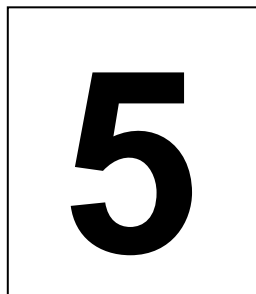


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2014-2015)



SIXTEENTH LOK SABHA

MINISTRY OF DRINKING WATER & SANITATION

**Demands for Grants
(2015-16)**

FIFTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

FIFTH REPORT

**STANDING COMMITTEE ON RURAL DEVELOPMENT
(2014-2015)**

(SIXTEENTH LOK SABHA)

MINISTRY OF DRINKING WATER & SANITATION

**Demands for Grants
(2015-16)**

Presented to Lok Sabha on 20.04.2015

Laid in Rajya Sabha on 23.04.2015



LOK SABHA SECRETARIAT

NEW DELHI

April, 2015/Chaitra, 1937 (Saka)

CRD No. 102

Price : Rs.

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

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COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)

Dr. P. Venugopal -*Chairperson*

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Rajya Sabha

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28. Dr. Vijaylaxmi Sadho^{\$}
29. Shri A. K. Selvaraj
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31. Vacant[#]

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- | | | | |
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| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri R.C. Tiwari | - | Director |
| 3. | Smt. Meenakshi Sharma | - | Deputy Secretary |
| 4. | Shri Satish Kumar | - | Committee Assistant |

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

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

@ Vacancy caused on account of resignation of Shri Srinjoy Bose from membership of Rajya Sabha.

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

Vacancy caused due to retirement of Prof. Saif-Ud-Din Soz on 10.02.2015

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

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Fifth Report on Demands for Grants (2015-16) of the Ministry of Drinking Water & Sanitation.

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

3. The Committee took evidence of the representatives of the Ministry of Drinking Water and Sanitation on 26 March, 2015.

4. The Report was considered and adopted by the Committee at their sitting held on 16 April, 2015.

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

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

NEW DELHI;
16 April, 2015
26 Chaitra, 1937 (Saka)

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

ABBREVIATIONS

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

REPORT

PART I

NARRATION ANALYSIS

I. Introductory

The Department of Drinking Water Supply (DDWS) was created in the Ministry of Rural Development in 1999, which was subsequently renamed as the Department of Drinking Water and Sanitation in 2010. Keeping in view the significance of Rural water supply and Sanitation, the Government of India created and Notified the Ministry of Drinking water and Sanitation as a separate Ministry on 13th July, 2011.

1.2 The Ministry of Drinking water and Sanitation is the nodal Ministry for the overall policy, planning, funding and coordination of the flagship programmes of the Government viz. the National Rural Drinking Water Programme (NRDWP) for rural drinking water and the Swachh Bharat Mission (Gramin) {SBM(G)} for sanitation in the country.

II. Strategic Plans of the Ministry

1.3 The Strategic Plans for drinking water supply and sanitation in rural areas have the following timeline:

(a) By Year 2017 (Drinking Water Facilities)

- At least 50 % of rural households are provided with piped water supply;
- At least 35 % of rural households have piped water supply with a household connection; less than 20 % use public taps and less than 45% use hand pumps or other safe and adequate private water sources; and
- All services meet set standards in terms of quality and number of hours of supply every day.

(b) By Year 2019 (Rural Sanitation facilities)

- To attain a Clean and Open defecation Free India by 2nd October, 2019.

(c) By year 2022 (Drinking Water facilities)

- At least 90% of rural households are provided with piped water supply; and
- Atleast 80% of rural households have piped water supply with a household connection; less than 10 % use public taps and less than 10 % use hand pumps or other safe and adequate private water sources.

1.4 In the present Report, the Committee have examined the implementation of the Schemes of drinking water and sanitation and have dealt with related issues in the context of overall budgetary allocation made in the Demands for Grants for the year 2015-16.

III. Overall Analysis of Demands for Grants (2015-16)

1.5 Budget of the Ministry of Drinking Water and Sanitation comprises one Demand for Grants i.e. Demand No. 30. The overall BE for the year 2015-16 is Rs. 5243.87 crore (Gross), including both Plan and Non-Plan. The break-up of Plan and Non-Plan provision is Rs. 5236 crore and Rs. 7.87 crore respectively.

1.6 Out of the said Plan provision of Rs. 5236 crore, specific allocations for the flagship programmes of the Government viz. the National Rural Drinking Water Programme (NRDWP) and the Swachh Bharat Mission (Gramin) {SBM(G)} have been made as under:

- (A) National Rural Drinking Water Programme (NRDWP) - Rs. 2611 crore
- (B) Swachh Bharat Mission (Gramin) {SBM(G)} - Rs. 2625 crore

1.7 The RE 2012-13, 2013-14 and 2014-15 and BE 2015-16 indicating percentage variation in respect of Ministry of Drinking Water and Sanitation is as under:-

Major Head Number	RE 2012-13	RE 2013-14	RE 2014-15	BE 2015-16	% variation in 2013-14 over 2012-13	% variation in 2014-15 over RE 2013-14	% variation in 2015-16 over RE 2014-15
2215 SBM(G)	2500	2300	2850	2625	- 8.00 %	+23.91%	-7.89%
3601 NRDWP	10500	9700	9250	2611	- 7.62 %	- 4.64 %	- 71.74 %
Total	13000	12000	12100	5236	-7.69 %	+0.83 %	- 79.04%

1.8 According to the information furnished by the Ministry, the proposed 12th Plan outlay was Rs. 1,66,686 crore (Rs. 122570 crore for NRDWP and Rs. 44116 for SBM{G}) against which the approved outlay was only Rs. 1,05,945 crore (Rs. 68786 for NRDWP and Rs. 37159 crore for SBM{G}).

1.9 Against the allocation of Rs.5236 crore (Plan) for 2015-16, the percentage allocation for the current year against the total 12th Plan allocation is 4.94 % only.

1.10 The following table shows the Budget Estimates (BE), Revised Estimates (RE), Actual Releases for 2012-13, 2013-14, 2014-15 and Budget Estimates (BE) for 2015-2016:-

	2012-13	2013-14	2014-15	2015-16
Budget Estimate (BE)	14000	15260	15260	5236
Revised Estimate (RE)	13000	12000	12100	-
Actuals	12946.34	11947.60	*9881.37 (upto 27.02.2015)	-

1.11 While comparing BE, RE and Actuals during the year 2014-15, it may be seen that there is drastic reduction of BE during 2015-16 by the Niti Aayog.

1.12 When asked about the reasons behind this drastic reduction in the allocation of budget for the current fiscal year 2015-16 by the Niti Aayog, the Ministry replied as under:

"The reasons for reduction in BE during 2015-16 are not indicated to this Ministry. The Centre: State sharing pattern is likely to be changed, keeping the overall outlay in the sectors same."

1.13 Explaining the extent to which the various Schemes of the Ministry are required to be pruned or staggered due to curtailing of funds, the Ministry stated as under:

"In respect of National Rural Drinking Water Programme (NRDWP), the reduced fund allocation is not sufficient to meet the requirement of the Ministry for the year 2015-16. Notwithstanding the pre-supposition that the State would allocate funds to this sector in view of the enhanced allocation of funds to them under 14th Finance Commission the Ministry foresees the stoppage of works in most of the ongoing Rural Water Supply Schemes across the country. However, this is not the case with Swachh Bharat Mission (Gramin)."

1.14 In this context, the Secretary, Ministry of Drinking Water & Sanitation during evidence added as under:-

"Budgets for NRDWP and SBM(G) is reduced from Rs. 15260 crore (in 2014-15 BE) to Rs. 12100 crore (in 2014-15 RE) and then reduced to Rs. 5236 crore (in 2015-16 BE) (Rs. 2611 crore for NRDWP and Rs. 2625 crore for SBM). No reason is indicated to this Ministry for decrease in allocation for 2015-16. In the year 2014-15 we had adequate allocation and expenditure as on 18.03.2015 is Rs. 8657.30 crores for NRDWP and Rs. 2242.31 crores for SBM. The Budget document states that the overall allocation would remain the same and our funding pattern is to be changed."

1.15 Elaborating further on the above issue, the Secretary of the Ministry during evidence commented upon low allocation of resources as under:

"Yes, I agree that the NRDWP has got very low resources. As of now, I have written to the Finance Ministry also. The AS (FA) was recently also in a meeting with the Finance Ministry. So, I am unable to answer you at this stage.....A Group has been set up of the Chief Ministers for Swachh Bharat. I am not sure, but I think so. So, possibly, that will be one place where we will be able to raise an issue. But as I said, in the case of Swachh Bharat, I do not think allocations will be an issue.....But in the case of water, yes, but we are not in a position to indicate what will happen. We are still trying to have some discussion with the Finance Ministry..... I am not in a position to give you any indication because we have not had any internal discussion yet with the Finance Ministry on it."

IV. Scheme-wise analysis

1.16 The Ministry of Drinking Water & Sanitation administers two centrally sponsored schemes viz. National Rural Drinking Water Programme (NRDWP) for rural drinking water and Swachh Bharat Mission (Gramin) {SBM(G)} for providing sanitation facilities in the rural areas of the country. The scheme-wise allocation during the fiscal year 2015-16 is as under :-

(Rs. in Crore)

Scheme	2015-16 (BE)
NRDWP	2611
SBM(G)	2625

1.17 These schemes are discussed in the subsequent paragraphs.

A. National Rural Drinking Water Programme (NRDWP)

1.18 'Rural drinking water supply' is a State subject and is also included in the Eleventh Schedule of the Constitution amongst the subjects that may be entrusted to Panchayats by the States. Thus, the participation of the Panchayati Raj Institutions in the rural drinking water supply sector is an important area of focus.

1.19 Historically, drinking water supply in the rural areas had been outside the Government's sphere of influence. Community-managed open wells, private wells, ponds and small-scale irrigation reservoirs have often been the main traditional sources of drinking water in rural areas. However, with problems in drinking water availability emerging in different parts of the country, Government of India's role in the rural drinking water supply sector started in the year 1972-73 with the launch of the 'Accelerated Rural Water Supply Programme (ARWSP)' to assist the States in their endeavor to provide potable drinking water to the rural population.

1.20 Technology Mission with stress on water quality, appropriate technology intervention, human resource development support and other related activities was introduced in 1986 which was subsequently renamed as the 'Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991. In 1999-2000, Sector Reform Projects was started to involve the community in planning, implementation and management of

drinking water schemes which was in 2002 scaled up as the 'Swajaldhara Programme'. The programme was revised from 01.04.2009 and named as 'National Rural Drinking Water Programme (NRDWP)'.

1.21 Despite substantial investment of more than Rs. 1,73,950 crore in the rural water supply sector by the Centre and the States since the first Five Year Plan, habitations where the entire population is fully covered with adequate and potable drinking water are only about 76 % owing to slippages of fully covered habitations to partially covered due to various reasons like over-exploitation of groundwater without adequate recharge leading to drying up of sources or reduced yields; increase in population, setting up of new habitations, contamination of drinking water sources due to leaching of fertilizers, sewage and industrial effluents into groundwater, etc.

1.22 Plan-wise allocation of funds by Central and State Governments for Rural Water Supply is shown below:-

(Rs. in crore)

Five Year Plan Period	Central Fund	State Fund
First (1951-56)	0.00	3.00
Second (1956-61)	0.00	30.00
Third (1961-66)	0.00	48.00
Fourth(1969-74)	34.10	208.00
Fifth (1974-79)	157.17	348.00
Sixth (1980-85)	895.38	1530.17
Seventh (1985-90)	1905.64	2471.53
Eighth (1992-97)	4139.74	5084.44
Ninth (1997-2002)	8454.57	10773.11
Tenth (2002-07)	16254.42	15102.42
Eleventh (2007-12)	39191.00	49000.00
Twelfth (2012-13)	68786	

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

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

1.24 During evidence, the Secretary, Ministry of Drinking Water and Sanitation added as under:

"As most of the rural water supply schemes are based on ground water sources, which itself is depleting because of over extraction for agriculture/industrial purposes. Hence, there is continuing problem of slippages and water quality.

The primary reasons of water quality problems include industrial discharge without (or partial) treatment; municipal waste discharge; and use of pesticides/insecticides on Agricultural land. Whereas primary reasons of quantitative decline of drinking water are high demand of Agriculture; high demand of Industrial needs; and lack of adequate and scientific recharging."

1.25 On the Committee's observation that India is far away from ensuring supply of safe, sustainable drinking water in the rural areas, the Ministry replied as under:-

"It is not correct to state that India is far away from ensuring safe drinking water in the rural areas of the country. Provision of drinking water supply to the rural areas is a continuous process. There are more than 17 lakh habitations in the country which need to be provided potable safe drinking water. The geographical spread of these habitations is such that so far only ground water based rural water supply systems are in place. This results into slippage of many rural water supply schemes from fully covered status to partially covered status due to multiple factors like depletion of ground water due to scanty or no rainfall leading to non-replenishment of ground water and the ground water becoming contaminated due to various man-made and geogenic factors.

In order to reduce the fully covered habitation slipping back to partially covered habitation due to problem oriented to source and system sustainability and quality of drinking water, exclusive earmarking of funds under NRDWP is done for creation of sustainability structure (10% of NRDWP allocation), for efficient O&M (15% of NRDWP allocation) and for water quality monitoring surveillance (3% of NRDWP allocation). These efforts improved the sustainability of sources as well as service delivery with adequate quality and quantity as basic objective."

1.26 During evidence, the Secretary, Ministry of Drinking Water and Sanitation further clarified:

" One of the targets of Millennium Development Goal (MDG) was to reduce by half the proportion of people without sustainable access to safe drinking water by 2015, taking 1991 as the base year. As per Census 1991 only 64.10 % rural households had access to improved sources.

The Joint Monitoring Programme by UNICEF and WHO, which monitors this Goal, recognizes that India had 86 % of its population having access to safe drinking water, as per its report of 2008. This shows that India has achieved MDG targets in 2008 for rural water supply sector. As per its latest report of 2014 India has 91% of its population having access to safe drinking water.

The Ministry's focus is now moving from ground water source to perennial surface water source for the new rural water supply schemes even if it entails transportation of water in bulk from a distant source as a permanent solution. Once the basic requirements of 40 Lpcd is met, service level of 70 Lpcd or more is envisaged."

(i) Financial performance under NRDWP

1.27 The financial performance of NRDWP at the national level showing Budget Estimates (BE), Revised Estimates (RE) and Actual Release of funds during the three years of Twelfth Plan and BE for the current fiscal are as follows:-

(Rs. in crore)				
Year	Budget Estimate (BE)	Revised Estimate (RE)	Actual	% Release of funds
2012-13	10500	10500	10489.91	99.90
2013-14	11000	9700	9697.27	99.97
2014-15	11000	9250	8657.30	93.59 (as on 18.03.2015)

1.28 Year-wise break-up of expenditure/actuals of NRDWP funds since Tenth Five Year Plan is as below:-

(Rs. in crore)		
Plan Period	Year	Expenditure/Actuals of NRDWP
Tenth Five Year Plan	2002-03	2101
	2003-04	2565
	2004-05	2931
	2005-06	4098
	2006-07	4560
Eleventh Five Year Plan	2007-08	6442
	2008-09	7299
	2009-10	7990
	2010-11	8987
	2011-12	8493
Twelfth Five Year Plan	2012-13	10490
	2013-14	9697
	2014-15	8657.30

1.29 When asked to state reasons behind the steep cut at RE stage during 2014-15 as Plan allocation was reduced by Rs. 1750 crore at RE stage during the financial year 2014-15 under NRDWP, the Ministry in their written reply informed that no reasons have been communicated to this Ministry by the Ministry of Finance for the decrease of Rs. 1750 crore at RE stage during the financial year 2014-15.

1.30 On being asked about the components of NRDWP which were not covered during the financial year 2014-15 due to reduction of Rs. 1750 crore at RE stage, the Ministry stated as under:

"Cut at RE stage has affected all the components of NRDWP. The final figures relating to the achievements in 2014-15 would be available by 15th of April 2015. As on 18-3-2015, the Ministry has covered 90,160 partially covered habitations and 11,165 quality affected habitations against the target of 1,14,694 partially covered habitations and 22,562 quality affected habitations."

1.31 Since only Rs. 2611 crore have been allocated under NRDWP for providing safe drinking water in the rural areas during the current fiscal year 2015-16, the Committee asked about the reasons behind this drastic reduction of amount of Rs. 6639 crore i.e. 71.77 % as compared to allocation of previous fiscal year 2014-15 RE of Rs. 9250 crore, the Ministry replied that no reasons is indicated to this Ministry for decrease in allocation for 2015-16.

1.32 During the course of examination, the Committee wanted to know the effect of huge reduction of budget during the current fiscal year 2015-16 on NRDWP, the Secretary, Ministry of Drinking Water and Sanitation replied as under:-

"The Ministry so far has not come to any estimation as to by what time the Ministry proposes to cover all the rural households with piped water supply due to the reduced budgetary allocation in the year 2015-16"

(ii) Physical performance under NRDWP

1.33 Physical targets and achievements in terms of coverage of habitations under NRDWP during the years 2013-14 and 2014-15 are as under :-

Year	Partially Covered		Quality-affected Habitations	
	Target	Achievement	Target	Achievement
2013-14	122259	136780	21771	16649
2014-15 (As on 31.12.14)	114479	69111	22562	8195

1.34 The data provided by the Ministry for the last two financial years shows that the targets *viz-a-viz* achievements during the financial year 2014-15 against the target of coverage of 114479 partially covered and 22562 quality affected habitations, the achievement was coverage of 69111 partially covered and 8195 quality affected habitations only.

1.35 On being pointed out by the Committee that the performance under the quality-affected habitations was not up to the mark during the last two financial years, the Ministry stated as under:-

"The Ministry has suggested to the State Governments to accord highest importance to water quality affected habitations and provide them with safe drinking water in adequate quantity from alternate safe surface/ground water sources. Since, the source of these projects, at times, are situated at distant places, the project completion period may take even up to 3-5 years. The State Governments report coverage of water quality affected habitations only after commissioning of such projects and therefore, the targets achieved in this respect are relatively lower than that of the partially covered habitations."

1.36 In this context, the Secretary of the Ministry during evidence further added:

"As the Raw Water sources of Mega Water Supply Projects, at times, are situated at distant places, the project completion period may take even up to 3-5 years.

Short term solution to tackle drinking water quality problem is to install Community Water purification plants (such as Reverse Osmosis Plants) for treatment of different types of contaminants. Long term and sustainable solution is to provide Piped Water Supply through alternate safe surface water sources."

1.37 The Outcome Budget (2015-16) of the Ministry of Drinking Water & Sanitation gives following quantifiable deliverables vis-à-vis projected outcomes and risk factors in respect of National Rural Drinking Water Programme (NRDWP) for the current financial year 2015-16 which are as under.

Name of the Scheme/Objective / Outcome	Plan Outlay 2015-16	Quantifiable Deliverables/ Physical Outputs	Projected Outcomes	Process / Time Lines				Remarks/ Risk Factors
				1 st qtr	2 nd qtr	3 rd qtr	4 th qtr	
NRDWP: To provide safe drinking water to partially covered and quality affected habitations in rural areas	Rs.2611 crore	To provide for safe water in 26400 habitations which are partially covered and quality affected.	To provide safe drinking water at household level and to prevent slippages by taking up sustainability measures	2300	5100	7000	12000	Achievement of targets is dependent on the performance of the respective States/ UTs

1.38 When asked by the Committee about the rationale behind fixing of lower target of 26400 habitations only for partially covered and quality affected during the current fiscal year 2015-16, the Ministry in their written reply informed that the projects targets of partially covered habitations and quality affected habitations in the year 2015-16 has been fixed in proportion to the allocation given to this Ministry for the year 2015-16.

1.39 Asked further about the rationale for fixing quarter-wise targets, the Ministry stated as under:-

"The initial requirements for commencement of execution of works in the field is tendering process and after completion of tendering process agency has to be fixed. This apart, materials required for the work has to be procured. All these requirements have to be accomplished invariably in the first quarter. Taking this into account generally the target for first quarter is fixed at lower level and there will be gradual increase of target for the subsequent quarters. The target for the 4th quarter is kept higher considering factors that this period is the climatically most favorable season besides the fact that the progress of work is already set in motion during the previous quarters with required men and material already mobilized at site of work and the works start getting completed."

(iii) State-wise physical performance

1.40 State/UT-wise details of targets and achievements (coverage) under NRDWP during the Twelfth Five Year Plan so far as furnished by the Ministry are given below:-

Sl. No.	State/UTs	2012-13		2013-14		2014-15 (As on 18.03.2015)	
		Target	Coverage	Target	Coverage	Target	Coverage
1.	Andhra Pradesh	5477	5699	5772	6378	2763	2187
2.	Bihar	15015	10960	14100	12787	13354	8696
3.	Chhattisgarh	12641	9111	10700	11832	10900	8472
4.	Goa	0	0	0	0	0	0
5.	Gujarat	1150	1856	2125	4085	2292	1524
6.	Haryana	955	895	861	702	534	490
7.	Himachal Pradesh	2532	2650	2505	2587	2509	2117
8.	Jammu & Kashmir	1279	1153	963	901	804	379
9.	Jharkhand	16583	17335	9468	12546	16532	5577
10.	Karnataka	10403	13284	15475	17522	10381	7918
11.	Kerala	696	668	839	356	985	184
12.	M.P.	17074	17483	13120	13858	12446	9102
13.	Maharashtra	5940	4637	5066	4064	4200	1884
14.	Odisha	12209	19484	11812	18447	19538	14020
15.	Punjab	1473	617	1545	1227	726	431
16.	Rajasthan	9137	3943	4835	4244	5848	1906
17.	Tamil Nadu	7000	7203	6000	5742	5017	4038
18.	Telangana	-	-	-	-	2085	1854
19.	Uttar Pradesh	24000	23727	24612	22666	6429	6623
20.	Uttarakhand	1085	983	1083	988	1056	606
21.	West Bengal	4152	4236	3221	3347	6297	4994
22.	Arunachal Pradesh	292	358	304	369	248	138
23.	Assam	7230	7110	7174	6552	9908	2919
24.	Manipur	250	197	249	260	200	199
25.	Meghalaya	628	510	755	549	411	99
26.	Mizoram	57	5	46	57	81	15
27.	Nagaland	175	178	85	155	120	124
28.	Sikkim	280	101	200	87	200	84
29.	Tripura	1052	1323	1115	1120	1382	1142
30.	A & N Islands	0	0	0	0	10	0
31.	Chandigarh	0	0	0	0	0	0
32.	Dadra Nagar Haveli	0	0	0	0	0	0
33.	Daman & Diu	0	0	0	0	0	0
34.	Delhi	0	0	0	0	0	0
35.	Lakshadweep	0	0	0	0	0	0
36.	Puducherry	30	0	0	0	0	0
	Total	158795	155706	144030	153428	137256	87722

1.41 The Committee desired to know whether any mechanism exists with the Ministry to periodically verify the achievements at grass-root level in different State/UTs, the Ministry in their written note submitted to the Committee as under:-

"There are about 17 lakh habitations in the country to be monitored. We are getting the data regarding coverage from State Government which in turn obtain data from the District levels and below and enter the same on the IMIS of the Ministry. Ministry believes in the veracity of the data entered by the States on the IMIS. With the available set up in the Ministry it is not possible to micro-manage and verify the entire data regarding coverage or quality affected habitations in the country. The NSSO and Census also conduct survey regarding the coverage of rural water supply in the entire country and we get fair idea of the data entered by the State Government of the IMIS. No drastic variations have been noticed by the Ministry in this regard. We have also now initiated a system of officials of our Ministry visiting States on a regular basis to do some spot checks. Besides when there are any complaints received these are also investigated."

1.42 Asked about the factors that may affect the achievement of targets set by the Government in different States/UTs, the Secretary, Ministry of Drinking Water and Sanitation during the evidence delineated the following factors that affect the achievements of targets which are as under:

- "Poor response to tender
- Non-availability of shortage of material.
- Adverse seasonal conditions
- Scarcity of labour
- Poor workmanship of contractors attracting cancellation of tender
- Delay in obtaining statutory clearances such as Forest, National Highways etc."

(iv) Annual Action Plans (AAPs): Planning for 2015-16

1.43 From the year 2010-11, the State-wise discussions on the Annual Action Plan (AAP) with each State were carried out. In this process, States prepared their AAPs, detailing the activities in the rural drinking water sector that they proposed to take up during the year, and the financial costs that these proposals would entail. Detailed discussions on the State AAPs for 2014-15 were held in the month of February, 2014 between representatives of the Ministry of Drinking Water & Sanitation, Government of India and the State Government officials. From the year 2012-13 onwards, the online formats for Annual Action Plan got fully established and was widely accepted by the

States/UTs. This resulted in decentralized outlook to the Annual Plans from the States. Subsequent to the discussions, modifications were suggested in the AAPs and action points identified. States were released funds under NRDWP, after their AAP was finally prepared and the target habitations marked on the online IMIS. It was on the basis of this AAP that the States carried out the activities under NRDWP during the year. The entire procedure of preparing, discussing and implantation of the AAPs for the NRDWP is provided by the Government of India. The AAP along with online reporting of works carried out by the States in the Integrated Management Information System of the Ministry has significantly strengthened the effectiveness of the NRDWP in achieving the goal of providing safe drinking water for all the rural areas of the country.

1.44 On the issue of difficulty in arranging equal share on various components of NRDWP by the States, the Secretary of the Ministry during evidence informed that the Public Health Engineering Department (PHED) of many States do not get the fund released by Ministry of Drinking Water & Sanitation (MDWS) as well as State share from their Finance Department in time.

1.45 Asked further on the issue of co-ordination with States, the Secretary added as under:

"Ministry has a monitoring system in place which includes meetings with States through videos conferences, field visits of Senior Officers and regional and national level review meetings for expeditious utilization of funds.

The States are constantly impressed upon to utilize the funds and complete the schemes as per the Annual Action Plan."

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

1.46 The Ministry informed that based on issues and challenges faced in the implementation of the National Rural Drinking Water Programme (NRDWP), the Ministry released advertisements in the All India Radio. Further, awareness campaign on different aspects of safe drinking water in rural areas through broadcast of audio spots on All India Radio on Vividh Bharati, Primary/local channels, national news, regional news bulletin has also been undertaken. Telecast of advertisements in Doordarshan, both National and Regional networks, towards the same goal has been undertaken during this year. It has also formulated IEC Guidelines to help the States to take IEC activities for different stakeholders at different levels.

1.47 When asked by the Committee as to what kind of coordination exists with other Ministries/Departments for IEC activities, the Secretary of the Ministry during evidence informed as under:-

"Ministry of Drinking Water and Sanitation have organized IEC activities related to Swachh Bharat in association with Ministry of Information and Broadcasting, Ministry of Urban Development, Ministry of Women and Child Development and Ministry of Human Resource Development.

During the Water and Sanitation Awareness weeks at the Centre, State, District level and below, the activities have been organized in association with all the coordinating Departments. The funds available under different schemes have been dovetailed to carry out the campaigns for more reach."

1.48 The Ministry in their written note replied that a third party impact evaluation is proposed to gauge the desired results.

(vi) Human Resource Development (HRD) activities

1.49 The Committee find that the Ministry has identified institutions / organizations having domain knowledge and expertise in water and selected them as National Key Resource Centre (KRCs). National KRCs are key institutions engaged in capacity building, reorientation of different stakeholders, in dissemination of knowledge and information, documentation of best practices etc. to achieve the sectoral goal of drinking water security in rural areas.

1.50 The Ministry informed that there are total 47 KRCs recognized by Ministry of Drinking Water and Sanitation which are situated in different parts of the country. Out of these 38 KRCs work for drinking water and 8 for sanitation for capacity building and 10 work for both drinking water and sanitation.

1.51 On a query regarding the number of people trained so far in these KRCs, the Secretary of the Ministry informed during evidence as under:

"Approximate 2220 number of people have been trained by Key Resource Centre (KRCs) designated by the Ministry. This is in addition to the trainings at the State level, by the Communication and Capacity Development Unit (CCDU) /Water and Sanitation Support Organization (WSSO) which have been given mandate to provide capacity building up to the GP level."

(vii) Water Quality Testing Laboratories

1.52 The Ministry supports in setting up and strengthening district level and sub-divisional laboratories in the States. As on 19.02.2015, 25 State level laboratories, 725 district laboratories, 1,590 Block level/Sub divisional laboratories and 74 mobile testing laboratories have been set up by the States/UTs using funds from 3% NRDWP funds (on 100% central assistance), from their own resources and from other sources. States have carried out testing of 30.17 lakh water samples during 2014-15 out of which 2,48,196 (i.e. 8.12%) rural drinking water sources have been found contaminated.

1.53 The State/Union Territory-wise Water Quality Testing Laboratories at various levels set up in the country as on 18.03.2015 are as under:-

Sl. No.	State	State Labs (without mobile labs)	District Labs (without mobile labs)	Block Labs (without mobile labs)	Sub- Division Labs (without mobile labs)	Mobile Labs (State/District/ Block/Sub-Division Level)
1.	Andhra Pradesh	1	32	0	73	0
2.	Bihar	1	41	0	0	0
3.	Chhattisgarh	1	27	0	18	4
4.	Goa	1	0	1	9	0
5.	Gujarat	1	33	27	0	6
6.	Haryana	0	21	0	21	0
7.	Himachal Pradesh	1	14	0	26	0
8.	Jammu & Kashmir	0	22	2	66	0
9.	Jharkhand	1	24	0	3	3
10.	Karnataka	1	42	39	78	47
11.	Kerala	1	14	0	31	0
12.	M.P.	1	50	4	106	0
13.	Maharashtra	1	43	346	143	0
14.	Odisha	0	32	0	44	0
15.	Punjab	2	22	8	4	1
16.	Rajasthan	1	33	102	0	0
17.	Tamil Nadu	1	34	0	48	0
18.	Telangana	0	19	0	56	0
19.	Uttar Pradesh	1	73	0	1	0
20.	Uttarakhand	0	28	1	14	0
21.	West Bengal	1	18	0	201	0
22.	Arunachal Pradesh	0	17	0	31	0
23.	Assam	1	28	0	50	18
24.	Manipur	1	9	0	2	0
25.	Meghalaya	1	7	0	23	0
26.	Mizoram	1	8	0	18	0
27.	Nagaland	0	11	0	1	1
28.	Sikkim	2	4	0	0	0
29.	Tripura	1	8	7	6	0
30.	A & N Islands	1	0	0	0	2
31.	Chandigarh	0	0	0	0	0
32.	D&N Haveli	0	0	0	0	0
33.	Daman & Diu	0	0	0	0	0
34.	Delhi	0	0	0	0	0
35.	Lakshadweep	0	9	0	0	0
36.	Puducherry	0	2	0	0	0
	Total	25	725	537	1073	82

1.54 The Committee enquired about the time by when each District of the country would be equipped with a water quality testing laboratory, the Ministry replied as under:-

"As per the reports of the IMIS, there are 725 district water quality testing laboratories and information regarding setting up of district level water quality testing laboratories is not reported in 26 districts. The reason may be due to creation of a new district, urban district, laboratory actually set up but not reported into the IMIS of the Ministry, etc. Otherwise, all the districts in the country have at least one district water quality testing laboratory in the country."

1.55 Details regarding attainment of WHO water quality parameters are as under:

Sl. No.	Parameters (unit in milligram/litre)	Max. permissible value as per BIS specifications	WHO Guidance value
1.	Arsenic	0.05	0.01
2.	Iron	0.3	0.3
3.	Total Dissolved Solids	2000	1200
4.	Fluoride	1.5	1.5
5.	Nitrate	45	50

1.56 Asked about whether all the labs in the country are equipped with qualified chemical experts and equipments, the Ministry informed that in order to standardize the requirements of instrumentation, chemical, glassware, manpower, frequency of sampling, etc, the Ministry has published and circulated the Uniform Drinking Water Quality Monitoring Protocol in February, 2013. All State Governments have already been advised to upgrade their laboratories (wherever necessary) as per the Protocol and utilize the 3 % WQMS funds for this purpose.

1.57 Enquired about the difficulties faced in recruiting people to fill vacancies in the labs, the Secretary, Ministry of Drinking Water and Sanitation stated during evidence as under:-

" Sir, I can tell you two difficulties. One, you do not have too many people. Once you sit in the Recruitment Committee, you want to take the best. Let us say that 300 people have done it. आपने उनकी छंटाई की और आपको 150 लोग ऐसे मिले, जिन्हें आप ले सकते हैं। At the end of the day, you want to take the best. You do not want to take any kind of people. There are people who have passed in 3rd division as well. What happens is that you are not getting enough people. यह नम्बर एक चीज है।

Second, the salary levels are very low. तीसरी बात यह है कि इनको जहाँ पर रहना है, वहाँ पर उनके रहने के इश्यूज होते हैं, फ़ैमिली को ले जाने के इश्यू होते हैं, बच्चों की पढ़ाई का इश्यू रहता है। गवर्नमेंट में कई जगहों पर यह मुद्दा उठता है कि we are unable, despite the fact that कि हम दो-दो, तीन-तीन बार विज्ञापन निकालते हैं, लेकिन हम लोगों को नहीं ला पाते हैं।

1.58 During the evidence, the Secretary of the Ministry informed that as per the Integrated Management Information System (IMIS), 2902 personnel are working in 725 district water quality testing laboratories.

1.59 To a pointed query about how the labs which are not accredited being run, the Secretary of the Ministry during evidence stated as under:

"State Governments have already been advised to get their State Level Water Quality Testing Laboratories accredited with NABL certification so that these laboratories will facilitate the role of supporting agency to get district and sub-divisional laboratories to get NABL accredited in a phased manner."

1.60 The Secretary of the Ministry also apprised the Committee that during the year 2014-15, about 34.5 lakh drinking water sources were reported to be tested in various laboratories across the country.

1.61 Asked whether any survey of labs has ever been done, the Secretary, Ministry of Drinking Water and Sanitation stated as under:

"I think that is a sensible thing to do and we shall do that. Let me give them about two months. In two, three months let us come back with a report on where we stand on the laboratories."

1.62 The Secretary, Ministry of Drinking Water and Sanitation in this context further added during evidence that more and more laboratories are there and more testing is done and that is an area of concern.

(viii) Water Quality in rural areas

1.63 The Ministry informed that under the National Rural Drinking Water Programme (NRDWP), up to 67% funds provided to the States can be utilized for tackling water quality problems as well as for coverage. There is a flexibility to utilize the entire amount for tackling water quality habitations also. Further, 5% funds are earmarked to tackle chemical contamination as well as Japanese Encephalitis/Acute Encephalitis Syndrome (JE/AEs) affected areas. Therefore, the ratio of the components for water quality is adequate. However, the overall funds required for NRDWP should be enhanced at least 2-3 times annually so that the States can be asked to focus on coverage of water quality habitations within the stipulated time frame.

1.64 When the Committee enquired about the number of districts in the country affected with arsenic, fluoride and chloride contamination of water sources, the Ministry furnished State/district-wise details, which are as under:-

Sl. No	Name of the State/ UT	Number of districts affected (as on 16.03.2015)				
		Arsenic	Fluoride	Iron	Nitrate	Salinity
1.	Andhra Pradesh	0	10	9	13	9
2.	Bihar	10	9	15	0	0
3.	Chhattisgarh	0	7	21	3	0
4.	Gujarat	0	9	0	5	10
5.	Haryana	0	3	0	0	0
6.	Jammu and Kashmir	0	1	4	0	0
7.	Jharkhand	0	2	3	0	0
8.	Karnataka	3	24	20	14	20
9.	Kerala	0	5	12	11	6
10.	Madhya Pradesh	0	13	7	4	0
11.	Maharashtra	0	18	18	18	17
12.	Odisha	0	9	28	7	2
13.	Punjab	1	1	4	0	0
14.	Rajasthan	0	31	5	29	28
15.	Tamil Nadu	0	0	2	2	1
16.	Telangana	0	9	7	8	8
17.	Uttar Pradesh	4	13	6	3	2
18.	Uttarakhand	0	1	1	0	1
19.	West Bengal	5	5	18	3	1
20.	Arunachal Pradesh	0	0	4	0	0
21.	Assam	14	5	25	0	0
22.	Meghalaya	0	0	2	0	0
23.	Nagaland	0	0	5	0	0
24.	Tripura	0	0	8	0	0
25.	Puducherry	0	0	1	1	0
Total			37	175	225	121

1.65 On the technologies being used for the treatment of contaminated water, the Secretary of the Ministry during evidence stated that the technologies for arsenic removal include absorption and co-precipitation and in situ arsenic bio-remediation whereas the fluoride removal technology includes electrolytic de-fluoridation, adsorption with activated alumina, Nano technology particles/resins/membranes etc. and RO. The salinity problem can be controlled through electro-dialysis, reverse osmosis and nano-technology applications. Nitrate contamination can be controlled through ion exchange, reverse osmosis and biological removal methods. The Iron contamination can be effectively reduced through proper aeration, pre-chlorination and terracotta filtration technology.

1.66 Explaining on how to encourage the States to create public awareness in order to tackle the problem of contamination of drinking water sources, the Secretary during evidence stated that the National Awareness Campaign is organised commemorating World Water day. Massive awareness drive/campaigns have been undertaken to inform about the impact of health on consuming unsafe water. Inter-personal communications is taking place by narrating the health problems. The contaminated hand pumps are coloured. Efforts have been made to generate awareness and capacity building for use of field test kits and bacterial vials and screening of films of people affected with various diseases.

(B) SWACHH BHARAT MISSION (GRAMIN)

1.67 The rural sanitation programme in India was introduced in the year 1954 as a part of the First Five Year Plan of the Government of India. The 1981 Census revealed that rural sanitation coverage was only 1%. The International Decade for Drinking Water and Sanitation during 1981-90 began giving emphasis on rural sanitation. Government of India introduced the Central Rural Sanitation Programme (CRSP) in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women. From 1999, a “demand driven” approach under the “Total Sanitation Campaign” (TSC) emphasized more on Information, Education and Communication (IEC), Human Resource Development (HRD), Capacity Development activities to increase awareness among the rural people and generation of demand for sanitary facilities. This enhanced people’s capacity to choose appropriate options through alternate delivery mechanisms as per their economic condition. Financial incentives were provided to Below Poverty Line (BPL) households for construction and usage of individual household latrines (IHHL) in recognition of their achievements.

1.68 To generate awareness on sanitation, the Nirmal Gram Puraskars (NGP) were awarded to recognise the achievements and efforts made at the GP level in ensuring full sanitation coverage and achieving other indicators of open defecation free GPs. While the award gained popularity in bringing about a desire in the community for attaining Nirmal Status, there have been issues of sustainability in some awardee GPs.

1.69 The “Nirmal Bharat Abhiyan” (NBA) the successor programme of the TSC, was launched w.e.f. 1.4.2012. The objective was to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach. Nirmal Bharat Abhiyan (NBA) envisaged covering the entire community for saturated outcomes with a view to create Nirmal Gram Panchayats. Under NBA, the incentives for IHHLs were enhanced and further focussed support was obtained from MNREGA. However there were implementation difficulties in convergence of NBA with MNREGA as funding from different sources created delays.

1.70 To accelerate the efforts to achieve universal sanitation coverage and to put focus on sanitation, the Prime Minister launched the Swachh Bharat Mission on 2nd

October, 2014. The Mission Coordinator shall be Secretary, Ministry of Drinking Water and Sanitation (MDWS) with two Sub-Missions, the Swachh Bharat Mission (Gramin) and the Swachh Bharat Mission (Urban), which aims to achieve Swachh Bharat by 2019, as a fitting tribute to the 150th Birth Anniversary of Mahatma Gandhi.

1.71 The salient features of the SBM(G) are as under:

(a) Objectives

- Bring about an improvement in the general quality of life in the rural areas, by promoting cleanliness, hygiene and eliminating open defecation.
- Accelerate sanitation coverage in rural areas to achieve the vision of Swachh Bharat by 2nd October 2019.
- Motivate Communities and Panchayati Raj Institutions to adopt sustainable sanitation practices and facilities through awareness creation and health education.
- Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- Develop where required, Community managed sanitation systems focusing on scientific Solid & Liquid Waste Management systems for overall cleanliness in the rural areas.

(b) Mission

- The Mission shall strive for Open Defecation Free (ODF) by removing the bottlenecks that were hindering the progress, including partial funding for Individual Household Latrines from MNREGS, and focussing on critical issues affecting outcomes.

(c) Provisions under SBM(G)

- A provision of incentives for the construction of Individual household latrine (IHHL) of Rs.12000, including Central share(75%) of Rs.9000.00 (Rs. 10800.00 in case of special category States) and State share(25%) of Rs. 3000.00 (Rs. 1200.00 in case of special category States) to all BPL households and to identified Above Poverty Line (APL) households (all SCs /STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women-headed households).
- Construction of Community Sanitary Complexes (Upto 2 lakh per Community Sanitary Complex). Sharing pattern will be 60:30:10 (Centre: State: Community)
- Assistance (Upto Rs. 50 lakh per district) to Production Centres of sanitary materials and Rural Sanitary Marts
- Funds for Solid and Liquid Waste Management. A cap of Rs. 7/12/15/20 lakh to be applicable for Gram Panchayats having upto 150/300/500 more than 500 households on a Centre and State /GP sharing ratio of 75:25.
- Provision for IEC will be upto 8% of total Project cost, with 3% to be utilised at the Central level and 5 % at State level
- Provision for Administrative Cost will be 2% of the Project cost. Sharing pattern will be 75:25 between Centre and State.

(d) Target for household latrines under SBM(G)

- | | |
|---|---------------|
| ➤ Total Households without toilets as on 1-4-2014 | = 11.11 crore |
| ➤ Net Eligible BPLs and Eligible APLs | = 8.84 crore |
| ➤ Defunct toilet | = 1.39 crore |
| ➤ Non entitled APLs | = 0.88 crore |

(e) Progress so far

- Only about 22% of the rural families had access to toilets in 2001. This has gone up to **32.70%** as per Census 2011. As per NSSO 2012, **40.60%** rural households have toilets. Also the Baseline Survey conducted by the States in 2012-13 showed **40.35%** toilet coverage

(f) Fund requirement for Swachh Bharat Mission (Gramin)

- the total fund requirement is estimated to be Rs. 1,34,386 crore, out of which central share is Rs. 1,00,447 crore.
- 12th Plan Allocation (2012-17) of rural sanitation is **Rs. 37,159 crore.**
- The resources for the Mission are proposed to be made available inter-alia through :-
 - Budgetary allocations to Swachh Bharat Mission
 - Contributions to the Swachh Bharat Kosh;
 - Commitments under Corporate Social Responsibility (CSR)
 - Through cess of 2% on services

1.72 Asked about the bottlenecks being faced by the Ministry in the way of attaining the objectives of full household sanitation coverage in the entire rural areas of the country by 2019, the Ministry informed as under:-

"The Swachh Bharat Mission is a demand driven programme. It aims at achieving behavioral change and demand generation. Since it involves attitudinal change, the process takes time. It is important that toilets are not only constructed, but also get used. Only with the participation of the target population shall the objective be achievable. However, the following steps have been taken under Swachh Bharat Mission (Gramin) to overcome these difficulties :-

- The policy measures taken up to ensure that the vision of open defecation remains unaffected include orienting the programme to focus now on behavior change, triggering of the population with regard to toilet construction and their use. Triggering of communities for behaviour change and usage of toilets is to be given top priority so as to ensure increased demand which will lead to use of the assets created.
- Effective use of technology and media is also to be made to communicate the message of the benefits of safe sanitation and hygiene.
- Effective Monitoring including concurrent monitoring as well as Annual Monitoring exercises will help keep the programme on track.
- Provision of incentives for the construction of Individual household latrine (IHHL) has been raised to Rs.12000, including Central share of Rs.9000.00 (Rs. 10800.00 in case of special category States) and State share of Rs. 3000.00 (Rs. 1200.00 in case of special category States)

for all Below poverty Line (BPL) households and to identified Above Poverty Line (APL) households (all SCs /STs, small and marginal farmers, landless labourers with homestead, physically handicapped and women-headed households).

- Demand is sought to be created by triggering 'Behaviour change' by intensifying Inter Personal Communication campaigns.
- Partnerships of various stakeholders working on rural sanitation including Multilateral organisations, Non-Governmental Organisations (NGOs), Civil Society Organisations, Self Help Groups (SHGs), Institutions etc. is being promoted.
- Both Outputs (Construction) and Outcomes (usage of toilets) are to be monitored."

(i) Financial Performance under SBM(G)

1.73 The financial performance of SBM(G) at the national level showing Budget Estimates (BE), Revised Estimates (RE) and Actual Releases during the three years of Twelfth Plan and BE for the current fiscal are as follows:-

(Rs. in crore)

Year	Budget Estimate (BE)	Revised Estimate (RE)	Actual	% Utilization
2012-13	3500	2500	2473.29	98.93
2013-14	4260	2300	2250.32	97.84
2014-15	4260	2850	2242.31	78.67 (as on 17.03.2015)
2015-16	2625			

1.74 The State/UT-wise, fund released and expenditure reported by the States during 2014-15 as on 17.03.2015 are as under:-

(Rs. in crore)

Sl.No.	State Name	Release during 2014-15	Exp. During 2014-15
1	Andhra Pradesh	116.10	67.03
2	Arunachal Pradesh	10.23	6.03
3	Assam	97.98	49.42
4	Bihar	0.00	63.37
5	Chhattisgarh	19.53	12.64
6	D & N Haveli	0.00	0.00
7	Goa	0.00	0.00
8	Gujarat	156.07	93.51
9	Haryana	0.00	49.62
10	Himachal Pradesh	65.20	25.46
11	Jammu & Kashmir	51.05	2.74
12	Jharkhand	0.00	62.10
13	Karnataka	312.57	302.51
14	Kerala	16.98	16.69
15	Madhya Pradesh	0.00	156.56
16	Maharashtra	236.11	135.84
17	Manipur	3.29	13.48
18	Meghalaya	0.00	22.32
19	Mizoram	0.00	2.39
20	Nagaland	20.87	0.80
21	Odisha	0.00	87.13
22	Puducherry	0.88	0.00
23	Punjab	0.00	4.93
24	Rajasthan	137.12	185.28
25	Sikkim	3.89	4.42
26	Tamil Nadu	102.56	83.80
27	Telangana	105.62	32.04
28	Tripura	28.08	13.51
29	Uttar Pradesh	237.99	190.49
30	Uttarakhand	40.52	28.31
31	West Bengal	371.52	262.06
		2134.16	1974.48

1.75 To a specific query about the steps taken by the Ministry to accelerate the pace of utilization of funds, the Ministry informed as under:-

"The Ministry is facilitating the States to accelerate the fund utilization though advising the State regarding correct approaches including community participation; to focus on behavior change and on achievement of ODF villages as a whole; to rope in all stakeholders including NGOs; to strengthen their M & E System and to conduct appropriate trainings and capacity building for their manpower."

1.76 Keeping in view that BE during the financial year 2014-15 has been reduced to Rs. 2850 crore for rural sanitation at RE stage, the Committee asked about the reasons for substantial decrease of allocation at RE stage, the Ministry replied as under:-

"The Budget Allocation for 2014-15 was Rs. 4260 crore which was reduced to Rs. 2850 crore for rural sanitation at the RE stage. Reduction in RE amount was done by Ministry of Finance, due to various reasons which *inter-alia* included availability of funds and expenditure under the programmes. In the rural sanitation programme, there was some slow progress in expenditure reported during the initial months of 2014-15 mainly due to problems in implementation with respect to the financial convergence of NBA with MGNREGS at the field level."

1.77 To a pointed query about the impact of reduction in amount at RE stage on the SBM(G), the Ministry informed that since the SBM(G) has been launched from 02.10.2014, there will be no significant impact.

1.78 While analyzing the Demands for Grants of the Ministry for the current fiscal year 2015-16, the Committee pointed out that only Rs. 2625 crore have been allocated under Swachh Bharat Mission (Gramin). When asked about the reasons behind this reduction of amount of Rs. 225 crore as compared to previous fiscal year 2014-15 RE of Rs. 2850 crore, the Ministry replied that no reasons is indicated to this Ministry for decrease in allocation for 2015-16.

1.79 On reduction of budget, the Secretary, Ministry of Drinking Water and Sanitation during evidence expressed her views as under:

"The Budget is too inadequate (2015-16 Rs. 2625 crore against requirement of Rs. 12500 crore). AIPs of States are under finalization and planning has been done in State budgets for achievement of 1 crore toilets in 2015-16. The reasons for reduction in budget for 2015-16 has not been indicated to this Ministry. Further, there is also lack of clarity on funding pattern (presently Centre State share which is 75:25; whether it would be 50:50 or 60:40 and also there is no clarity on guidelines of Swachh Bharat Kosh.

The Issues have been taken up with Finance Ministry. Also, several measures have been taken up to ensure that the vision of open defecation remains unaffected include orienting the programme to focus now on behavior change, triggering of the population with regard to toilet construction and their use, effective use of technology and effective monitoring."

(ii) Physical Performance under SBM(G)

1.80 State-wise details of physical performance in respect of Individual household latrines (IHHLs), School Toilets, Anganwadi toilets and Sanitary Complex are as under:-

Sl. No.	State	2013-14				2014-15 (upto 17.03.2015)			
		IHHLs	School Toilets	Anganwadi Toilets	Sanitary Complex	IHHLs	School Toilets	Anganwadi Toilets	Sanitary Complex
1	Andhra Pradesh	138721	2148	1305	3	165171	85	0	0
2	Arunachal Pradesh	14433	30	148	36	8077	252	208	77
3	Assam	160602	633	195	0	92467	68	53	8
4	Bihar	161646	5076	1437	36	123961	661	11	12
5	Chhattisgarh	67457	0	18	7	35652	0	0	4
6	D & N Haveli	0	0	0	0				
7	Goa	0	0	0	0	0	0	0	0
8	Gujarat	155268	1114	490	1	250279	0	0	0
9	Haryana	116426	915	718	7	92497	1921	1657	8
10	Himachal Pradesh	9170	638	38	148	50904	182	5	79
11	Jammu & Kashmir	70884	363	4	39	8868	9	1	23
12	Jharkhand	76818	682	163	42	86565	1361	157	23
13	Karnataka	505697	1483	1416	88	620211	913	1242	101
14	Kerala	39601	400	77	36	29482	294	16	36
15	Madhya Pradesh	515583	59	364	112	378917	66	0	26
16	Maharashtra	559042	20	311	319	300098	10	5	24
17	Manipur	35442	0	0	12	21081	0	0	0
18	Meghalaya	29012	1678	158	18	26012	2271	154	31
19	Mizoram	4524	689	81	14	461	35	5	1
20	Nagaland	20102	646	283	12	0	0	0	0
21	Odisha	33759	373	45	25	113115	423	20	11
22	Puducherry	0	0	0	0	0	0	0	0
23	Punjab	3912	0	162	0	8436	0	268	0
24	Rajasthan	266197	6730	5718	99	398785	877	511	25
25	Sikkim	3443	166	100	192	2933	505	36	33
26	Tamil Nadu	313402	1403	904	52	270941	2545	14	74
27.	Telangana	180682	3686	1504	16	100145	956	0	8
28	Tripura	6077	65	871	46	22752	99	850	7
29	Uttar Pradesh	789092	30	45	7	465685	2	0	3
30	Uttarakhand	91084	169	21	3	44252	25	0	10
31	West Bengal	608218	8500	5742	160	590708	6658	1575	39
	Total	4976294	37696	22318	1530	4308455	20218	6788	663

1.81 Asked about the reasons for the low rate of achievement during the financial year 2014-15 as compared to previous year, the Ministry informed as under:-

"The major hindrance in the implementation of the NBA programme was the partial funding for Individual Household Latrine (IHHL) incentive from MGNREGS. The erstwhile programme of Nimal Bharat Abhiyan (NBA) was revamped on 2nd October, 2014 into the Swachh Bharat Mission (Gramin) {SBM-G}. Now the progress has been picking-up and Ministry is hopeful to achieve target. The progress as on 17th March, 2015 is as under :-

Year	IHHL (BPL)	IHHL (APL)	Sanitary Complex	School Toilets	Anganwadi Toilets
2014-15	2332366	1976089	663	20218	6788

After the launch of SBM(G), School and Anganwadi toilets will be provided by Ministry of Human Resource Development and Ministry of Women and Child Development."

1.82 In reply to a specific query of the Committee regarding factors that might affect the achievement of targets in different States/UTs, the Ministry replied as under:

"The factors that may affect the achievement of targets *inter-alia* include fund availability, inadequate prioritization of the programme by the State Government, inadequate implementation structures, inadequate capacity at grass root level and lack of behavioural change and poor demand generation."

1.83 In this context, the Secretary, Ministry of Drinking Water and Sanitation during evidence further stated as under:

‘सर, दो चीजें हो रही हैं। हमें स्टेट के नीचे के लेवल में कैपेसिटी ऑफ लेवल बढ़ानी है। आज की तारीख में आप स्टेट में देखेंगे तो यह मोस्टली इंजीनियर ड्रिवेन प्रोग्राम है, हर जगह उसे पी.एच.ई.डी डिपार्टमेन्ट करता है। आज मैसिव एटीट्यूड बदलने की बात है। यह प्रोग्राम जहां-जहां, जिस स्टेट में पी.एच.ई.डी. के अधीन नहीं चल रही है, यह रूरल डेवलपमेन्ट या पंचायती राज के नीचे है, वहां यह बहुत अच्छा पीक-अप हो रहा है। जहां यह इंजीनियर के अधीन हैं, वहां इंजीनियर अभी भी इंजीनियरिंग और कंस्ट्रक्शन ही देख रहे हैं। उनको यह पता है कि टॉयलेट्स कैसे बनाना है, लेकिन यहां पर हम टॉयलेट्स की बात नहीं कर रहे हैं। पहले इंसान को यह समझना चाहिए कि उन्हें टॉयलेट्स क्यों यूज करना है। हम मिनिस्ट्रीज और डिपार्टमेन्ट को पत्र लिख रहे हैं कि हो सके तो इसे पी.एच.ई.डी. से निकाल कर उसे रूरल डेवलपमेन्ट के अधीन कर दीजिए या उसे पंचायती राज के अधीन कर दीजिए। दो-तीन स्टेट्स ने ऐसा किया है। राजस्थान और कर्नाटक ने यह काम किया है और हम वहां अंतर देख रहे हैं।

दूसरा, हम यह कह रहे हैं कि यदि वे नहीं कर सकते हैं, क्योंकि कैबिनेट अप्रूवल होती है, बिजनेस रूल और एलोकेशन की बात आती है, कम से कम मिशन डायरेक्टर को हटा कर, एक आई.ए.एस. ऑफिसर लगा दें। यह हमारी उनसे रिक्वेस्ट है, क्योंकि नीचे के लेवल पर कैपेसिटी एक बहुत बड़ा इश्यू है। हम ट्रेनिंग प्रोग्राम भी हर स्टेट में शुरू कर रहे हैं। स्टेट लेवल के नीचे के लोगों को इस के बारे में जागरूक करना है।’

1.84 As the scheme is implemented through the State Governments, the Committee enquired about the mechanism existing in the Ministry to have close co-ordination with States/UTs. In response thereto, the Ministry in their written note submitted to the Committee stated as under:-

"Regular Review meetings, Video Conferencing and State field visits are organized for close Co-ordination with States. There is a Plan Appraisal Committee (PAC) with Chairmanship of the Joint Secretary, Sanitation, MDWS, GoI and the State Principal Secretary/Secretary amongst the members which discusses the States AIP and reviews its implementation on a regular basis.

In addition, a panel of National Monitors has also been made (being further streamlined now), which includes experts working in the water and sanitation sector in Government of India, State Governments, External Support Agencies, Non Governmental Organisations, Training Institutions etc. They go to the States to review the quality of implementation."

1.85 During evidence, the Secretary of the Ministry while making a presentation before the Committee explained the strategy to remove bottlenecks coming in the way of implementing the SBM(G) which are as under:-

Sl.No.	Issue	Strategy
1.	Behavioural/mindset issue	<ul style="list-style-type: none"> ➤ Constant thrust on states through letters/ VCs to focus on behavior change. ➤ Orientation and trainings of State sanitation teams.
2.	Dearth of agencies for capacity building	<ul style="list-style-type: none"> ➤ After getting trained, States to train their agencies. ➤ GoI to facilitate trainings, through KRCs etc.
3.	Collective attitudinal change more important than individual	<ul style="list-style-type: none"> ➤ States have been asked to focus on ODF villages. ➤ They have been asked to make ODF basis for planning. ➤ And also incorporate it in their M&E system.
4.	Improving capacities at National level	<ul style="list-style-type: none"> ➤ Improved financial disbursement method ➤ Improved MIS/M&E system
5.	Districts to take lead	<ul style="list-style-type: none"> ➤ Trainings of Collectors ➤ State level workshops planned ➤ LBSNAA training module for probationers

1.86 Following initiatives were taken by the Ministry in this regard, which are as under:

- "Collector's trainings – 3 batches (30 each) held in IIPA, exposure of Collectors to community approach and success stories elsewhere (3 champion Collectors called in each batch to share experiences);
- Use of social media – Whatsapp group created at National/State level to share good practices;
- Sanitation awareness week celebrated from 16th – 22nd March;
- IMIS improved to capture beneficiary details; data available online to encourage citizens' feedback;
- Innovation – a quarterly platform for tech providers and States to interact;
- Innovation Forum on Ministry website for all new technologies – (a new Process Innovation now being started to capture best processes);
- A Committee of Prof. Mashelkar constituted for scientific and technical approval of technologies; and
- Solid and liquid waste Management Guidelines issued."

1.87 The Secretary, Ministry of Drinking Water and Sanitation during evidence added that they have given flexibility to States. Toilets are constructed of different styles and different materials at different places. सर, जिनके टॉयलेट अच्छे हैं, we can place them on our website. I will open a page on my website that these are some of the toilets जो स्टेट्स बना रहे हैं और उसके साथ सारे डिटेल् दे देंगे कि कितने का पड़ा। I think, that is a good idea. We will do that.

(iii) Ganga Action Plan (GAP)

1.88 The Ministry of Drinking Water and Sanitation has prepared Action Plan to make all Gram Panchayats along the bank of river Ganga Open Defecation Free. Total 1657 Gram Panchayats have been identified along the bank of river Ganga. It has been decided to take-up these Gram Panchayats on priority basis under Swachh Bharat Mission (Gramin). Total project cost is Rs. 2354.46 crore. Out of which Centre share is Rs. 1753.23 crore. Target date for covering each household in these GPs with individual household latrines (HHHLs) is 31.12.2017. Special emphasis has been laid down on Gram Panchayats of Sahibganj district of Jharkhand to make them open defecation free in short time.

(iv) Monitoring and Evaluation (M&E) under SBM(G)

1.89 On the aspect of Monitoring and Evaluation under Swachh Bharat Mission (Gramin), the Ministry informed that it has developed a comprehensive system of monitoring the implementation and impact of the Programmes including utilization of funds, through Periodical Progress Reports, Performance Review Committee meetings, Area Officer's Scheme, District Level Monitoring and Vigilance and Monitoring Committees at the State/District Level. Besides, the States have been advised to adopt a five-pronged strategy consisting of (i) creation of awareness about the schemes, (ii) transparency, (iii) People's participation, (iv) accountability / social audit and (v) strict vigilance and monitoring at all levels. These measures are to help in maximum utilization of funds under the rural development schemes. A rapid Action Learning Unit is also being put in place, to monitor performances, provide corrective advice and upscale good practices at the field level.

1.90 The Ministry have also stated that the Comprehensive web-based online monitoring systems for SBM(G) and NGP separately are now in place. The Online Monitoring System of Swachh Bharat Mission (Gramin) is being strengthened for entering households level data gathered from the Baseline Survey. This is an attempt to begin household level monitoring of the sanitation coverage and increase transparency. Further to keep pace with the modern IT tools, provision is now available to send automatic reminders on identified dates to State progress by the due dates. Provision has also been made to issue SMSs to field functionaries and State Secretaries on group messages to be sent through online monitoring system.

1.91 An online automated SMS system to communicate with beneficiaries and an online complaint redressal system is being put in place.

1.92 To further enhance the monitoring role of the Ministry, periodic review meetings are conducted to review the physical and financial progress in the implementation of schemes in all the States. Beside, review meetings, regular video conferencing are also organized to review progress of SBM(G) and suggest corrective measures wherever required to achieve physical and financial objectives. Officers also visit States lagging

behind in the pace of implementation of the scheme to expedite their implementation so as to achieve the project objectives within the stipulated period. Field visits are also made to see the implementation of sanitation programmes.

1.93 The Secretary, Ministry of Drinking Water and Sanitation in this context stated during evidence as under:

"We have an IMIS full system. Every village and every household is marked there. The minute the data is entered, it is reflected there. As on today, they enter data, may not be immediately on construction of the toilet, may be ten days later. The data of every toilet constructed is there. So, you do not need to look anywhere. You just go to our website."

V. Unspent Balances

1.94 The programme and State/UT-wise details of the unspent balances during 2012-13, 2013-14 and 2014-15 are as under:-

(Rs. in crore)							
Sl. No.	State/UT	Unspent Balances under NRDWP			Unspent Balances under SBM(G)		
		2012-13	2013-14	2014-15	2012-13	2013-14	2014-15
1.	Andhra Pradesh	113.62	82.74	119.32	246.01	274.71	186.86
2.	Bihar	217.82	249.34	234.57	359.17	246.76	183.99
3.	Chhattisgarh	67.61	31.56	80.48	79.63	47.63	54.71
4.	Goa	5.95	3.73	3.73	0.44	0.44	0.44
5.	Gujarat	247.13	134.24	154.2	47.38	51.20	114.28
6.	Haryana	85.59	13.96	46.56	6.28	102.58	53.02
7.	Himachal Pradesh	67.78	45.27	86.14	10.64	19.52	59.41
8.	Jammu & Kashmir	141.95	59.11	310.15	11.63	18.45	66.76
9.	Jharkhand	122.36	92.27	115.47	132.16	93.94	32.74
10.	Karnataka	256.64	237.76	322.94	163.37	71.16	81.39
11.	Kerala	93.3	40.87	38.22	5.80	24.98	39.82
12.	Madhya Pradesh	148.82	139.68	231.38	144.14	493.99	337.97
13.	Maharashtra	553.97	587.39	399.84	119.98	51.53	153.16
14.	Odisha	67.61	106.02	113.38	176.11	159.80	73.55
15.	Punjab	26.04	14.94	23.88	13.92	12.24	7.31
16.	Rajasthan	416.86	335.15	588.12	151.38	81.56	34.01
17.	Tamil Nadu	185.44	44.97	54.42	70.80	172.63	191.46
18.	Telangana	0.00	0.00	10.93	0.00	0.00	73.58
19.	Uttar Pradesh	539.18	475.62	561.55	167.71	293.44	342.22
20.	Uttarakhand	174.27	124.32	103.07	19.77	8.63	20.93
21.	West Bengal	398.59	143.68	282.54	196.12	127.17	236.66
22.	Arunachal Pradesh	11.46	17.88	42.69	12.22	4.90	9.11
23.	Assam	199.82	82.71	105.67	128.17	106.34	154.97
24.	Manipur	16.38	17.52	62.59	26.50	15.67	5.48
25.	Meghalaya	34.12	22.89	35.63	19.10	75.88	53.56
26.	Mizoram	24.78	36.3	30.83	5.42	9.61	7.22
27.	Nagaland	3.69	12.38	56.48	18.25	0.44	20.52
28.	Sikkim	44.95	1.31	10.58	2.80	6.23	5.69
29.	Tripura	6.27	3.4	9.6	6.65	15.76	30.88
30.	A & N Islands	0.78	0.28	0.35	-	-	-
31.	Chandigarh	0.00	0.00	0.00	-	-	-
32.	D & N Haveli	0.00	0.00	0.00	0.01	0.01	0.01
33.	Daman & Diu	0.00	0.00	0.00	-	-	-
34.	Delhi	0.00	0.00	0.00	-	-	-
35.	Lakshadweep	0.00	0.00	0.00	-	-	-
36.	Puducherry	0.88	0.94	0.94	0.23	0.23	1.11
	TOTAL	4273.66	3158.23	4236.25	2341.80	2587.43	2632.83

1.95 During the year 2014-15, there are unspent balances to the tune of Rs. 4236.25 crore under National Rural Drinking Water Programme (NRDWP) and Rs. 2632.83 crore under Swachh Bharat Mission (Gramin) as on 18.03.2015 with different States/UTs.

1.96 States like Rajasthan, Uttar Pradesh, Maharashtra, Karnataka, Jammu and Kashmir, West Bengal, Madhya Pradesh, Andhra Pradesh and Bihar have large amount of unspent balances under the said two Centrally sponsored Schemes.

1.97 Asked to spell out the reasons for accumulation of unspent balances in NRDWP and SBM(G), the Ministry submitted as under:-

"Under NRDWP the unspent funds lying with the State /UT at the end of a financial year is spent in the next year. All along the effort of the Ministry has been to release due allocation of funds to the States well in time after obtaining the utilization certificates and other requisite documents.

As far as SBM(G) is concerned. The reasons for high unspent balance are as under :-

- Slow progress due to Guidelines of NBA seeking convergence with MGNREGS for additional assistance;
- Lack of demand generation;
- Inadequate capacity at grass root level;
- Lack of institutional structure; and
- Existence of revolving fund"

1.98 To a pointed query about the steps being taken by the Ministry to utilize the unspent balances, the Ministry in their written note submitted to the Committee stated as under:

"As regards NRDWP is concern, it is submitted that the unspent balances at the end of the year are being reduced over the years. This has happened because of the efforts taken by the Ministry in persuading the States through VCs, Field Visits of Officers, and regular Review Meetings to timely complete the rural water supply schemes so that funds are utilized in a proper and timely manner.

As far as SBM(G), Higher unspent balance in States automatically reduces their eligibility for further fund release in the subsequent year. Due to this specific modality and inbuilt provision in the NBA/SBM(G) Guidelines, States observe better financial discipline. Strict monitoring methods are adopted to obtain the progress of each District on real time basis using the online monitoring system. Regular review meetings/Video Conferences etc. are organized by the MDWS to discuss issues relating to implementation of the NBA/SBM(G) and utilization of funds."

1.99 Keeping in view the fact that the unspent balances under Rural Water Supply and Rural Sanitation have increased, the Committee was keen to know as to what proactive role the Ministry had played in pursuing the erring State Governments to liquidate these unspent balances. In this context, the Ministry in a written note submitted that under the Swachh Bharat Mission (Gramin), strict online based monitoring methods are being adopted to obtain the progress of each District on real time basis using the online monitoring system. Regular review/Video Conferences etc. are organised by the MDWS to discuss the issues relating to implementation of SBM(G) and regarding utilization of funds.

1.100 The Secretary, Ministry of Drinking Water and Sanitation on the aspect of monitoring the money released for the Schemes during evidence stated as under:

‘एक तो विदिन द मिनिस्ट्री हमने किया है। दूसरा जेएस, सैक्रेटरीज़, डिप्टी सैक्रेटरीज़, सबने बहुत टूरिंग शुरू की है और आपकी भी एक इच्छा थी कि हम लोग यहाँ न बैठें, जाकर देखें कि फील्ड में क्या हो रहा है। ये दोनों चीज़ें हमने की है।‘

1.101 As regards, NRDWP is concerned, to pursue the State Governments to plan their expenditure to avoid accumulation of unspent balances, the Ministry has persuaded the States through regular VCs, Field Visits of Officers and Review Meetings. However, this has given positive results for many States and because of unspent amount got reduced in last year.

1.102 Asked if the Ministry had worked out specific modalities to address the problem of unspent balances so as to long term stabilization of schemes, it was submitted that under SBM(G) strict financial regulation with release of only part of 1st installment at the beginning of the year by taking account of Opening balance and 2nd installment only after 60 % utilization of available funds has been incorporated to address the issue of unspent balance.

1.103 The Ministry further informed that under NRDWP, the responsibility of planning and execution of rural water supply schemes is at the State Level. The Ministry provides technical and financial assistance to the States. The Ministry repeatedly takes up with the States and ensures that at the time of second installment release OB amount is also accounted for.

1.104 Asked about the efforts made to persuade the States/UTs to submit utilization certificates in time. the Ministry informed as under:-

"In respect of rural sanitation programme, State Governments are regularly pursued through review meeting and Video Conferencing to submit utilization certificates in time.

Under NRDWP first installment of funds are released to States after subsuming the excess OB beyond 10% of previous year's releases. Further, funds are released to States when we receive utilization certificate showing expenditure of 60% of available funds. Furthermore second installment of funds is also released on receipt of utilization certificate showing expenditure of 60% of the available funds during a financial year. The huge opening balances which are reflected at the beginning of the next financial is because many States submit their proposal seeking second installment of funds very late as late as February. The funds thus released remains unutilized by the States in the financial year in which it is released. If the States had sought their second installment of allocation by October-November they would have sufficient time to spent their released funds thus reducing their huge unspent balances"

PART II

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

The Committee note that the detailed Demands for Grants (2015-16) of the Ministry of Drinking Water & Sanitation under Demand No. 30 were laid in Lok Sabha on 12 March, 2015. The Demands show a total budgetary provision of Rs. 5243.87 crore with Plan component of Rs. 5236 crore and Non-Plan component of Rs. 7.87 crore. The Committee have examined the Demands for Grants of the Ministry of Drinking Water and Sanitation for the year 2015-16 in detail. Observations/Recommendations of the Committee are detailed in succeeding paragraphs.

Overall Analysis and Budgetary Allocation of Demands for Grants (2015-16)

2.1 The Committee note that the Ministry of Drinking Water and Sanitation has been entrusted with the responsibility of implementing two major Centrally Sponsored Schemes i.e. the National Rural Drinking Water Programme (NRDWP) and Swachh Bharat Mission (Gramin) SBM(G) through which support is extended to the State Governments in their endeavour to provide safe drinking water in the rural areas of the country and achieving 100 % rural sanitation coverage by 2019. The scrutiny of Demands for Grants of the Ministry of Drinking Water and Sanitation reveals substantial reduction of allocation at RE stage and failure of the Department to fully utilize even the reduced allocations over the last few years. During the year 2013-14, the provision of Rs. 15260 crore at BE stage was reduced to Rs. 12000 crore at the RE stage and the actual expenditure turned out to be only Rs. 11947.60 crore. Similarly, during the fiscal 2014-15, the BE of Rs. 15260 crore was slashed down to Rs. 12100 crore at RE stage and the expenditure incurred upto 27.02.2015 was only Rs. 9881.37 crore. The Committee find that during the current fiscal 2015-16, the allocation of Rs.5243.87 crore to the Ministry of Drinking Water and Sanitation is approximately 66% lower than the BE of the previous year. The Committee are surprised to note that against the total proposed outlay of Rs. 166686 crore {Rs. 122570 crore for NRDWP and Rs. 44116 crore for SBM(G)} for the Twelfth Five Year Plan, only Rs. 105945 crore {Rs. 68786 crore for NRDWP and Rs. 37159 crore for SBM(G)} were allocated. Further,

the allocation of Rs. 5236 crore (Plan) during the current financial year is only 4.94 % of the 12th Plan allocation. The Committee express serious concern over the drastic reduction in the budgetary allocation for the current financial year which is Rs. 12100 crore less than the RE of the previous year 2014-15. The Committee find the budgetary allocation of Rs.5236 crore quite inadequate to meet the requirements and feel that this would definitely have an adverse impact on both the Schemes i.e. NRDWP and SBM (G) and as a result millions of people living in the rural areas of the country will be affected. The Committee are of the considered view that the meagre allocation of Rs. 5236 crore does not commensurate with herculean task of providing safe drinking water and sanitation facilities to millions of rural population. The Committee are apprehensive that attainment of the objectives of providing safe drinking water and open defecation free rural areas would remain a distant dream until and unless sufficient funds are allocated to the Ministry. The Committee, therefore, strongly recommend the Ministry to approach the NITI Ayog and the Ministry of Finance with apt justifications to ensure allocation of additional funds for the current financial year so that future development plans are not hampered and the targets fixed are achieved in time.

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

National Rural Drinking Water Programme (NRDWP)

2.2 The Committee observe that as per the strategic plan of the Ministry, at least 50% of the rural households are to be provided with piped water supply by the year 2017. The Ministry apprised the Committee during evidence that the emphasis in the 12th Five Year Plan and subsequent Plans would be to provide piped water supply through perennial surface water sources so that there is no problem of slippages and quality. It was also mentioned that once the basic requirement of 40 lpcd (litres per capita per day) is met, service level of 70 lpcd or more is envisaged. The Committee are perturbed to note that since the First Five Year Plan (1951-56), more than Rs. 1,73,950 crore have been invested by the Central and State Governments for achieving the objectives of providing safe and adequate drinking water to rural populace of the country. Despite such huge spending and also even after 67 years of independence, there are continuing problems of quality and quantity of drinking water. The Committee would, therefore, strongly urge the Ministry to have a serious introspection of the operation and maintenance of the Scheme to know the areas of deficiencies and to make sincere and earnest efforts to make them up so that rural population has access to safe and clean drinking water which is the basic requirement for survival. The Committee also desire that the Ministry should reorient their plan to have wider coverage of habitations and populations for the purpose of making availability of the safe drinking water to them in a time bound manner.

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

Financial vis-à-vis physical performance of NRDWP

2.3 The Committee observe that the physical performance of NRDWP has not been encouraging as compared to financial performance. For the fiscal year 2014-15, the Ministry was allocated an amount of Rs. 11000 crore at BE stage which was subsequently reduced to Rs. 9250 crore and the Ministry was able to utilize only a sum of Rs. 8657.30 crore upto 18.03.2015. In the ongoing fiscal year 2015-16, they have been allocated only Rs. 2611 crore for providing safe drinking water in the rural areas. The Committee are dismayed to find that the current year allocation under NRDWP is as low as the actuals of the year 2004-05 i.e. Rs.2931 crore and there is a drastic reduction of Rs. 6639 crore as compared to previous fiscal year's RE of Rs. 9250 crore. The Committee are shocked to observe that due to the reduced budgetary allocation in the year 2015-16, even the Department is not able to come out with any estimation as to by what time they will be able to cover all the rural households with piped water supply. In so far as the physical performance is concerned, the Committee find that there have been slippages in achievements both in partially covered and quality affected habitations. During the year 2014-15, out of 114479 habitations proposed to be covered, only 69111 were actually covered, whereas, out of 22562 quality-affected habitations, 8195 were actually covered upto 31.12.2014. The Committee are apprised that due to reduced allocation, the Ministry propose to cover only 26400 habitations to provide safe drinking

water during the current financial year. The several factors stated to be affecting the achievement of targets like poor response to tender, non-availability of shortage of material, adverse seasonal conditions, scarcity of labour, poor workmanship of contractors attracting cancellation of tender, delay in obtaining statutory clearances such as Forest, National Highways etc. and the Public Health Engineering Department (PHED) of many States not getting the funds released by MDWS as well as State share from their Finance Department in time, could have been very well anticipated and managed in time by the Ministry. The Committee, therefore, strongly recommend the Ministry to take concrete steps at least now to overcome these factors and should vigorously pursue the matter with the State Governments so that targets are achieved in time.

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

Water Quality testing laboratories

2.4 The Committee note that the Ministry supports the setting up and strengthening district level and sub-divisional water quality testing laboratories in the States. The Committee further note that 25 State level laboratories, 725 district laboratories, 1610 Block level/Sub-divisional laboratories and 82 mobile testing laboratories have been set up by the States/UTs as on 18.03.2015 and about 34.5 lakh 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 paucity of technical manpower, qualified personnel and equipments. 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 prerequisite for providing quality water to the rural population. Since the quality of drinking water has a direct relation with the health of individuals, the Committee strongly recommend the Government to take urgent necessary steps to provide adequate technical manpower as well as all modern equipments to the water testing laboratories and also to set in motion the process of opening new water testing laboratories at all the places having need thereof. The Committee also desire that efforts should also be made to make all such labs accredited by NABL at the earliest. To have an appropriate assessment of the efficacy of working of the water testing laboratories, the Committee recommend that an independent survey should be undertaken so that necessary corrective measure could be taken by the Department.

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

Water Quality in Rural Areas

2.5 The Committee are concerned to note that 37 rural districts are affected with arsenic contamination, 175 with Fluoride, 225 with Iron, 121 with Nitrate contamination and 105 are affected with Salinity. The Committee are apprised that to tackle the problem of contamination of

drinking water sources, a National Awareness Campaign is being organised to commemorate World Water Day and by undertaking massive awareness drive/campaign informing people 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 Ministry 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 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 (R.O) system or Community Water Purification Plants in each habitation in the country. The Committee, therefore, strongly recommend that the Ministry 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.

(Recommendation Sl.No.5, Para No. 2.5)

Human Resource Development (HRD) activities

2.6 The Committee observe that the Ministry has identified institutions/ organizations having domain knowledge and expertise in the field of water and selected them as National Key Resource Centres (KRCs). The Committee further note that the National KRCs are the key institutions engaged in capacity building, reorientation of different stakeholders, in dissemination of knowledge and information, documentation of best practices etc. to achieve the goal of drinking water security in rural areas. The Committee are apprised that 38 KRCs exclusively work for drinking water and 2220 people have been trained by these KRCs designated by the Ministry for capacity building. The Committee, therefore, recommend the Ministry to identify more such institutions/organisations which could be made National Key Resource Centres (KRCs) in different areas of the country for imparting training to large number of people which will go a long way in creating knowledge and capacity building in this sector.

(Recommendation SI.No.6, Para No. 2.6)

Swachh Bharat Mission (Gramin)

2.7 The Committee observe that the Central Rural Sanitation Programme (CRSP) was launched 29 years back in 1986 with a view to have a nationwide focus on rural sanitation. The programme was subsequently restructured as Total Sanitation Campaign (TSC) in 1999 and again as Nirmal Bharat Abhiyan in 2012. On 2nd October, 2014, the sanitation programme has been again restructured and launched as Swachh Bharat Mission (Gramin). As per the scheme of the new programme, School and Anganwadi toilets will come under the purview of the Ministry of Human Resource Development and the Ministry of Women & Child Development respectively. The focus of the new programme now is mainly on behavior change, triggering to generate demand and removing the bottlenecks that were hindering the progress of Open Defecation Free (ODF) India. The Committee further observe that as per the information provided by the Ministry, only about 22 % of the rural families had access to toilets in 2001 which went up to 32.70 % as per Census of 2011 and further as per NSSO 2012, 40.60 % rural households had toilets and according to the Baseline Survey conducted by the States in 2012-13, 40.35% toilet coverage was there in the country. The Committee observe that the Government should have an accurate data and also a mechanism for its continuous updation about the coverage of population with regard to the availability of household and public toilets. The Committee, therefore, recommend that instead of relying on the figures from different sources, the Government

should pursue the States/UTs to compile the actual figures and provide to the Government so that effective future planning about providing sanitation facilities would be made by the Government.

(Recommendation SI.No.7, Para No. 2.7)

2.8 The Committee further observe that the total fund requirement under the scheme is estimated to be Rs. 1,34,386 crore, out of which central share is Rs. 1,00,447 crore and the resources for Mission are proposed to be made available *inter-alia* through budgetary allocations to Swachh Bharat Mission, contributions to the Swachh Bharat Kosh, commitments under Corporate Social Responsibility (CSR) and through cess of 2% on services. The Committee, however, find that the budget of SBM(G) for the current fiscal (2015-16) is inadequate as only Rs. 2625 crore have been allocated against the projected requirement of Rs. 12500 crore. Further, there is also lack of clarity on the funding pattern of the Mission as presently the Centre State share is in the ratio of 75:25 but in the current scenario, it is stated that they have yet to finalize the funding pattern. The Committee also observe that there is no clarity on the guidelines of Swachh Bharat Kosh also. The Committee, therefore, express its serious apprehension as to how the Mission will be successfully accomplished when there is a lack of clarity on different issues and also with inadequate funding. While considering sanitation as a basic human need for survival and growth of the population, the Committee desire the Ministry to make earnest and sincere efforts not only in setting year-wise targets but also achieving them

in time. The Committee also desire that Ministry should vigorously pursue the matter with the Ministry of Finance and other stake holders for finalization of the system of funding pattern, setting up of Swachh Bharat Kosh and getting clarity on various other issues of the Scheme.

(Recommendation Sl.No.8, Para No. 2.8)

Financial vis-à-vis physical performance of SBM(G)

2.9 The Committee observe that 4308455 Individual Household Latrine (IHHL) and 663 Sanitary Complexes were constructed during the year 2014-15 (upto 17.03.2015) whereas, 4976294 IHHL and 1516 Sanitary Complex were constructed during the year 2013-14. The various factors affecting the achievements of targets were stated to be relating to fund availability, lower prioritization of the programme by the State Governments, inadequate implementation structures, inadequate capacity at grass root level, lack of behavioural change and poor demand generation. The Committee are of considered view that utmost priority should be given to bring about behavioural change in the rural populace by way of undertaking awareness campaigns for the need of sanitation in the form of special drives just like the drive launched for Polio eradication so that the demand to construct the toilets from the rural households is generated at requisite level. The Committee, however, appreciate the initiative taken by the Ministry in utilising social media by creating whatsapp group at National/State Level to share good practices. The Committee feel that the experiences gathered through social media will be effectively used by the

Ministry in monitoring the sanitation programmes. The Committee, therefore, desire that the mission of Open Defecation Free (ODF) India by 2019 is to be taken up on war footing with the involvement of every Gram Panchayat, Panchayat Samiti and Zila Parishad in the country. In this context, the Committee urge the Government to construct bio-toilets as well as community toilets in a time bound manner and apprise them of the year-wise targets fixed and achievements made thereagainst.

(Recommendation SI.No.9, Para No. 2.9)

Monitoring and Evaluation (M&E) under SBM(G)

2.10 The Committee are apprised that to monitor the SBM(G) periodic review meetings, regular video conferencing are organized to review progress of SBM(G) and suggest corrective measures wherever required to achieve physical and financial objectives. Field visits are also undertaken to oversee the implementation of sanitation programmes in the States which are lagging behind. The Committee are further informed that strict online based monitoring methods have also been adopted to obtain the progress of each District on real time basis using the online monitoring system. While taking note of the various steps taken by the Ministry to monitor SBM(G), the Committee desire that the existing monitoring mechanism should be further strengthened to achieve the set targets in the prescribed time schedule and also to plug the loopholes detected during such inspections/visits.

(Recommendation SI.No.10, Para No. 2.10)

Unspent Balances

2.11 The Committee are dismayed to note substantial unspent balances under National Rural Drinking Water Supply Programme (NRDWP) at the end of the financial years 2012-13, 2013-14 and 2014-15 which are to the tune of Rs. 4273.66 crore, Rs. 3158.23 crore and Rs. 4236.25 crore respectively. Similarly, under Swachh Bharat Mission (Gramin) (SBM-G), there are consistent unspent balances to the tune of Rs. 2341.80 crore, Rs. 2587.43 crore and Rs. 2632.83 crore at the end of the financial years 2012-13, 2013-14 and 2014-15 respectively. The Committee are concerned to note that the problem of unspent balances is more prominent in certain States than others under both the programmes namely NRDWP and SBM(G). To address the issue of unspent balances, the Committee are apprised of various efforts made in this regard viz. under NRDWP, the States are being persuaded through Video Conferencing, Field Visits of Officers and regular Review Meetings to timely complete the rural water supply schemes so that funds are utilized in a proper and timely manner. It is also ensured that at the time of release of second installment, opening balance (OB) amount is also accounted for. It has also been stated that strict online based monitoring methods are being adopted to obtain the progress of each District on real time basis using the online monitoring system, regular review meetings/video conferences etc. are organized to discuss issues relating to implementation and utilization of funds. The Committee are constrained to note that despite various efforts made by the

Ministry, there has been huge unspent balances year after year in the National Rural Drinking Water Supply Programme (NRDWP) and also under the renamed sanitation programme i.e. Swachh Bharat Mission (Gramin) still persists and is increasing. The Committee, therefore, strongly recommend that the Ministry should vigorously pursue with State Governments and all other stake holders for optimum utilization of allocated funds. For this purpose the Ministry may have strict monitoring mechanism and sound financial management to ensure not only full utilization of the allocations but also achieving the targets fixed in each Scheme and also to realize the dream of Open Defecation Free India by the year 2019 and to provide safe drinking water to rural India.

(Recommendation SI.No.11, Para No. 2.11)

NEW DELHI;
16 April, 2015
26 Chaitra, 1937 (Saka)

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

Annexure I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)****MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE HELD ON THURSDAY,
THE 26 MARCH, 2015**

The Committee sat from 1100 hrs. to 1315 hrs. in Committee Room No. 'G-074', Ground Floor, Parliament Library Building, New Delhi.

PRESENT**Dr. P. Venugopal**- **Chairperson****Members****Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri Jugal Kishore
4. Shri Manshankar Ninama
5. Shri Mahendra Nath Pandey
6. Shri Prahlad Singh Patel
7. Shrimati Butta Renuka
8. Dr. Yashwant Singh
9. Shri Ladu Kishore Swain
10. Shri Ajay Misra Teni
11. Adv. Chintaman Navasha Wanaga
12. Shri Vijay Kumar Hansdak

Rajya Sabha

13. Shri Gulam Rasool Balyawi
14. Shri Ram Narain Dudi
15. Shri Mahendra Singh Mahra
16. Shri A.K.Selvaraj
17. Shrimati Kanak Lata Singh

SECRETARIAT

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

Representatives of Ministry of Drinking Water & Sanitation

1.	Smt. Vijay Laxmi Joshi	-	Secretary
2.	Smt. Seema Bahuguna	-	Additional Secretary & Financial Advisor
3.	Shri Saraswati Prasad	-	Joint Secretary
4.	Shri Satyabrata Sahu	-	Joint Secreatry
5.	Dr. Dinesh Chand	-	Additional Adviser
6.	Shri Rajesh Kumar	-	Director
7.	Smt. Pratima Gupta	-	Director
8.	Smt. Sandhya Singh	-	Joint Director
9.	Shri D. Rajasekhar	-	Deputy Adviser

2. At the outset, the Chairperson welcomed the members of the Committee and apprised them that the sitting had been convened to take evidence of the representatives of the Ministry of Drinking Water & Sanitation in connection with examination of the Demands for Grants (2015-16) of the Ministry.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. Thereafter, the Chairperson in the opening remarks highlighted the issue of huge reduction in the Ministry's budgetary allocation for the current financial year 2015-16, huge unspent balances under both the schemes of the Ministry i.e. National Rural Drinking Water Programmes (DRDWP) and Swachh Bharat Mission (Gramin) SBM (G) and the slow pace of their implementation. After permission from the Chairperson, the Secretary, Ministry of Drinking Water and Sanitation made a Power Point presentation on new initiatives taken under NRDWP and SBM(G) highlighting *inter-alia* implementation status of the programmes/schemes, reasons for reduction of budgetary allocation, physical and financial achievements, slow pace of work, accumulation of unspent balances and constraints faced in implementation of the programmes / schemes.

4. Some of the issues discussed included coordinated and integrated efforts to achieve the set targets, reduction in allocation, persuading the States to effectively utilize the allocated funds, problem of contaminants in water and its effect on health of people, measures taken for improvement in the quality of water, problems in testing the water quality in the labs and their accreditation, various aspects of Swachh Bharat Mission (Gramin) SBM(G) launched on 2nd October, 2014 for achieving the objectives of Open Defecation Free India by 2019, incentives for construction of toilets, renovation of defunct toilets, measures taken for triggering behavior change for construction and use of toilets, giving wide publicity of measures taken by the Ministry through print media and effective monitoring of the schemes by regular inspections etc. The Members also sought clarifications which were replied to by the witnesses. On those queries on which the information was not readily available, the Ministry was directed to furnish written replies to the Secretariat.

[The witnesses then withdrew]

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

The Committee then adjourned.

5. Thereafter, the Committee considered draft Report on Demands for Grants (2015-16) of the Ministry of Drinking Water & Sanitation. After detailed discussion, the Committee adopted draft Report without any modification. The Committee also authorized the Chairperson to finalize the Reports and present the same to Parliament.

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

The Committee then adjourned.
