

**14**

**STANDING COMMITTEE ON WATER RESOURCES  
(2021-22)**

**SEVENTEENTH LOK SABHA**

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

**DEMANDS FOR GRANTS (2021-22)**

**[Action Taken by the Government on the Observations / Recommendations  
contained in the Eleventh Report (Seventeenth Lok Sabha) of the Standing  
Committee on Water Resources]**

**FOURTEENTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**December, 2021 / Agrahayana, 1943 (Saka)**

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

**(Action Taken by the Government on the Observations / Recommendations  
contained in the Eleventh Report (Seventeenth Lok Sabha))**

Presented to Lok Sabha on 07.12.2021

Laid on the Table of Rajya Sabha on 07.12.2021



**LOK SABHA SECRETARIAT  
NEW DELHI**

December, 2021 / Agrahayana, 1943 (Saka)

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**COMPOSITON OF THE STANDING COMMITTEE ON WATER RESOURCES  
(2021-22)**

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1. Shri M.K. Madhusudhan - Joint Secretary
2. Shri R.C. Sharma - Additional Director
3. Shri Satish Kumar - Assistant Committee Officer

## INTRODUCTION

I, the Chairperson, Standing Committee on Water Resources (2021-22) having been authorized by the Committee to submit the Report on their behalf, present this Fourteenth Report on Action Taken by Government on the Observations / Recommendations of the Committee contained in their Eleventh Report (Seventeenth Lok Sabha) "Demands for Grants (2020-21)" of the Ministry of Jal Shakti (Department of Drinking Water & Sanitation).

2. The Eleventh Report of the Committee was presented to Lok Sabha and laid on the table of Rajya Sabha on 08 March, 2021. The Action Taken replies of the Government to all the recommendations contained in the Report were received in this Secretariat on 28 May, 2021.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 21.10.2021.

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

**New Delhi**  
**December, 2021**  
**Agrahayana, 1943 (Saka)**

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

## CHAPTER I

### REPORT

This Report of the Standing Committee on Water Resources (2021-22) deals with the action taken by the Government on the Observations/Recommendations contained in their Eleventh Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Jal Shakti (Department of Drinking Water & Sanitation) for the year 2021-2022.

2. The Eleventh Report was presented to Lok Sabha on 08.03.2021 and was laid on the Table of Rajya Sabha on the same date. The Report contained 19 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. 1, 2, 3, 4, 5, 6, 10, 11, 12, 13,14, 15, 16, 17, 18 and 19

Total:16  
**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. 7, 8 and 9

Total:03  
**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. Rural areas with contaminated water supply**

### **[Recommendation Serial No. 7 (Para Nos. 2.10 & 2.11)]**

6. With regard to rural areas with contaminated water supply, the Committee had recommended as under:-

“The Committee note with concern that as on 15<sup>th</sup> February, 2021, 48,969 rural habitations in the country are affected with water contamination, out of which 3,112 habitations are affected due to Arsenic contamination, 2,972 with Fluoride, 31,142 with Iron, 866 with Nitrate contamination, 300 with Heavy Metals and 10,575 habitations with high Salinity in water.

The Committee further note that under National Water Quality Sub-Mission (NWQSM) was launched in March, 2017 as a part of erstwhile National Rural Drinking Water Programme (now subsumed under JJM) to provide safe drinking water to identified 27,544 Arsenic / fluoride affected rural habitations by March, 2021. As on 15 February, 2021, barring 78 habitations rest of the habitations have been covered under the scheme. However, the Department is silent with regard to action taken for providing clean drinking water to habitation affected with other contaminants like Iron and Salinity which constituted bulk of the water quality affected habitations. The Committee, therefore, recommend that the Department should also focus their attention on these habitations. The Committee understand that to tackle the problem of contamination of drinking water sources, the Government has undertaken a massive awareness drive/ campaign from time to time, to enlighten rural masses about the impact of consuming unsafe water on health which is laudable. The Committee, however, are of the considered view that though the piped water supply is the only solution to tackle water quality problems, till such time piped water supply reaches every rural household/habitation, alternate arrangement should be made to supply clean water by installing Community Water Purification Plants (CWPPs) in each Gram Panchayat/ Habitation in the country. The Committee have been informed that 32,277 CWPPs have been set up in the country so far by various States. The Committee is quite sceptical as to whether these CWPPs are adequate enough to cater to the requirements of all quality affected habitations. The Committee, recommend that Department in consultation with States assess the total requirements of CWPPs and draw an action plan to set up adequate CWPPs in all the habitations.”

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

“Jal Jeevan Mission aims at providing potable water to every rural household through tap water connection by 2024 with a special focus on water quality-affected areas. However, planning and implementation of piped water supply scheme in water quality-affected habitations based on a safe water source takes time, purely as an interim measure, provisions have been made to set up Community Water Purification Plants (CWPPs) to provide 8-10 lpcd potable water to meet drinking and cooking need of every household, in these habitations.

States are being repeatedly requested to install CWPPs in all the remaining habitations on priority. During annual planning exercise, States are

being impressed upon to provide potable water in all these quality-affected habitations during this year itself.”

**8. From the action taken reply furnished, the Committee note that the Department have merely mentioned the relevant provisions of the JJM guidelines and stated that States have repeatedly been requested to install Community Water Purification Plants (CWPP) in all the remaining habitations on priority. The reply is silent with regard to action taken or proposed to be taken with regard to provision of safe drinking water to those habitations which are affected with contaminants like Iron and Salinity. Further, the reply also does not state in specific terms as to whether any action plan has been prepared for setting up CWPPs in all water quality affected habitations. The Committee, therefore, reiterate their recommendation that there should be focussed attention towards habitations which are affected with water quality issues on account of pollutants like Iron and Salinity and that a time bound programme be formulated in consultation with concerned States for setting up of CWPPs in all water quality affected habitations.**

**B. Issue of contamination in Ganganagar district, Rajasthan  
[Recommendation Serial No. 8 (Para No. 2.12)]**

9. On the issue of contamination in Ganganagar district, Rajasthan, the Committee had recommended as under:-

“The Committee note with concern that the Ganga Canal flowing from Punjab to Rajasthan contains harmful and untreated chemical reportedly released by the industries located in Punjab. Due to consumption of this water, rural villages located in Ganganagar and adjoining areas are facing serious health problems. This is a grave issue having direct bearing on the health and well-being of rural villagers who are using this water for consumption and number of Cancer cases are reportedly increasingly day-by-day. The Committee while expressing their grave concern over the matter, urge upon the Department to take up the matter with the State Government for installing water treatment plants on priority basis in the Ganganagar district of Rajasthan and adjoining areas, so as to ensure supply of clean and potable drinking water under the Mission”.

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

“The recommendation of the Committee has been noted. State of Rajasthan has been requested to take immediate action in the matter.”

**11. The Committee are unhappy to note that the response of the Department to its recommendation regarding reported release of harmful and untreated chemicals by the industries located in Punjab into Ganga Canal, has been very casual and routine. The Committee find the reply bereft of any concrete action plan for installing water treatment plants on priority basis as suggested by the Committee. The Committee, therefore, reiterate that the Department in consultation and coordination with the State Government of Rajasthan should prepare a time bound action plan for installing water treatment plants, so as to ensure supply of clean and potable drinking water in the rural villages located in Ganganagar and adjoining areas.**

**C. Water Quality Testing Laboratories**

**[Recommendation Serial No. 9 (Para No. 2.13)]**

12. With regard to need for water quality testing laboratories, the Committee had recommended as under:-

“Under the JJM scheme, the Department is assisting and facilitating States/ UTs in setting up, upgrading & improving the functioning and strengthening of drinking water quality testing laboratories by providing policy guidelines, technical and financial support. The Committee find that during the examination of Demands for Grants (2020-21), the then Secretary, Department of Drinking Water & Sanitation had informed that there were 2,232 water testing laboratories in the rural areas, out of which 28 were State Level Laboratories, 732 District Laboratories, 244 Block level Laboratories and 1146 Sub-Divisional Laboratories. However, the Committee from the written reply submitted by the Department in connection with examination of the Demands for Grants (2021-22), note the figures relating to water testing laboratories as 2,032 in total, out of which 28 are State level laboratories, 675 District laboratories, 93 block level laboratories and 1,143 Sub-Divisional Laboratories. The Committee in their Fourth Report on Demands for Grants (2020-21) of Department of Drinking Water & Sanitation had already emphasized the need for having more and more water testing laboratories in the water contaminated rural areas. However, the Committee are perturbed to note that instead of showing progressive increase in the number of laboratories been set up, the number of laboratories have actually been reduced this year as compared to the previous year. The Committee feel that Water Quality Testing Laboratories are a crucial link in the success of JJM, as they play important role in ascertaining and ensuring that the water being utilized at the rural level do not contain any harmful ingredients which are detrimental to the health and well-being of the rural population. Therefore, the Committee recommend the Department to open sufficient number of water testing laboratories and also apprise the Committee about the reasons for reduction in the number of water testing laboratories functioning during the on-going financial year.”

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

“Strengthening of water quality testing laboratories by setting-up/ upgradation of State district/ sub-division/ block/ mobile laboratories is an integral component of Water Quality Monitoring & Surveillance (WQMS) under JJM. Upto 2% of the allocation to States/ UTs is made available for utilization on WQMS which *inter alia* includes activities like setting up/ upgradation of Labs, procurement of equipment, instruments, chemicals, glassware, consumables, hiring of outsourced human resources, NABL accreditation, etc. All States/UTs have been advised that in every State/UT, there has to be a State/UT level laboratory and in bigger States/UTs, State/UT level laboratories should be set up in different regions so that all nearby sources are tested regularly. Further, all

districts must have a district-level laboratory and setting up of the same should be accorded highest priority. For effective monitoring, concerned State has to mandatorily formulate plan for strengthening of existing laboratories and NABL accreditation/ recognition of labs along with other WQMS activities under Annual Action Plan. Further, in order to facilitate States/UTs to get NABL accreditation/ recognition expeditiously, matter of speeding up of accreditation/recognition procedure and its simplification has been taken up with NABL. This aspect is being highlighted for compliance in all review meetings, which are held regularly with States/ UTs.

Further, the drinking water quality laboratories in the States/UTs have also been opened up to public so as they can get their water samples tested at nominal rate and ascertain the quality of water being supplied in their homes. States/UTs were asked to map all these laboratories on 'Water quality management information system' where testing can be done. In this context, States/UTs reviewed the functioning of these laboratories and based on updated data, latest numbers have been reported. The Department has worked with NABL for expediting accreditation of State/UT and district level laboratories and recognition of sub-division and block level laboratories. States/UTs have been advised to ensure appropriate and effective IEC activities and training should be taken on priority to bring high level of awareness on various aspects of safe drinking water sources, including the critical role of improved sanitation and hygiene for public health.

**14. The Committee are perturbed to note that the action taken reply of the Department is evasive and does not mentioned the reasons for the dwindling number of water testing labs in the country. In their reply, the Department have merely reiterated the guidelines, wherein State/UTs have been advised to utilize 2 % of funds earmarked for Water Quality Monitoring and Surveillance (WQM&S) activities which inter alia include activities like setting up/upgradation of labs, procurement of equipment, instruments, chemical glassware, consumables, NABL accreditation, etc. While expressing their concern over the reduction in the number of water testing laboratories functioning in the Country, the Committee reiterate their recommendation that the reasons for fall in the number of laboratories in operation may be furnished along with the steps taken for setting up more water quality testing laboratories in the Country in co-operation and coordination of the respective States/UTs.**

**D. Unspent balances with the Implementing Agencies**

**[Recommendation Serial No. 19 (Para No. 2.24)]**

15. With regard to unspent balances with the Implementing Agencies, the Committee had recommended as under:-

"The Committee notice that substantial amounts of unspent balances were accrued under Jal Jeevan Mission (JJM) at the end of the financial years 2018-19 and 2019-20, to the tune of Rs. 2,436.37 crore and Rs. 6,431.85 crore respectively. Similarly, under Swachh Bharat Mission-Gramin (SBM-G), there are consistent unspent balances to the tune of Rs. 10,683.89 crore and Rs. 10,475.26 crore at the end of the financial years 2018-19 and 2019-20 respectively. The Committee are concerned to note that the problem of unspent balances is more prominent under JJM in certain States like West Bengal, Rajasthan & Uttar Pradesh and similarly under SBM (G) in States like Odisha, Bihar, Andhra Pradesh, Uttar Pradesh & Rajasthan. The Committee

find the response of the Department in this regard unsatisfactory and repetitive in nature wherein general reasons such as non-timely release of States' shares have been cited and few changes in the funding pattern have also been intimated. However, the Committee are constrained to note that despite efforts made by the Department, there are huge unspent balances under Jal Jeevan Mission and Swachh Bharat Mission (Gramin) which are only increasing over the years. The Committee, therefore, recommend that the Department should vigorously pursue with State Governments and all other stake holders for optimum utilization of allocated funds. For this purpose, the Department should have strict monitoring mechanism and sound financial management in place to ensure not only full utilization of the allocations but also for achieving the targets fixed under each Scheme.

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

**“JJM-**Under Jal Jeevan Mission, the unspent balance of Rs. 6,431.85 Crore for FY 2019-20 was a major concern and the Department made vigorous efforts for transfer of Central share by State Finance Departments and timely utilization of Central as well as State share. Due to these concerted efforts and despite of disruptions due to COVID 19 including lockdowns, implementation of Jal Jeevan Mission on the ground accelerated and more fund utilized. As a result, unspent balance on 31.3.2021 has reduced to Rs. 4,826.95 Crore. Public Financial Management System (PFMS) has been put in place for monitoring the expenditure under JJM. States/ UTs are advised to transfer the Central fund along with matching State share to the implementing agency within 15 days of the Central release. Further, the 'escrow account' receiving funds from Centre under JJM will on-board with PFMS platform. This will ensure better monitoring of utilization of Central as well as matching State/ UT share.

**SBM-**Under SBM(G) Phase-II, various measures have been taken to ensure financial prudence and transparency such as (i) the States/UTs have been directed to maintain a Single Nodal Account at State level for making all the payments under the programme to avoid parking of funds at lower level and to bring transparency in monitoring of unspent balance, (ii) the funds will be released in four installments (instead of two installments as done earlier) to reduce parking of funds, (iii) the Department is in the process of on-boarding all the States/UTs on Public Financial Management System (PFMS) of Govt. of India and making payment through REAT/DBT modules of PFMS so that real time monitoring of utilization of funds can be done. Physical progress is also now being monitored through a Mobile App developed for capturing the progress of all the sanitation activities being undertaken in villages under SBM(G) Phase-II.

**17. From the action taken reply furnished by the Department of Drinking Water & Sanitation, the Committee note that a slew of measures have been taken/being taken by them to mitigate the problem of unspent balances. The Department stated that under JJM, vigorous efforts were made for transfer of Central share by State Finance Departments and timely utilization of Central as well as State share and as a result, unspent balance as on 31.03.2021 has been reduced to Rs. 4826.95 crore. Similarly, under SBM (G), the Department have**

**taken various measures to ensure financial produce and transparency, so that real time monitoring of utilization of funds could be done. The Committee, while acknowledging the efforts made by the Department in this regard, express the hope that the measures taken would yield desirable results. The Committee urge upon the Department not to show any laxity in the matter and expect them to keep an hawkish eye on fund utilization and a strict tab on the State Governments so as to ensure liquidation of unspent balances under both the flagship schemes of the Government.**

## CHAPTER – II

### OBSERVATIONS / RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### Recommendation Sl. No. 1 (Para No. 2.1)

The Department of Drinking Water & Sanitation is the nodal agency responsible for policy planning, funding and coordination of programmes for safe drinking water and sanitation in rural areas of the country. In the Union Budget 2021-22, an allocation of Rs. 60,030.45 Crore have been made for Department of Drinking Water & Sanitation, which is a massive increase of 179.17 percent compared to the allocation for the year 2020-21 (BE), which was Rs. 21,494.10 Crore. Out of this, Rs. 50,011 Crore alone has been made for implementation of Jal Jeevan Mission which witnesses steep hike of 334.87% compared to 2020-21 (BE) allocation of Rs. 11,500 Crore. The Committee also note that the Government have made an allocation of Rs. 9,994.10 Crore for implementation of Swachh Bharat Mission-Gramin (SBM-G) for 2021-22, which is same as that of BE allocation for 2020-21. The Committee place on record their deep appreciation to the Government for substantially enhancing the allocation for the assured potable water supply through Functional Household Tap Connection (FHTC) by 2024 in the rural sector. The Committee have been informed that under SBM (G) Phase-II, the focus is to ensure ODF sustainability and construction of IHHLs for newly emerging households and under the category of Solid Liquid Waste Management (SLWM), components such as solid waste management, Gobar Dhan, plastic waste management, greywater management and Faecal Sludge management would be given impetus. Under JJM, keeping in view the timelines set up by each State/ UT to provide every rural household with FHTC, States/ UTs have been asked to prepare their Annual Action Plan for 2021-22, which will be finalized in April–May, 2021. The Department have also accorded highest priority to water quality-affected habitations for providing every household with functional tap water connection. The Committee hope that various activities/ works undertaken during 2021-22 under both the schemes would yield the desired outcome and immensely benefit the targeted beneficiaries in the rural areas of the country. Further, the Committee express the hope that enhanced allocation made to the flagship programmes would be fully utilized and works already sanctioned and undertaken under water and sanitation sectors under these schemes are completed. They also expect that the timelines set by each States for achieving the target of providing FHTCs to each rural household would be adhered to and the JJM would achieve the goal of providing FHTCs to 100 per cent households by the year 2024.

#### Reply of the Government

**JJM:** Jal Jeevan Mission is a time-bound, mission mode programme, which aims at providing household tap water connection to every household by 2024. Two States and 2 UTs namely Goa, Telengana, Andaman & Nicobar Islands and Puducherry have become " Har Ghar Jal Rajya". During 2021-22, apart from finalization of Annual Action Plans of States based on detailed discussions, the implementation of JJM is being taken up with Chief Ministers of the States by the Union Minister for Jal Shakti. Implementation of JJM will be reviewed regularly with States/UTs by the Department of Drinking Water & Sanitation towards providing FHTC to all rural households by 2024.

**SBM-G:** Swachh Bharat Mission (Grameen) [SBM(G)] Phase-II has been launched for achievement of ODF plus objectives with the focus on Open Defecation Free (ODF) sustainability and Solid and Liquid Waste Management (SLWM) arrangements in rural areas. Under the programme, various activities for sustaining the ODF status such as awareness generation for continuous usage of toilets, covering the left out households/newly emerging households with toilets, retrofitting of toilets, construction of CSCs and SLWM activities like collection and segregation of waste, construction of community compost pits, plastic waste management units, community soak pits, Waste Stabilization Ponds, Faecal Sludge Management, etc. are envisaged to be taken up during 2021-22. States/UTs were advised to prepare their Annual Implementation Plans (AIPs) for 2021-22 for taking up the required activities and to submit to the Department. Accordingly, the AIPs have been prepared and submitted by the States which have also been discussed with the States. The funds will be released to the States keeping in view their AIP demand and budget allocation for the programme for 2021-22. The progress of the States with respect to their AIP will be monitored by the Department and the States will be pursued and supported to meet their AIP targets. However, sanitation being a behavioural issue, the focus is given on inculcating behaviour change towards regular use and maintenance of toilets and adoption of proper waste management practices. The funds are utilized by the States on creation of the ODF plus assets/mechanisms to ascertain adaptation of such sanitation and hygiene behaviour by the people and proper use & maintenance of such assets constructed under the programme.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation Sl.No. 2 (Para No. 2.2)**

The Committee note that the funding pattern of the flagship schemes implemented by the Department is in the ratio of 50:50 under JJM and 60:40 under SBM (G). For North-east and Himalayan States funding pattern is in the ratio of 90:10. Besides central assistance/ funding, balance funding has to be done by the States/ UTs concerned. For effective and proper implementation of the schemes, the States need to release their matching share of funds for both the schemes timely so as to ensure that the schemes do not suffer for want of availability of funds. The Committee have been informed that under both the schemes there have been considerable delays in release of States matching share into single nodal account, which is reviewed by the Department regularly. The Committee urge upon the Department to impress upon all the States/ UTs to release their matching share of funds timely and without delay under both the flagship schemes, so that the intended funds reach the targeted beneficiaries on time and that beneficiaries identified under the scheme are able to reap the benefits well within the intended time-frame. The Committee would like to be apprised of the efforts made by the Department in this regard.

#### **Reply of the Government**

**JJM-**It is indeed an issue that some States are unable to transfer Central grants and also release matching State share within 15 days of Central release. The Department/ Ministry has been consistently pursuing the matter with State Government at the highest level including Chief Secretaries of respective States. Union Minister, Jal Shakti regularly keeps on impressing upon respective Chief Ministers to ensure timely transfer of grant in the single nodal account of the

implementing agencies of States. Further, for prudent financial management, the following steps are being undertaken in Jal Jeevan Mission:

- i) Provisioning of matching State share has been made an integral part of Annual Action Plan exercise held in the beginning of every financial year so that the target can be firmed up accordingly;
- ii) Provisions are also being made for operating single nodal account of States as an 'escrow account' so that delay in transfer of Central fund to implementing agencies is avoided; and
- iii) Throughout the year, several review meetings at highest levels, are being held from time to time with the State govt. officials to review the physical and financial progress under JJM so that the overall target can be achieved well within time.

With these concerted efforts of the Department, most of the States/ UTs have in-principle agreed to release the State share well within the time along with shortfall in State matching share of previous years.

**SBM(G)** Phase-II guidelines provide that the States have to release their proportionate State share within 15 days from receipt of Centre share under the programme. The States are also regularly followed up for timely release of their proportionate State share. Presently there is shortfall in the proportionate State share release in respect of Telangana and West Bengal only. They are being regularly followed up. Letters have also been sent to the Chief Ministers of these States from Minister, Jal Shakti to release the proportionate State share at the earliest.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

### **Recommendation SI.No. 3 (Para Nos. 2.3 & 2.4)**

Jal Jeevan Mission (JJM) was announced in August, 2019 and the same is being implemented in the States/ UTs to enable every rural household in the country to have assured potable water supply through Functional Household Tap Connections (FHTCs) by 2024 in a Mission Mode. The Committee note that as on 15.08.2019, out of 18.93 Crore rural households, 3.23 Crore (17%) households were reported to have tap water connections. As on 15<sup>th</sup> February, 2021, 6.73 Crore (35.12%) rural households out of 19.18 Crore have access to potable water supply at their homes. The Committee lauds the efforts made by the State Government of Goa and Telangana for achieving 100 % households with tap water connections i.e. "Har Ghar Jal Rajya".

The Committee note that as per Operational Guidelines framed under JJM, to achieve the objectives under the scheme re-verification and firming of baseline data of household tap connections was to be done by States/ UTs before March, 2020 and report the same on Integrated Management System (IMIS) of the Mission. It is not clear to the Committee as to whether the baseline data has been firmed up and re-verified by the States and reported on IMIS. The Committee, therefore, urge upon the Government to ask the States to complete the process and apprise them of the baseline data and its re-verification and reconciliation, so as to ascertain the actual number of households which are to be provided of FHTCs in the rural areas of the country.

### **Reply of the Government**

All the States/ UTs were requested to re-verify and firming up of baseline data of household tap connections. States/ UTs after revalidation had reported that there were around 18.93 Crore rural households in the country as on 01.04.2020 out of

which 3.23 Crore were having tap water connections. It has further been considered in the Department that the 'number of rural household' is a dynamic data and therefore States/ UTs are allowed to update the same on regular basis. As on 16.05.2021, out of more than 19.19 Crore rural households across the country, 7.41 Crore (39%) households have been provided with tap water supply.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation Sl.No. 4 (Para Nos. 2.5 & 2.6)**

The principal objective behind the coverage of rural households with Functional Household Tap Connections (FHTCs) is to provide each house with safe drinking water. The Committee is of the view that mere provision of tap connection without ensuring assured availability of water in the pipeline would not serve the purpose and will defeat the very objective of JJM. The Committee find from their collective experience and ground reality that there are instances galore, wherein taps are being fitted but water supply is not there. The Committee feel that a monitoring mechanism is required to be put in place at the district level, whereby the supply of water is monitored on a real time basis. For this, the Department should also leverage on latest technological tools such as GPS, internet of Things (IoT) etc. Besides the Department should also undertake field visits at regular/ periodic intervals to check the availability of water as also the proper functioning of the tap network.

The Committee also urge the Department to devise special strategies for supply of safe drinking water to rural habitations of hilly areas where the households are not only very scattered but also in some places there is difficult terrain. The Committee would like to be apprised of the action in this regard.

#### **Reply of the Government**

For time-bound implementation of Jal Jeevan Mission, a four-tier institutional mechanism has been set up at National, State, District and Village level. District Water & Sanitation Mission has been tasked with overall implementation and monitoring of works being undertaken under JJM at District level. Further, following major mechanisms have been put in place for effective monitoring of works being undertaken in JJM:

- a. For targeted delivery and monitoring of specific outcomes, every functional household tap connection (FHTC) is being linked with the Aadhar number of the head of the household, subject to statutory provisions;
- b. Every asset created under JJM is being geo-tagged;
- c. a real time dashboard for monitoring physical progress at National, State, District and Village level;
- d. A robust JJM-IMIS has been put in place;
- e. Third party inspection (TPI) by the States to check the quality of works;
- f. Functionality assessment of schemes and tap water connections;
- g. Measurement and monitoring of water supply in villages through sensor-based IoT solution.

Under JJM, special focus has been given towards innovations in drinking water sector to enable communities to optimize the existing infrastructure, capital investments, operating costs, and thereby provide safe drinking water at an affordable cost. In areas with harsh climatic conditions as in high altitude cold deserts and in areas facing extreme terrain challenges or sparsely populated hot deserts, local innovations/ technological solutions viz. Solar Energy based stand-alone water supply systems for scattered/ isolated/ tribal/ hilly villages, Community

Water Purification Plant (CWPP) in groundwater contaminated areas, etc. are being explored. Further, a team of technical experts under the chairmanship of Principal Scientific Advisor to Government of India has been constituted to invite and examine various innovation technologies for use in water sector. In hilly, forested, tribal and drought prone and desert areas, to provide tap water to scattered households, relaxation has been given to cover habitations with less than 20 households or 100 population. Further, in hilly areas, solar-based and gravity-based water supply is also encouraged so as people living in these small hamlets and in remote areas, continue to get assured water supply. In hilly and mountainous regions, springs are major source of water and under Jal Jeevan Mission, to strengthen and augment these springs, springshed management have been promoted. A 2-day training workshop of State/ district officials having springs as a water source was held on 27 – 28 February, 2020 at Dr. R. S. Tolia Uttarakhand Academy of Administration, Nainital. The Department also came out with a document entitled 'Provision of potable drinking water in mountains through participatory springshed management', which has been extensively shared with concerned States/ UTs.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation Sl.No. 5 (Para No. 2.7)**

Due to ever-increasing population, the demand for clean and potable drinking water is increasing day-by-day. Therefore, it has become very essential to find out new sources of water and also recharge/ replenish the fast depleting water table. Underlining the importance of water in human lives, the Committee observe that concerted efforts should be made to conserve water to the maximum extent possible and urge the Department to mandate installation of Rain Water Harvesting structures existing/ new rainwater harvesting structures by all GPs/ VWSCs, more particularly in drought prone and dessert areas especially in Rajasthan as these areas, due to their geographical position, are lacking in water sources. Furthermore, the Committee stress the need for revival and rejuvenation of traditional water bodies including recharge of bore-wells, cleaning up of lakes and ponds in the villages as these water bodies have the potential to become assured source of water. The Department should adopt a convergence model, whereby the JJM can be dovetailed with other schemes like MGNREGA, Repair, Renovation & Restoration of Water Bodies (RRR), so as to attain assured and seamless supply of water in all the rural habitations. The Committee note that rural masses are largely unaware about the importance of water conservation techniques due to lack of awareness and education. Therefore, the Committee recommend the Department to take up these issues with State Governments and urge upon them to formulate schemes for promotion of RWH and also undertake IEC activities for educating the people of the importance of water conservation and rain harvesting through print and electronic media and to make the RWH programme a people's movement.

#### **Reply of the Government**

The concern expressed by committee to ensure availability of water over long-term has been noted by the Department and suggestions of committee for JJM is being undertaken. In order to make the household tap water connections functional on long-term basis, all the Gram Panchayats or its sub-committee/ Pani Samiti etc. are required to make 5-years Village Action Plan (VAP) *inter alia* which includes drinking water source strengthening, recharge activities like construction of rainwater

harvesting structures, revival and rejuvenation of traditional water bodies including recharge of bore-wells, cleaning up of lakes and ponds, etc. to ensure long-term water availability. Under VAP, provision has been made for Gram Panchayats to dovetail funds from 15<sup>th</sup> Finance Commission grants, MGNREGS, DMDF, CAMPA, JJM, PMKVY, SBM (G), MP/ MLA LAD funds, DMDF, CSR fund, etc. at village level.

Under JJM, the provision is also made to enable States/ UTs to deploy ISAs to mobilize the village community and help them plan, design, implement and monitor the various activities taken up in VAP. Apart from this, to create awareness among the rural population about water conservation measures and other associated activities, States/ UTs are permitted to utilize upto 5% of funds allocated under JJM for support activities. In the review meetings of JJM, States/ UTs are advised to expedite the preparation of VAPs that include O&M, water conservation, source strengthening, greywater reuse etc. Under JJM, a 100 – days campaign was also started to provide tap water supply to schools, anganwadi centres ashramshalas, etc. Under this campaign, rainwater harvesting and grey water reuse structures was also included so that future generation is sensitized and understands the importance of conserving water. During 2019-20, this Department launched Jal Shakti Abhiyan (JSA) to create awareness about water conservation in 1,592 blocks of 256 water stressed districts. Under this campaign, targeted activities were undertaken under five areas of intervention namely i.) water conservation and rainwater harvesting, ii.) Renovation of traditional water bodies/ tanks, iii.) Reuse, borewell recharge structures, iv.) Watershed development, and v.) Intensive afforestation. The benefits of this campaign are likely to be visible in a long run. This campaign was implemented with the convergence of various schemes like MNREGA, IWMP, SBM (G), NAP etc. In 2021, Jal Shakti Abhiyan was launched on World Water Day i.e. 22<sup>nd</sup> March with the theme 'Catch the Rain' expanded to cover all 729 districts of the country.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation Sl.No. 6 (Para Nos. 2.8 & 2.9)**

The Committee note that Water Quality Monitoring & Surveillance (WQMS) has been accorded highest priority under Jal Jeevan Mission to provide prescribed quality of drinking water to rural households. The Department is providing technical and financial support to States/ UTs to strengthen the Water Quality Monitoring & Surveillance activities. With a view to encourage safe drinking quality water, the JJM envisages capacity building of Panchayats and entrusts them to take up Operation & Maintenance (O&M) responsibility of water quality monitoring of all drinking water sources in their respective areas. The Committee have been informed that the respective GPs/ VWSC/ Pani Samiti, etc. have to identify, train and support five women from local community to conduct water quality tests using FTKs/ bacteriological vials and report the results etc. The Committee understand that 100 per cent testing of all sources of water at the Village level was to be done by grass root level, workers from GP/ VWSC. However, in reality not many quality test checks are done and as a result there is every possibility of certain sources affected with bacteriological or chemical contamination being left out.

The Committee urge upon the Department to pay more attention on water testing aspect and instruct the States to not only impart training to all the identified persons at GPs / VWSC level in a time bound period but also ensure particularly in water quality-affected habitations that they conduct 100 per cent test checks of all water sources. The Department should also instruct all the States to formulate action

plan for testing all drinking water sources at the village level at least on quarterly basis and those affected habitations affected with water quality on a monthly basis. The Committee also desire that the information so obtained should be put in the public domain at District, Block and Village level through print and visual media, so that no individual should suffer due to contamination in drinking water.

### **Reply of the Government**

Acknowledging the importance of community participation in water quality surveillance at village level, all States/ UTs have been advised to identify and train 5 persons preferably women in each village from local community viz. ASHA workers, health workers, VWSC members, teachers etc. to conduct water quality tests using FTKs/ bacteriological vials at village level, at schools and anganwadis. As reported by States, about 5.40 lakh women have been trained for water quality testing using FTKs. While preparing Annual Action Plan, concerned State/ UT has to mandatorily formulate plan to procure/ refill FTKs/ bacteriological vials and water quality testing using FTK/ bacteriological vials. State has been advised to ensure the availability of FTK at village level. Besides, All States/ UTs have also been advised to take IEC activities under WQM&S, which *inter alia* includes:

- i) awareness generation on water quality issues, water-borne diseases and health impacts;
- ii) water safety planning;
- iii) behavioural change communication on- 'strictly avoiding water from quality-affected source';
- iv) audio-visual publicity on ill effects of consuming contaminated water, importance of sanitary inspection, process of getting private water quality sources tested, etc.;
- v) wall writings promoting tap water as - 'it is free from contamination' and;
- vi) slogans, group meetings, street plays, PRA activities, exhibits, etc. on water quality

Progress made in this regard is being monitored and highlighted for compliance in all review meetings, held from time to time with States/ UTs. In consultation with various stakeholders, the Department prepared 'Jal Jeevan Mission – Drinking Water Quality Monitoring & Surveillance Framework' for guidance to States/ UT's officials and local village level functionaries to expand the water quality testing and reporting, surveillance of water sources, sanitary surveys, setting up of laboratories, etc. Further, to capture the data and make reporting easy and transparent, an online 'Water Quality Management Information System' has been developed and operationalized to be used for sample collection, testing and reporting. Further, sensor based IoT systems has been piloted to capture real time data which *inter alia* includes parameters related to water quality, and it has been put on the 'JJM dashboard', which is in public domain. To enable States/ UTs to carry out these activities, they can utilize upto 2% of their annual JJM allocation, which is regularly reviewed in various meetings.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

### **Recommendation Sl.No. 10 (Para No. 2.14)**

As regards NABL Accreditation of the Water Quality testing laboratories in rural areas, the Committee find that at present there are 70 NABL accredited water quality testing labs in the country, showing an increase of 20 more laboratories as compared to the last year. This reflects the dismal pace at which the water testing laboratories are getting NABL accreditation, despite the Committee emphasizing the

need for having more and more NABL accredited laboratories within a specific time-frame. The Committee, therefore, reiterate that the Department should prepare a time-bound action Plan for getting all Laboratories NABL accredited at the earliest. They also recommend that these testing laboratories are well be equipped with necessary infrastructure and State of art testing equipment and requisite trained manpower.

### **Reply of the Government**

Strengthening of water quality testing laboratories by setting-up/ upgradation of State district/ sub-division/ block/ mobile laboratories is an integral component of Water Quality Monitoring & Surveillance (WQMS) under JJM. Upto 2% of the allocation to States/ UTs is made available for utilization on WQMS which *inter alia* includes activities like setting up/upgradation of Labs, procurement of equipment, instruments, chemicals, glassware, consumables, hiring of outsourced human resources, NABL accreditation, etc. All States/UTs have been advised that in every State/UT, there has to be a State/UT level laboratory and in bigger States/UTs, State/UT level laboratories should be set up in different regions so that all nearby sources are tested regularly. Further, all districts must have a district-level laboratory and setting up of the same should be accorded highest priority. For effective monitoring, concerned State has to mandatorily formulate plan for strengthening of existing laboratories and NABL accreditation/ recognition of labs along with other WQMS activities under Annual Action Plan. Further, in order to facilitate States/ UTs to get NABL accreditation/ recognition expeditiously, matter of speeding up of accreditation/ recognition procedure and its simplification has been taken up with NABL. This aspect is being highlighted for compliance in all review meetings, which are held regularly with States/UTs. Further, the drinking water quality laboratories in the States/UTs have also been opened up to public so as they can get their water samples tested at nominal rate and ascertain the quality of water being supplied in their homes. States/UTs were asked to map all these laboratories on 'Water quality management information system' where testing can be done. In this context, States/UTs reviewed the functioning of thee laboratories and based on the updated data, latest numbers have been reported. The Department has worked with NABL for expediting accreditation of State/ UT and district level laboratories and recognition of sub-division and block level laboratories. States/ UTs have also been advised to ensure appropriate and effective IEC activities and training should be taken on priority to bring high level of awareness on various aspects of safe drinking water sources, including the critical role of improved sanitation and hygiene for public health. As on 18.05.2021, despite having various difficulties due to Covid pandemic, concerted efforts have resulted in increasing the number of NABL accredited water quality testing laboratories in the country to 120. Besides, accreditation process for some more laboratories is at advanced stage.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

### **Recommendation SI. No. 11 (Para No. 2.15)**

The Committee note that the Department of Drinking Water & Sanitation has launched a 100-days campaign to ensure safe drinking water supply for cooking purpose and tap water for hand washing in toilets in all schools, anganwadi centres and Ashramshalas (tribal schools) across the country. The Department have also made an appeal to the States/ Union territories to make it a 'Jan Andolan' (people's movement) in their respective regions as children are more susceptible to water borne diseases, more so, when there is also a need for repeated washing of hands

as a precautionary measure during the Covid-19 pandemic. The situation is much more complex in areas where water sources are found to be contaminated with Arsenic, Fluoride and other heavy metals and prolonged consumption of such water leads to degenerating diseases like arsenicosis, fluorosis besides some other serious health hazards. The Committee are pleased to observe that the response to the 100-days campaign was overwhelming and States like Andhra Pradesh, Goa, Haryana, Himachal Pradesh, Tamil Nadu, Telangana and Punjab have been able to provide cent per cent potable piped water facility in their Anganwadi Centres and Schools. However, lot more is need to be done, in this regard, as States like Assam, Jharkhand, Uttar Pradesh, Chhattisgarh, West Bengal, Odisha and Madhya Pradesh etc. are lagging behind, and need to be persuaded to emulate the States which have achieved cent per cent results in providing basic needs of drinking water and sanitation facilities to all their schools and Anganwadi centres. Considering the health hazards in the children on account of lack of potable drinking water, the Committee urge the Department to take up the matter with those States which are lagging behind in providing drinking water and toilet facilities in their Schools and Anganwadi centres. The Committee also desire that the Department should take measures for setting up water purification plants/ RO plants in all schools and anganwadis on urgent basis so that present generation do not suffer due to contamination of drinking water.

#### **Reply of the Government**

Under the mission, provision of piped water supply to schools and and anganwadi centres has been accorded highest priority. The progress is being regularly reviewed by the Department with the State and in the recent Annual Action Plan 2021-22 meetings held with States, the States/ UTs have been again advised to cover the remaining school and anganwadi centres in next few months. Further, States have been advised to take requisite measures for setting up of water purification plants/RO plants as an interim measure wherever provisioning of piped drinking water from existing infrastructure is not possible. So far, as reported by States/ UTs 6.31 lakh schools and 5.70 lakh anganwadi centres have been provided with piped water supply.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation SI. No. 12 (Para No. 2.16)**

The Committee are concerned to note that there is continuous declining trend in fund allocation to Swachh Bharat Mission-Gramin (SBM-G) at RE stage during the fiscal years 2018-19, 2019-20 and 2020-21. The Committee feel that reduction in allocation of funds at RE stage would not only adversely affect the progress in implementation of the flagship schemes but also push the targets set by the Government for meeting the basic human needs of the people in rural areas. During the previous financial year 2020-21, the allocation of funds at BE stage was Rs. 9994.10 crore which was reduced to Rs. 6000 crore at RE stage while the actual utilization was only Rs. 4368 crore (as on 19.02.2021). The Committee are of the view that under-utilization of funds indicate lack of financial prudence and fiscal discipline while seeking budget allocation under the scheme or there is lack of proper budgetary planning, implementation and monitoring. As a result, in the process the targeted beneficiaries are deprived of the benefits of the programmes. The Committee, therefore, recommend that the Department should make concerted efforts in close coordination and cooperation with States and implementing agencies

so as to fully utilise the allocated budget and obviate the scope for reduction of budget at RE stage. They also urge the Department to ensure that the laid down operational guidelines are followed in letter and spirit by all stakeholders. The Department may also devise a time bound framework for cent per cent utilization of allocated funds and fix responsibilities for lapses at any level.

#### **Reply of the Government**

Under SBM (G), AIPs have to be prepared by the States/UTs at the commencement of each financial year. The AIPs prepared by the States/UTs are discussed with the States by National Scheme Sanctioning Committee (NSSC) for approval. Funds under the programme are tentatively allocated to the States keeping in view their approved AIP demands and budget allocation for the programme so that funds can be utilized by the States as per their requirements. However, since SBM(G) is a demand driven programme, the utilization of the funds under the programme largely depends on generating demand for sanitation assets at the ground level and inculcating positive behaviour among people so that sustainable usage of such sanitation assets can be ensured by the States. The Department of Drinking Water & Sanitation will hold regular reviews with the States/UTs towards utilization of funds under SBM (G).

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

#### **Recommendation SI. No. 13 (Para No. 2.17)**

The Committee note that under the extant operational guidelines framed for Swachh Bharat Mission-Gramin (SBM-G) scheme, there is a provision of financial incentive of Rs. 12,000/- for construction of Individual Household latrines in rural areas. The incentive is given to BPL households and identified Above Poverty Line households after they construct and use toilets. The Committee note that the financial assistance given for construction of IHHLs in the urban areas is Rs. 20,000/- while it is Rs. 12,000/- only in rural areas. The Committee are surprised to note that is given to the fact that the cost of construction materials/labour etc. are almost the same in rural as well as urban areas, rather more costly in far-flung rural and hilly areas compared to the urban areas due to higher transportation cost involved, there is an imperative need to provide uniform financial incentive for construction of toilets both in rural and urban areas. The Committee, therefore, recommend that Department should consider this matter seriously and take steps to bring in parity in the quantum of financial assistance being extended to beneficiaries for construction of toilets in both urban and rural areas and apprise the Committee of the steps taken in this regard.

#### **Reply of the Government**

As per SBM (Urban) guidelines, Central government incentive for the construction of household toilets is Rs. 4,000 per household toilet for each identified beneficiary household, in states and UTs. States will contribute a minimum of Rs 2,667 per IHHL towards individual toilets. For UTs without legislature, Central share will be 100% (Rs 4,000 per IHHL) and UT share of Rs.1,333 will also be borne by the Centre. For UTs with legislature, Central share will be Rs.4,000 per IHHL and UT share will be Rs.1,333 per IHHL. However, for North eastern and Hilly states, the Central government incentive will be Rs.10,800 per unit. For North Eastern and Himalayan states, the Central share will be Rs 10,800 per IHHL, and State share will be Rs 1,200 per IHHL. Under SBM (Grameen), incentive of Rs. 12,000/- per IHHL is provided in the ratio of 90:10 between Centre and States for NE States, Himalayan

States and UT of J & K, 100% share from Centre for remaining UTs and 60:40 between Centre and State for remaining States. Hence, minimum Centre share for IHHL under SBM(G) is Rs. 7,200/-. The States/UTs have the flexibility to provide additional share from their own funds. In line with the theories of behaviour change, the States/UTs are to also encourage the beneficiaries to provide their own share to promote ownership and usage of the toilets.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

**Recommendation Sl. No. 14 (Para Nos. 2.18 & 2.19)**

The Committee appreciate the fact that the country has achieved 100 % Open Defecation Free (ODF) status in October, 2019 as a tribute to Father of Nation, Mahatma Gandhi on his 150th birth anniversary. More than 10 crore toilets have been constructed under the Swachh Bharat Mission. In February, 2020, the Government had launched SBM (G) Phase II with the focus on ODF sustainability and Solid Liquid Waste Management (SLWM) in rural areas in order to create ODF plus villages by 2024-25. However, during examination of Demands for Grants of the Department, the Committee have brought to light the following deficiencies in implementation of SBMG and ODF Mission. These are (i) pendency of construction of toilets in ODF villages; (ii) non-receipt of incentives by the targeted beneficiaries; (iii) non-availability of water supply in the constructed toilets; (iv) disconnection of water supply due to non payment of electricity bills by villagers; (v) assessment of left-over beneficiaries; (vi) use of toilets for other purposes like storing of cow-dung/cake or husk or timber; (vii) non construction of toilets inspite of withdrawal of incentive amount in connivance with Government officials; (viii) false reporting to the District Authorities by the Sarpances / Gram Pradhans / Gram Sevaks for declaring a particular village as ODF and (ix) appointment of nodal officer to attend complaints in this regard. The representatives of the Department, however, were candid in their admission and state that they are seized of the deficiencies and problems in implementation of the scheme and a status report have been sought from the State Governments concerned and also assured the Committee to fill the gaps/lacunae in the functioning of SBM (G) Phase II. The Committee observe that Swachh Bharat Mission is such a huge programme in the field of sanitation in rural India, and therefore, there is every possibility that some deficiencies may creep in at the implementation stage of the programme. In this context, Hon'ble Prime Minister on 2nd October, 2019, the day on which the country have achieved 100 % ODF in the country has observed as under:-

“But now the question is – whatever we have achieved is that enough? The answer is simple and clear. What we have achieved is just one stage, only one level. Our journey towards clean India continues unabated.”

Keeping in view the deficiencies enunciated above, the Committee urge upon the Department to ask C&AG to undertake Performance Audit of the SBM (G) Phase-I with a view to arrive at clear picture of the various deficiencies noticed in the implementation of the scheme at the State level/District Level/Block Level/Village Level so that remedial measures can be taken for effective implementation of SBM(G) Phase-II.

**Reply of the Government**

Department of Drinking Water and Sanitation vide letter no. H-11013/1/2021-SBM-DDWS dated 21.05.2021 has requested the Audit and Accounts Department to take necessary action on the recommendation of the Committee to undertake Performance Audit of the SBM (G) Phase-I.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

**Recommendation SI. No. 15 (Para No. 2.20)**

The Committee note that under Phase-II of SBM (G), in the ODF plus villages having more than 100 households, the Department would endeavour to provide at least one CSCs which may cater to the sanitation needs of floating/migrant population. The Gram Panchayat will decide upon a suitable location for construction of CSC which may be easily accessible to all and priority shall be given to the location of poorest of poor in the village with predominant SC/ST habitations. The Committee have been informed that financial assistance of Rs. 3 lakh per CSCs is provided to Gram Panchayats, in which 70 % will be borne under SBM (G) Phase II and 30 % will be borne by Gram Panchayat from the grant allocated by 15th Finance Commission. As per data submitted by the Department, the Committee note that during the year 2020-21, big States like Uttar Pradesh (43830), Rajasthan (7886), Maharashtra (6449), Madhya Pradesh (5657), Bihar (5218) and Gujarat (1821) have encouragingly done very well in the construction of Community Sanitary Complexes (CSCs), whereas others like Punjab (01), Uttarakhand (106), Telangana (128), Tamil Nadu (197), Kerala (227), Himachal Pradesh (261), Karnataka (355), Jharkhand (609) and West Bengal (801) were lagging behind and have constructed fewer number of CSCs. The data shows that the progress of construction of Community Sanitary Complexes (CSCs) is not very encouraging throughout the country. The Committee urge upon the Department to examine the reasons for such a poor performance of States in construction of the Community Sanitary Complexes. Further, the responsibility for maintenance of CSCs rests with the concerned Gram Panchayats for which GPs adopt various models to ensure operation & maintenance of CSCs. The Committee recommend that the Department should take concrete steps and devise a time bound action plan for construction of desired number of CSCs in rural areas and also incentivizing the GPs for maintenance of such CSCs. Further, the Committee also note that Community Sanitary Complexes (CSCs) are being constructed in the corner of the villages, as a result of which the same are not being used. They, therefore, recommend that Government should urge upon the States to identify proper location in GPs which are not far away from the village and are easily accessible for use by all the people. They also recommend that as a pilot project, all CSCs should be geo-tagged for real time monitoring of water supply and usage of the same by the rural masses. The Committee would like to be apprised of the action taken in this regard within six months of presentation of this Report to Parliament.

**Reply of the Government**

Under SBM(G) it has to be endeavoured that all the rural households have individual household latrines. Hence, on achieving the 100% households having individual latrines, many villages may not have the need to a Community Sanitary Complex (CSC). However, in some villages it would still be required to construct CSC to cater to the sanitation needs of the households who do not have space to construct individual toilets or that of floating/migrant population, or at places where large congregation of people usually takes place, etc. Therefore, the CSCs are to be constructed when there is need for the same and its O&M is ensured. Hence, the provisions regarding construction of CSCs in the SBM(G) Phase-II guidelines have also been amended vide letter No. No. S-11011/2/2020-SBM-DDWS dated 23.11.2020 dispensing with the requirement that the ODF plus villages having more than 100 households have to construct at least one CSC. The Guidelines also

provide that the GPs will decide upon a suitable location for construction of CSC that is easily accessible to all, having adequate water availability and ensure its O&M. Detailed advisories have been issued by the Department regarding various O&M models that may be deployed by the GPs for the O&M of CSCs. The States/UTs have also been directed to geotag all CSCs constructed/to be constructed under the programme.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

**Recommendation SI. No. 16 (Para No. 2.21)**

Sanitation also include solid waste management and accordingly Gram Panchayats (GPs) are being provided aid and advise in this regard. Due to rapid urbanization of rural areas in the country, the problem of solid waste management has become herculean task and lack of sanitation facilities severely impact environment, ecology, human beings on one hand and health of and livestock on the other hand. The Committee note that across the country 18,753 GPs in 2018-19 and 8,583 GPs in 2019-20 have created infrastructure for Solid & Liquid Waste Management (SLWM). The overall creation of solid / liquid waste management infrastructures have disappointingly shown a declining trend. The Committee note that States/ UTs such as Andaman & Nicobar Islands, Chandigarh, Goa, Ladakh, Lakshadweep and Puducherry have shown very little interest in creating SLWM infrastructure during the preceding three years, whereas States like Andhra Pradesh, Uttarakhand, Meghalaya, Gujarat, Chhattisgarh, Arunachal Pradesh, Himachal Pradesh and Mizoram have performed very well in creating infrastructure for Solid & Liquid Waste management at Gram Panchayat level. It may be seen that Government has not fixed any annual targets for States/ UTs in respect of provision of sanitation facilities / infrastructure on the plea that SBM (G) is a demand driven scheme. The Committee find such a plea untenable and therefore desire that the Government should review their policy and fix annual targets under SLWM so that the mission is implemented and completed in a time bound manner in all Gram Panchayats.

**Reply of the Government**

Under Phase-I of SBM(G), the focus was mainly on achievement of ODF villages by 2<sup>nd</sup> October, 2019. Having achieved the objectives of ODF status in rural areas, Phase-II of SBM(G) has been approved by Government of India to be implemented during the period from 2020-21 to 2024-25 with focus on sustainability of ODF gains made and SLWM in rural areas. Like Phase-I, the focus under SBM(G) Phase-II is on inculcating positive behaviour among people towards regular use and maintenance of toilets and adoption of proper waste management practices resulting in generation of demands from the people for creation of SLWM assets/mechanism in their villages. However, provision has been made in the operational guidelines of SBM(G) Phase-II that the States/UTs have to prepare their Project Implementation Plan (PIP) for entire programme period and AIP at the commencement of each financial year as part of the Gram Panchayat Development Plan (GPDP). Based on the same, Department of Drinking Water and Sanitation is finalizing annual targets with all States and UTs towards ensuring that all GPs benefit from SLWM interventions

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

**Recommendation SI. No. 17 (Para No. 2.22)**

The Committee note that various activities/works are involved in the construction of SLWM assets like construction of compost pits, storage units, biogas plants, material recovery centres for solid waste management, construction of soak pits, waste stabilization ponds and construction of Faecal Sludge Management plants for grey water management. All these activities have a huge potential for creation of job opportunities for both skilled and unskilled work-force. The Committee, therefore, urge upon the Department to create awareness amongst the rural youth about the potential job opportunities that will arise on account of solid waste management activities as part of long-term sustainability of the scheme. They also recommend that suitable training and skill development programme be undertaken for imparting training to the rural youth under the scheme.

**Reply of the Government**

Under SBM(G) Phase-II, 5% of the programme funds have been earmarked for Information, Education and Communication (IEC) and Capacity Building activities out of which 3% is to be utilized at State level. The States have been advised to take up awareness generation activities in respect of waste management among rural population and capacity building of the ground level functionaries, motivators, SHGs, etc., in respect of SLWM activities. For this, the States have been suggested to rope in State Institute of Rural Development (SIRDs) and other technical resource agencies/ partners for imparting training on SLWM and ODF sustainability. SHGs and Youth groups in many places have assumed the responsibility of operation and maintenance of Community Sanitation Complexes, management of solid and liquid waste management arrangement e.g. management of grey water, management of Plastic Waste Management Units and Faecal Sludge Treatment Plants, etc. The capacity building component implemented by States and Districts include training of SHGs and youth groups in management of Solid and Liquid waste management services. Further, encouraging entrepreneurship and business models for various SLWM activities are integral part of the program rollout in SBM(G) Phase II. It is hoped that such business development models in rural India will also actively lead to employment generation at local level; provisions to this effect have also been made in the SBM Phase II guidelines.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

**Recommendation SI. No. 18 (Para No. 2.23)**

The practice of rural populace dumping their household solid/liquid waste at one site leading to huge piling up of garbage is a common sight in the country. The Committee feel that such 'mountains' of garbage not only poses serious health hazards due to the emanation of foul smell but also lead to plethora of diseases. These garbages have huge adverse effects on the quality of lives of rural households. The Committee note that in urban areas, there is an institutional mechanism for lifting and disposal of solid waste by the Municipalities/Local Bodies at the designated place / land fill, and such mechanism/ system is not place in rural areas. The Committee, therefore, recommend that, a mechanism / system on the lines of urban areas municipalities may be devised in rural areas as well by the local GPs by hiring vehicles for collecting garbage / solid waste and dumping them at a designated place so that villages remain clean and healthy.

### **Reply of the Government**

In rural areas, nature of waste generation and its management is different than that of towns/cities. As in most of the rural areas the households are scattered and quantity of waste generation is relatively less, therefore, under SBM(G) Phase-II the focus has been given on decentralized waste management at village/GP level itself through household or community compost pits, bio gas plants etc. In case of waste management through community compost pits, the programme envisages arrangements for collection segregation and composting/storage of wastes in the villages. For this provision of financial assistance has been made for purchasing tricycle/battery vehicles for collection of wastes, construction of storage units, community compost pits at village level and Plastic Waste Management Units at block level. The States have also been advised to adopt business models/ forward market linkage to make the projects self-sustaining.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

### **Recommendation Sl. No. 19 (Para No. 2.24)**

The Committee notice that substantial amounts of unspent balances were accrued under Jal Jeevan Mission (JJM) at the end of the financial years 2018-19 and 2019-20, to the tune of Rs. 2,436.37 crore and Rs. 6,431.85 crore respectively. Similarly, under Swachh Bharat Mission-Gramin (SBM-G), there are consistent unspent balances to the tune of Rs. 10,683.89 crore and Rs. 10,475.26 crore at the end of the financial years 2018-19 and 2019-20 respectively. The Committee are concerned to note that the problem of unspent balances is more prominent under JJM in certain States like West Bengal, Rajasthan & Uttar Pradesh and similarly under SBM (G) in States like Odisha, Bihar, Andhra Pradesh, Uttar Pradesh & Rajasthan. The Committee find the response of the Department in this regard unsatisfactory and repetitive in nature wherein general reasons such as non-timely release of States' shares have been cited and few changes in the funding pattern have also been intimated. However, the Committee are constrained to note that despite efforts made by the Department, there are huge unspent balances under Jal Jeevan Mission and Swachh Bharat Mission (Gramin) which are only increasing over the years. The Committee, therefore, recommend that the Department should vigorously pursue with State Governments and all other stake holders for optimum utilization of allocated funds. For this purpose, the Department should have strict monitoring mechanism and sound financial management in place to ensure not only full utilization of the allocations but also for achieving the targets fixed under each Scheme.

### **Reply of the Government**

**JJM-**Under Jal Jeevan Mission, the unspent balance of Rs. 6,431.85 Crore for FY 2019-20 was a major concern and the Department made vigorous efforts for transfer of Central share by State Finance Departments and timely utilization of Central as well as State share. Due to these concerted efforts and despite of disruptions due to COVID 19 including lockdowns, implementation of Jal Jeevan Mission on the ground accelerated and more fund utilized. As a result, unspent balance on 31.3.2021 has reduced to Rs. 4,826.95 Crore. Public Financial Management System (PFMS) has been put in place for monitoring the expenditure under JJM. States/ UTs are advised to transfer the Central fund along with matching State share to the implementing agency within 15 days of the Central release. Further, the 'escrow account' receiving

funds from Centre under JJM will on-board with PFMS platform. This will ensure better monitoring of utilization of Central as well as matching State/ UT share.

**SBM**-Under SBM(G) Phase-II, various measures have been taken to ensure financial prudence and transparency such as (i) the States/UTs have been directed to maintain a Single Nodal Account at State level for making all the payments under the programme to avoid parking of funds at lower level and to bring transparency in monitoring of unspent balance, (ii) the funds will be released in four installments (instead of two installments as done earlier) to reduce parking of funds, (iii) the Department is in the process of on-boarding all the States/UTs on Public Financial Management System (PFMS) of Govt. of India and making payment through REAT/DBT modules of PFMS so that real time monitoring of utilization of funds can be done. Physical progress is also now being monitored through a Mobile App developed for capturing the progress of all the sanitation activities being undertaken in villages under SBM(G) Phase-II.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

### **Comment of the Committee**

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

**CHAPTER – III**

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

**NIL**

## **CHAPTER – IV**

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

#### **Recommendation Sl. No. 7 (Para Nos. 2.10 & 2.11)**

The Committee note with concern that as on 15<sup>th</sup> February, 2021, 48,969 rural habitations in the country are affected with water contamination, out of which 3,112 habitations are affected due to Arsenic contamination, 2,972 with Fluoride, 31,142 with Iron, 866 with Nitrate contamination, 300 with Heavy Metals and 10,575 habitations with high Salinity in water.

The Committee further note that under National Water Quality Sub-Mission (NWQSM) was launched in March, 2017 as a part of erstwhile National Rural Drinking Water Programme (now subsumed under JJM) to provide safe drinking water to identified 27,544 Arsenic / fluoride affected rural habitations by March, 2021. As on 15 February, 2021, barring 78 habitations rest of the habitations have been covered under the scheme. However, the Department is silent with regard to action taken for providing clean drinking water to habitation affected with other contaminants like Iron and Salinity which constituted bulk of the water quality affected habitations. The Committee, therefore, recommend that the Department should also focus their attention on these habitations. The Committee understand that to tackle the problem of contamination of drinking water sources, the Government has undertaken a massive awareness drive/ campaign from time to time, to enlighten rural masses about the impact of consuming unsafe water on health which is laudable. The Committee, however, are of the considered view that though the piped water supply is the only solution to tackle water quality problems, till such time piped water supply reaches every rural household/habitation, alternate arrangement should be made to supply clean water by installing Community Water Purification Plants (CWPPs) in each Gram Panchayat/ Habitation in the country. The Committee have been informed that 32,277 CWPPs have been set up in the country so far by various States. The Committee is quite sceptical as to whether these CWPPs are adequate enough to cater to the requirements of all quality affected habitations. The Committee, recommend that Department in consultation with States assess the total requirements of CWPPs and draw an action plan to set up adequate CWPPs in all the habitations.

#### **Reply of the Government**

Jal Jeevan Mission aims at providing potable water to every rural household through tap water connection by 2024 with a special focus on water quality-affected areas. However, planning and implementation of piped water supply scheme in water quality-affected habitations based on a safe water source takes time, purely as an interim measure, provisions have been made to set up Community Water Purification Plants (CWPPs) to provide 8-10 lpcd potable water to meet drinking and cooking need of every household, in these habitations. States are being repeatedly requested to install CWPPs in all the remaining habitations on priority. During annual planning exercise, States are being impressed upon to provide potable water in all these quality-affected habitations during this year itself.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

### **Comment of the Committee**

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

#### **Recommendation Sl. No. 8 (Para No. 2.12)**

The Committee note with concern that the Ganga Canal flowing from Punjab to Rajasthan contains harmful and untreated chemical reportedly released by the industries located in Punjab. Due to consumption of this water, rural villages located in Ganganagar and adjoining areas are facing serious health problems. This is a grave issue having direct bearing on the health and well being of rural villagers who are using this water for consumption and number of Cancer cases are reportedly increasingly day-by-day. The Committee while expressing their grave concern over the matter, urge upon the Department to take up the matter with the State Government for installing water treatment plants on priority basis in the Ganganagar district of Rajasthan and adjoining areas, so as to ensure supply of clean and potable drinking water under the Mission

#### **Reply of the Government**

**JJM**-The recommendation of the Committee has been noted. State of Rajasthan has been requested to take immediate action in the matter.

(O.M. No.11013(12)/2/2021-Coordination/Parl. dated:28.05.2021)

### **Comment of the Committee**

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

#### **Recommendation Sl. No. 9 (Para No. 2.13)**

Under the JJM scheme, the Department is assisting and facilitating States/ UTs in setting up, upgrading & improving the functioning and strengthening of drinking water quality testing laboratories by providing policy guidelines, technical and financial support. The Committee find that during the examination of Demands for Grants (2020-21), the then Secretary, Department of Drinking Water & Sanitation had informed that there were 2,232 water testing laboratories in the rural areas, out of which 28 were State Level Laboratories, 732 District Laboratories, 244 Block level Laboratories and 1146 Sub-Divisional Laboratories. However, the Committee from the written reply submitted by the Department in connection with examination of the Demands for Grants (2021-22), note the figures relating to water testing laboratories as 2,032 in total, out of which 28 are State level laboratories, 675 District laboratories, 93 block level laboratories and 1,143 Sub-Divisional Laboratories. The Committee in their Fourth Report on Demands for Grants (2020-21) of Department of Drinking Water & Sanitation had already emphasized the need for having more and more water testing laboratories in the water contaminated rural areas. However, the Committee are perturbed to note that instead of showing progressive increase in the number of laboratories been set up, the number of laboratories have actually been reduced this year as compared to the previous year. The Committee feel that Water Quality Testing Laboratories are a crucial link in the success of JJM, as they play important role in ascertaining and ensuring that the water being utilized at the rural level do not contain any harmful ingredients which are detrimental to the health and well-being of the rural population. Therefore, the Committee recommend the Department to open sufficient number of water testing laboratories and also apprise

the Committee about the reasons for reduction in the number of water testing laboratories functioning during the on-going financial year.

#### **Reply of the Government**

Strengthening of water quality testing laboratories by setting-up/ upgradation of State district/ sub-division/ block/ mobile laboratories is an integral component of Water Quality Monitoring & Surveillance (WQMS) under JJM. Upto 2% of the allocation to States/ UTs is made available for utilization on WQMS which *inter alia* includes activities like setting up/ upgradation of Labs, procurement of equipment, instruments, chemicals, glassware, consumables, hiring of outsourced human resources, NABL accreditation, etc. All States/UTs have been advised that in every State/UT, there has to be a State/UT level laboratory and in bigger States/UTs, State/UT level laboratories should be set up in different regions so that all nearby sources are tested regularly. Further, all districts must have a district-level laboratory and setting up of the same should be accorded highest priority. For effective monitoring, concerned State has to mandatorily formulate plan for strengthening of existing laboratories and NABL accreditation/ recognition of labs along with other WQMS activities under Annual Action Plan. Further, in order to facilitate States/UTs to get NABL accreditation/ recognition expeditiously, matter of speeding up of accreditation/recognition procedure and its simplification has been taken up with NABL. This aspect is being highlighted for compliance in all review meetings, which are held regularly with States/ UTs. Further, the drinking water quality laboratories in the States/UTs have also been opened up to public so as they can get their water samples tested at nominal rate and ascertain the quality of water being supplied in their homes. States/UTs were asked to map all these laboratories on 'Water quality management information system' where testing can be done. In this context, States/UTs reviewed the functioning of these laboratories and based on updated data, latest numbers have been reported. The Department has worked with NABL for expediting accreditation of State/UT and district level laboratories and recognition of sub-division and block level laboratories. States/UTs have been advised to ensure appropriate and effective IEC activities and training should be taken on priority to bring high level of awareness on various aspects of safe drinking water sources, including the critical role of improved sanitation and hygiene for public health.

(O.M. No.11013(12)/2021-Coordination/Parl. dated:28.05.2021)

#### **Comment of the Committee**

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

**CHAPTER – V**

**RECOMMENDATION/OBSERVATION IN RESPECT OF WHICH FINAL REPLY  
OF THE GOVERNMENT IS STILL AWAITED**

**NIL**

**NEW DELHI**  
**December, 2021**  
**Agrahayana, 1943 (Saka)**

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

**Annexure-I****MINUTES OF THE FIRST SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2021-22) HELD ON THURSDAY, 21 OCTOBER, 2021**

The Committee sat from 1130 hours to 1200 hours in Committee Room No. '3', 'A' Block, Parliament House Annexe Extension, New Delhi.

**PRESENT**

**Dr. Sanjay Jaiswal – Chairperson**

**MEMBERS****LOK SABHA**

2. Shri Vijay Baghel
3. Shri Bhagirath Choudhary
4. Dr. K. Jayakumar
5. Shri Kuruva Gorantla Madhav
6. Shri Hasmukhbhai Somabhai Patel
7. Shri P. Ravindhranath
8. Smt. Agatha K. Sangma
9. Shri Pratap Chandra Sarangi
10. Shri Chandan Singh

**RAJYA SABHA**

11. Sardar Balwinder Singh Bhunder
12. Shri Harshvardhan Singh Dungarpur
13. Dr. Kirodi Lal Meena
14. Shri Subhash Chandra Singh

**SECRETARIAT**

1. Shri M.K. Madhusudhan - Director
2. Shri R. C. Sharma - Additional Director

2. At the outset, the Chairperson welcomed the Members to the sitting and offered his greetings to them on their nomination /re-nomination to the Committee for the year 2021-22.

3. xxx xxx xxx xxx xxx xxx

4. The Committee then took up for consideration draft Reports on the Action Taken by the Government on the Observations / Recommendations contained in the Tenth and Eleventh Reports of the Committee on "Demands for Grants (2021-22)" of the Ministry of Jal Shakti (Department of Water Resources, River Development & Ganga Rejuvenation) and Department of Drinking Water & Sanitation, respectively. After some deliberation, the Committee adopted both the draft Reports without any changes / amendments. The Committee also authorized the Chairperson to present the Reports to both Houses of Parliament in the next Session of Parliament.

The Committee, then, adjourned.

**ANNEXURE-II***[Vide Para 4 of the Introduction]***ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/ OBSERVATIONS CONTAINED IN THE ELEVENTH REPORT (SEVENTEENTH LOK SABHA) OF THE COMMITTEE**

- (i) Total number of Recommendations/Observations  
19
- (ii) Recommendation/Observations which have been accepted by the Government  
Sl. Nos. 1, 2, 3, 4, 5, 6, 10, 11, 12, 13, 14, 15, 16, 17, 18 & 19  
Total - 16  
*Percentage -84.21%*
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies  
Sl. Nos. NIL  
Total - NIL  
*Percentage- 0%*
- (iv) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee  
Sl. Nos. 7, 8 & 9  
Total - 03  
*Percentage 15.79 - %*
- (v) Recommendation/Observation in respect of which final reply of the Government is still awaited  
Sl. Nos. NIL  
Total - NIL  
*Percentage - 0%*