the geo-tagging of IHHLs, the community assets that will be created under Phase-II of the programme are to be geo-tagged. Regular review meetings/video conferences are conducted to review the physical and financial progress in the implementation of scheme in all the States, and to suggest corrective measures wherever required to achieve physical and financial objectives. Further, to conduct the physical verification and monitoring of the assets created under the programme, the Department of Drinking Water and Sanitation has been undertaking annual surveys viz. National Annual Rural Sanitation Survey (NARSS) under Swachh Bharat Mission Support Operation (SBMSO) of World Bank, and Swachh Survekshan Grameen (SSG) through Independent Verification Agencies (IVA). Similar surveys through IVA will be undertaken during Phase-II of the programme.

For monitoring the utilization of funds under the programme, Department of Drinking Water and Sanitation has been consistently following up with the States/UTs to avoid any parking of funds under SBM-G. The States/UTs have been emphasized to map all the bank account(s) of the implementing agencies in PFMS and make all transactions under the programme through it so that the expenditure and unspent balances position of the States can be monitored on real time basis. Going forward, for release of funds to the States/UTs from 2020-21 onwards, following provisions have been made in the Operational Guidelines of Phase-II of the programme:

- (i) Funds will be released to States/UTs based on their performance and ability to achieve programme results.
- (ii) The State will operate a single nodal account which is to be mapped in PFMS mandatorily and all the transactions to be done through PFMS.
- (iii) The releases will be made in two equal instalments as is being done currently. However, for 'Just-in-time' release, each installment will be released in two tranches. The 2nd tranche of each installment will be released only after utilization of 80% of the available funds.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

CHAPTER III

**OBSERVATIONS / RECOMMENDATIONS WHICH THE COMMITTEE DO NOT
DESIRE TO PURSUE IN VIEW OF REPLIES OF THE GOVERNMENT**

NIL

CHAPTER IV

OBSERVATIONS / RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 1, Para No. 2.1)

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

Reply of the Government

JJM: In financial year 2019-20, under Jal Jeevan Mission (JJM), an amount of Rs. 10,000.66 Crore was allocated and almost entire amount was utilized by this Department. The matter of allocation was taken up with the Ministry of Finance and for 2020-21, Rs. 23,500 Crore has been allocated to JJM, out of which Rs. 11,500 Crore is Gross Budgetary Support (GBS) and Rs. 12,000 Crore has been provided as Extra Budgetary Resource (EBR).

SBM-G: Swachh Bharat Mission (Grameen) [SBMG] is a demand driven scheme. However, in the present scenario, the allocation of Rs.9994.10 for this Scheme made during 2020-21 appears to be adequate.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

COMMENTS OF THE COMMITTEE

(Please see Para No. 8 of Chapter I of the Report)

Recommendation (Serial No. 3, Para No. 2.3)

The Government has restructured and subsumed the ongoing National Rural Drinking Water Programme (NRDWP) in Jal Jeevan Mission (JJM) to provide Functional Household Tap Connection (FHTC) to every household, i.e., Har Ghar Nal Se Jal by 2024. The Committee are unhappy to note that at present, only 3.27 crore, i.e., 18.33% out of 17.87 crore rural households in the country have access to piped water connections. There are only six State/ UTs, namely Sikkim, Gujarat, Himachal Pradesh, Haryana, Punjab and Puducherry are providing more than 50% PWS connections to their rural households. While the big states like West Bengal (1.31%), Uttar Pradesh (1.33%), Bihar (1.88%), Assam (2.21%), Orissa (3.94%), Jharkhand (5.75%) and Arunachal Pradesh (9.09%) are providing below 10% Piped Water connections to their households. This is indeed a matter of concern and directly connected to the quality of lives in the rural areas. In view of the abysmal performance, the Committee strongly recommends that all necessary efforts should be made for expeditious increase in the PWS and effective mechanism/ strategies should also be put in place to monitor the relevant works accomplished within a defined time frame and apprise the Committee of the action taken. The Committee also urge upon the Department to get the veracity and actual physical status of existing coverage of 3.27 crore rural households reported by the State/ UTs so as to ensure that there are no gaps in attainment of the targets of full coverage set under the scheme.

Reply of the Government

For expeditious implementation of the Mission, following provisions have been made:

- i.) Every State/ UT have been advised to identify villages having already having piped water supply infrastructure and retrofit/ augment the PWS to provide to connections to remaining households on priority basis. Thus, 'low hanging fruits' under JJM are to be prioritized for implementation by the States/ UTs.
- ii.) Each State/ UT is given a definite target in terms of FHTCs, at the stage of finalizing the Annual Action Plan, in proportion to the remaining households to be provided with connections.
- iii.) States/ UTs have also been advised to prioritize the water quality-affected area, Sansad Aadarsh Gram Yojana (SAGY) Villages, SCs/

STs majority villages, villages in drought and desert prone areas, etc. for saturating with FHTCs, which will be monitored in consonance with the approved Annual Action Plan.

- iv.) To instill a sense of competition among States, good performance, in terms of physical and financial progress, is incentivized in the form of additional fund.
- v.) Guidelines also allows the delegation of power to District Water & Sanitation Mission (DWSM) to approve Single Village Scheme (SVS) which further avoids delays in approval.

Every State/ UT was requested by this Department to revalidate their baseline data of household tap connections and all States have done the same.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

COMMENTS OF THE COMMITTEE

(Please see Para No. 11 of Chapter I of the Report)

Recommendation (Serial No. 4, Para No. 2.4)

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

Reply of the Government

The National Infrastructure Pipeline (NIP) is a set of projects prepared by States who are seeking financial assistance/ loan for these projects, which is to be paid by them. These projects are prepared by respective State Governments, based on their laid down procedure for appraisal of such projects and will be implemented by them.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

COMMENTS OF THE COMMITTEE

(Please see Para No. 14 of Chapter I of the Report)

Recommendation (Serial No. 7, Para No. 2.8)

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

Reply of the Government

All States/ UTs have been advised to get drinking water quality testing laboratories NABL accredited. Every State/ UT is to give NABL accreditation plan while finalizing WQMS component of the Annual Action Plan (AAP) of JJM, which will be monitored and reviewed by the Department. States/ UTs can utilize upto 2% of the allocation to States/ UTs for Water Quality Monitoring and Surveillance (WQM&S) activities which *inter-alia* includes expenses incurred for NABL accreditation process (consultant fee, audit cost, application fee and annual fee). Also, the Department is regularly organizing conferences, review meetings, etc. in which accreditation of labs is emphasized.

[O.M. No.11013(12)/4/2020-Coordination Dated:08.06.2020]

COMMENTS OF THE COMMITTEE

(Please see Para No. 17 of Chapter I of the Report)

CHAPTER V

**OBSERVATIONS / RECOMMENDATIONS IN RESPECT OF WHICH FINAL
REPLIES OF THE GOVERNMENT ARE STILL AWAITED**

NIL

NEW DELHI
03 February, 2021
14 Magha, 1942 (Saka)

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

and (2020-21)" of the Ministry of Jal Shakti (Department of Drinking Water & Sanitation). After some deliberation, the Committee adopted all the draft Reports unanimously and without any changes / amendments. The Committee authorized the Chairperson to present the above four Reports to both the Houses of Parliament in the next Session of Parliament.

4. *** *** *** *** *** ***

The Committee, then, adjourned.

*** Minutes in respect of other matters kept separately.

APPENDIX - II

[Vide Para 4 of the Introduction]

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/ OBSERVATIONS CONTAINED IN THE FOURTH REPORT (SEVENTEENTH LOK SABHA) OF THE COMMITTEE

- (i) Total number of Recommendations/Observations 14
- (ii) Recommendation/Observations which have been accepted by the Government
Para Nos. 2, 5, 6, 8, 9, 10, 11, 12, 13 and 14
Total - 10
Percentage -71.40%
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies
Para Nos. NIL
Total - NIL
Percentage- 0%
- (iv) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee
Para Nos. 1, 3, 4 and 7
Total – 04
Percentage 28.60 - %
- (v) Recommendation/Observation in respect of which final reply of the Government is still awaited
Para Nos. NIL
Total NIL
Percentage - 0%