

REPORT

CHAPTER I

INTRODUCTORY

Water is the most essential requirement of human life. Water is crucial for agriculture, which is the primary source of livelihood for billions of people across the continents. Besides, water is intimately related to the issues of livelihood needs, food security, employment and poverty among the rural masses. Increasing demand for water is exerting severe pressure on the global environment, with many rivers, lakes and other water bodies getting polluted and high levels of discharge of industrial wastes and chemicals resulting in increased groundwater contamination and depletion. Clean and adequate supply of water is crucial to environmental stability, maintenance of ecosystems as well as to public health.

1.2 Besides, water is also necessary for the production of non polluting and sustainable energy, necessary for economic growth and development of a nation. However, water for basic needs such as drinking and sanitation purposes is the most fundamental need for the survival of human beings. Providing access to clean water and sanitation is also fundamental for alleviating poverty, hunger and malnutrition, reducing child mortality, increasing gender equality, providing opportunities for education as well as to promote environmental sustainability. Keeping in view the potential threats from lack of adequate quantity and quality of water, the United Nations has prioritised access to clean and safe water as one of its developmental goals. The specific target in this regard is to reduce to half the proportion of people without sustainable access to safe drinking water and basic sanitation. In this regard, the UN launched the International Decade for Action 'Water for Life' from 2005-2015 to promote efforts to fulfill international commitments made on water related issues.

1.3 India is also among the 191 countries, who have given their commitment to Millennium Development Goals (MDG). To achieve this end, the Government of India is supplementing the efforts of the State Governments. The major initiatives taken by the Government to improve

the quality of drinking water in rural areas are broadly as under:

A. Efforts undertaken by the Department to improve drinking water Scenario in rural areas

1.4 Rural drinking water supply is one of the important subjects entrusted to the States as per the Indian Constitution. Therefore, the drinking water supply schemes are implemented by the respective State Governments. Besides, after the 73rd Constitutional (Amendment) Act, which provides constitutional status to the Panchayat Bodies, drinking water management in rural areas is to be handled by the PRIs as per the devolution principle. The Government of India provides support to the States in their efforts by providing financial assistance under the Centrally Sponsored Scheme *viz.* ARWSP with various components.

B. Evolution of Rajiv Gandhi National Drinking Water Mission (RGNDWM)

1.5 A national water supply and sanitation programme was introduced in the social sector in the year 1954. Taking into account the magnitude of the problem and to accelerate the pace of coverage of problem villages, the Government of India introduced the Accelerated Rural Water Supply Programme (ARWSP) in 1972-73 to assist the States and the Union Territories with 100 per cent grants-in-aid to implement the schemes in such villages. The entire programme was given a Mission approach when the Technology Mission on Drinking Water Management, called the National Drinking Water Mission (NDWM) was introduced as one of the five Societal Missions in 1986. NDWM was renamed as Rajiv Gandhi National Drinking Water Mission (RGNDWM) in 1991. Presently, Rajiv Gandhi National Drinking Water Mission (RGNDWM) is functioning in the Ministry of Rural Development, Department of Drinking Water Supply.

C. Other specific interventions made by the Department in the field of drinking water for rural areas

- (i) **ARWSP** a Centrally Sponsored Scheme for supplementing the efforts made by the States by providing financial and technical assistance in providing access to safe drinking water to all rural habitations in the country. Under ARWSP (Normal), the funding pattern is 50:50 between the Centre and the States. Under ARWSP (DDP areas), 100 percent grants in aid is provided to the concerned States.
- (ii) **Bharat Nirman** *inter alia*, which includes a component of drinking water supply, launched in 2005-06 to be implemented in four years,

from 2005–06 to 2008–09 for building rural infrastructure. During the Bharat Nirman period, under drinking water component, 55,067 uncovered habitations, about 3.31 lakh slipped-back habitations were to be covered and 2.17 lakh quality-affected habitations were to be addressed.

- (iii) **Sector Reforms/Swajaladhara** - under this programme up to 20 per cent of the total allocation under ARWSP was set aside to promote decentralised demand driven community managed rural water supply programme to bring in sustainability in the sector. However, as per revised principles in 2007-08, implementation of new rural water supply schemes under ARWSP on Swajaldhara principles is to be decided by the States and quantum of funds to be allocated for this purpose out of ARWSP funds as well as quantum of community contribution is left to the discretion of the States.
- (iv) **Sub-missions for water quality:**— Exclusive sub-missions had been constituted by Rajiv Gandhi National Drinking Water Mission (RGNDWM) for initiating both preventive and remedial measures for tackling water quality problems *w.e.f.* 1.4.1998. Powers were delegated to the States to plan, sanction and implement sub-mission projects. However, a policy change was introduced in February, 2006 wherein upto 20 per cent of ARWSP funds are retained at the Centre to provide focused funding to the quality affected States.
- (v) **National Rural Drinking Water Quality Monitoring & Surveillance Programme (NRDWQM&SP)** — A community-based National Rural Drinking Water Quality Monitoring & Surveillance Programme (NRDWQM&SP) has been launched in 2006 which aims at testing of all drinking water sources by the grass-root level workers in each Village Panchayat by simple-to-use field test kits and joint sanitary surveys. Under the programme, one field test kit would be provided to each Gram Panchayat in the country for this purpose. The positively tested samples would then be tested at the District/ State level laboratories for confirmation. The basic features of this programme is institutionalization of community participation and involvement of PRIs for monitoring and surveillance of all drinking water sources in the country, decentralization of water quality monitoring and surveillance, generation of awareness among the rural masses about the water quality issues and the problems related to water borne diseases, and building capacity of Panchayats to own the field test kit and take up full O&M responsibility for water quality monitoring of all drinking water sources in their

respective PRI area. For this programme, the Government of India provides 100 per cent financial assistance.

As highlighted above, the Government of India has undertaken a number of initiatives to improve the scenario of drinking water in rural areas in the country. However, the ground position with regard to coverage of habitations in rural areas leave much to be desired, despite the sincere efforts made by the Department. To provide the safe drinking water to the masses in rural areas is one of the biggest challenges before the country. The detailed analysis of the various initiatives taken by the Government, the details of which have been given above has been done in the Report and various suggestions/recommendations have accordingly been made for the effective implementation of ARWSP and other initiatives being taken in this regard.

CHAPTER II

COVERAGE OF HABITATIONS

A. Actual data regarding status of coverage of habitations with drinking water facilities

As per the information provided by the Department, a habitation is identified as Not Covered (NC)/Partially Covered (PC)/Fully Covered (FC) on the basis of habitations which have a safe drinking water source point (either private, but accessible to all, or public) within 1.6 km in plains and 100 meter in hill areas. Systems, whose capacity range between 10 lpcd (litre per capita per day) to 40 lpcd, are categorized as Partially Covered (PC) and those having less than 10 lpcd are categorized as Not Covered (NC). Any habitation getting more than 40 lpcd is Fully Covered (FC).

2.2 At the instance of RGNDWM, a survey of all habitations was conducted in 1991, the results of which were consolidated in 1994 and a CAP (Comprehensive Action Plan) prepared for the country in 1999. The updated data of CAP 99 with regard to latest position of coverage of habitations as reported by States on 01.04.2005 is indicated below:—

(As on 1.4.2005)

Type of coverage	Number of habitations
Not Covered	4,588
Partially Covered	50,479
Fully Covered	13,67,216
Uninhabited/urbanized	381
Total	14,22,664

2.3 As illustrated by the Department, the updated data of CAP 99 is based on reports received from States/Union Territories on monthly basis and collected during review meetings from State Secretaries in charge of drinking water. On the basis of these reports, the Government had been claiming more than 90 per cent coverage of habitations with drinking water facilities for last few years.

2.4 However, the Committee in their previous Reports on Demands for Grants had been expressing apprehension about the claim of the Department to have achieved about 95 per cent coverage. Further, they insisted upon the Department to undertake detailed exercise to know about the actual ground position in this regard. The Department on the insistence of the Committee had initiated a Habitation survey in 2003, the results of which were to be revalidated by Indian Institute of Public Administration (IIPA). The process of revalidation took a long time and the results of the Survey were finally made available to the Committee in the year 2007 during examination of Demands for Grants (2007-08). As per the result of the aforesaid Survey, the total number of habitations as per ARWSP norms had increased to 15,07,349 as against 14,22,664 habitations of CAP 99 data. The break-up of the 2003 Survey data is given below:—

Category	Number of Habitations (As per ARWSP norms)*
Fully Covered (FC)	8,69,997
Not Covered (NC)	2,47,943
Partially Covered (PC)	3,89,409
Total	15,07,349

*Except Manipur, A&N Islands and Delhi.

The data indicated above reflect that only about 58 per cent of habitations were Fully Covered (FC) as against the earlier claims made by the Department of more than 90 per cent coverage.

2.5 Further, the aforesaid data was verified through random survey by the Monitoring Division of the Ministry in 2006 which is indicated below:—

Category	Number of Habitations as per Random Survey in 2006
Fully Covered	12,59,134
Partially Covered	1,94,067
Not Covered	1,45,518
Total	15,98,719

The latest State-wise data, as on 1 April 2007, with regard to the above is given at *Appendix I*.

2.6 On the question of the glaring difference between the CAP 99 data and the Survey results, the Department stated that the habitation

survey data also includes slipped back habitations. Moreover during the intervening period about 1 lakh new habitations have emerged. The Department further clarified that there is no discrepancy as such between the two sets of data and the perceived discrepancies are due to increase in the number of habitations and changes in the coverage status.

B. Monitoring, continuous reporting and verification of the data

2.7 On the issue of having a foolproof mechanism for accurate reporting of data, the Department have informed that they have developed a software to capture the status of availability of drinking water which is linked to Habitation Survey. The States/UTs are required to furnish information on yearly basis and make online data entry. The software will keep track of year wise habitations covered as well as update the status simultaneously. The Department further clarified that the necessary training for familiarization of the software developed for this purpose has also been imparted to the State Government UT Administration officials handling rural drinking water. A demonstration-cum-training for State Nodal Officers was also conducted in the month of May, 2007.

2.8 The Secretary, during the course of oral evidence on the subject, stated as under:—

“Even our own database was not satisfactory. I would like to assure the Chairman and all Members that at last we have got a situation in place where data is being entered online except the Union Territory of Andaman and Nicobar and Manipur. All other States have started entering the data online. So, at least from now onwards we would not be searching for figures to answer your questions because we will have them online. We will also be able to deal with the data on an updated basis not on the basis of the habitation survey.

.....On the other hand, it is also a dynamic data because the population increases and decreases; habitations increase and decrease; water quality changes keep happening from time to time; suddenly rainfall for three years is very good and the water table goes up, and in the next three years there is bad rainfall. It is a very dynamic data. Hence, we need to have a basis, which is by and large reasonable and sound, and based on that we can bring more and more corrections.”

2.9 On the issue of data management, the Secretary further stated that they would be asking the States to report the names of the habitations also. She further elaborated as under:—

“Now we are going to manage with the names of the habitations. So, once we know that a habitation has been covered under certain programme, then we can be sure that habitation is not being repeated. We probably have instances where more money is going into some habitations and nothing at all is, perhaps, going to some other habitations. We are not sure of this. But that at least can be corrected by going in for data management with names.....

.....We have got the names of the habitations, the name of the Panchayat and the status of water supply in each of these.....It is possible now for any Member of Parliament to access this data, go to any habitation and find out what we have said on the status of the water supply there. It would be possible for anybody to report to us that this data is not correct or inferior in whatever respect. We are providing for that interface where any complaint can also come to us on the correctness of the data. We feel that with this kind of making transparent the data, at any point of time, anybody can access the web and find out what exactly is the position, we feel that the quality of data updation especially from the States also will improve.”

2.9A On the question of verification of the data provided by the States through the online monitoring system, the Secretary elaborated that they have asked the Governmental machinery—starting from the Panchayat, Blocks, Districts and the States – to be responsible for the figures because the States have to take the responsibility for the figures that they are reporting. The Secretary committed that at some point of time, the Department would be able to recheck and cross-verify it with the census data and find better ways of doing it to improve the database.

2.9B With regard to this pertinent issue of verification of the online data provided by the States, the Secretary stated as follows :—

“We will certainly have it verified.....You have asked whether we have verified some of this data, I must say that we have not verified it. We do appreciate the fact that it is very necessary. Also, we need to make our schemes such that wrong data are not fed to us just to get more funds.”

2.10 Provision of access to clean and safe drinking water is one of the biggest challenges facing the country at present. In this regard, having authentic and reliable data is crucial for planning future strategies for providing people sufficient, safe, accessible and affordable

water for domestic and personal use. The Committee in their previous Reports had consistently been recommending to the Department to undertake measures to obtain authentic and reliable data with regard to FC, PC and NC habitations in rural areas of the country. At the same time, the Committee expressed apprehension over the tall claims made by the Department of coverage status of more than 90 per cent over the last few years. While acknowledging the efforts made by the Department in this regard by initiating Habitation Survey in 2003, the Committee had felt that the process of revalidation of results of Habitation Survey by IIPA should not be prolonged, as within the said period the entire scenario of coverage status would undergo transformation again which would render the entire exercise futile and irrelevant. Further, the Committee in their Twenty-Eighth Report on Demands for Grants had expressed concern in the strongest terms over the discrepancy highlighted between the updated data of CAP 99 and the Habitation Survey 2003 results. However, despite the shortcomings, the Committee appreciate the fact that the Department have managed to have the corrected data of Habitation Survey after the revalidation by IIPA and verification by the Monitoring Division of the Ministry, which has now been put in the public domain. The Committee hope that this data will serve as the basis for future planning and projections by the Department and will be regularly updated by the States so as to give a transparent picture of the real scenario of availability of drinking water in rural areas.

2.11 Further, as informed by the Department, the said baseline data is to be updated on yearly basis by the States through software developed for the purpose by enabling online data entry. The Committee commend the efforts of the Department in this regard and hope the Centre would provide all kind of assistance to the States to ensure purposeful utilization of the said software. The PHED and Panchayat staff should be familiarized with the system for effective reporting of the situation on the ground. The Committee may be suitably apprised about the performance of the various States regarding the online data entry system.

2.12 After comprehensively examining the issue and problems related to data management, the Committee would further like the Department to evolve some mechanism for ascertaining the names of the FC/PC and NC habitations for each State. A provision for inclusion of such names should be made in the online monitoring system and hosted on the website in order to make the data more reliable. Appropriate changes should be made in the format of the software as well as in the Monthly Progress Report in this regard. This would not only help the Department to have a clear record of coverage status as well as slippages in each State but with continuous updation, the

Department would also be able to keep a track of other relevant details such as time required to cover NC/FC habitation in particular areas, the funds required and spent for the same for each habitation etc. This would go a long way in not only ensuring reliability of the coverage status but also aid in tackling specific problems of certain habitations. The Committee urge the Department to take expeditious measures to implement the recommendation of the Committee and inform them about the steps initiated in this regard.

2.13 Besides, the Committee would like to emphasise that merely entering the data online by the States is not adequate, but objective verification of the claimed coverage status is of prime importance. Therefore, the Committee recommend that the Department should evolve a mechanism for objective verification of the data provided by the States at the ground level. The Committee feel such monitoring and verification procedure would be facilitated as and when the names of the habitations under different categories from the States are also made available. The Committee recommend to the Department to take concrete action on the lines suggested above to make the Panchayat, District and State authorities more accountable and the data more authentic. The Committee emphasise that water is central to the life of each and every individual and given the magnitude of the problem, a sound knowledge and information with regard to coverage status is extremely pertinent for the sector. Such information in public domain is crucial for the State to evolve any long term policy and planning to improve the delivery system and also help mobilize communities and civil society around water related issues. The Committee would like the Department to consider their recommendations/suggestions with all the seriousness and provide specific response on the issues raised above.

C. Status of coverage for population less than 100

2.14 The ARWSP norms provide for financial grants by the Centre to the States for habitations having 20 households or 100 persons, whichever is more, taken as a unit of coverage. As per Habitation Survey 2003, there were about 45,699 habitations with population less than 100. The latest State-wise details of habitations with less than 100 population and 20 households is given in *Appendix II*.

2.15 On the issue of steps taken by the Department to ensure that these habitations are not denied the basic human right of clean and safe drinking water, the Department informed that since drinking water is a State subject, State Government can cover any habitation regardless of its size/population/number of households with their own funds.

2.16 The Department further clarified that the Centre provides funds for smaller habitations with less than 100 population, which are inhabited by SCs/STs and the DDP areas as per ARWSP guidelines. Further, the Department stated that it is logical to cover bigger habitations first and then go for smaller habitations with the limited resources. The Department further elaborated that it has been proposed to cover habitations with population less than 100 in non-DDP and non-SC/ST areas also in the post-Bharat Nirman period of the Eleventh Plan.

2.17 The Secretary during the course of oral evidence, on the aforesaid issue, stated as under:—

“.....this request to identify all habitations has come from States and from many Members of Parliament and we have recently given instructions to all States that all habitations may also be entered in our database. So, at least, we know the number of habitations which are below 100 and which need attention. But, as it is, we have given instructions to the State Governments, especially in the North-East where there are several habitations which are below 100 which are very scattered that they can use the funds of Government of India in any habitation which they think is their priority.”

2.18 On the issue of coverage status with regard to such habitations, the Secretary during the oral evidence stated as under:—

“We have a figure of 46,000. Out of this, approximately 50 per cent would have been covered. But, I do not have definite data on habitation below 100. I can give you data on above 100. But as suggested by the Committee, we have taken note of it and from 2007-2008 we will bring the habitation data of below 100 and propose that they are also covered.”

2.19 During examination of DFG 2008-09, the Department informed that as reported by the States, Goa has covered all habitations. None of the States have reported coverage of habitations with less than 100 population under ARWSP.

2.20 As already emphasised by the Committee, water is the lifeblood of a community and hence no section of the population should be deprived of the valuable water resource. The Committee in their previous Demands for Grants Reports had been recommending to the Department to give due importance to habitations having population less than 100 which are not included under the Centrally Sponsored

Scheme of ARWSP. The Committee have persistently been recommending to the Department to shun their complacency and insensitivity in this regard and take urgent action to cover such habitations with less than 100 population on a priority basis. The Committee are perturbed to note that a total of 46,000 such habitations i.e. only 50 per cent have been covered so far, while the rest have not been covered with drinking water facilities. The Committee would like to emphasize to the Department that shifting the responsibility on to the State Governments would not fulfil the objective of improving access of all rural households to drinking water facilities as presently the States are not even able to fulfil their targets of coverage of habitations with population of more than 100 persons or 20 households. The Committee are dismayed to learn from the replies of the Department that none of the States have reported coverage of habitations with population less than 100, which itself is a telling reminder to the Union to undertake this huge responsibility as these habitations may be in most difficult and backward areas requiring more financial resources.

2.21 The Committee were further informed by the Department that such habitations are proposed to be covered in the post Bharat Nirman period of Eleventh Plan. The Committee would like to state that in many sparsely populated areas within States, there may be large number of habitations with scattered population and uneven development. This, however, should not deny this segment of the population their basic human right of access to clean and safe drinking water. The Government should undertake all endeavours for full realization of universal access to clean and safe drinking water. The Committee, therefore, strongly recommend the Department to cover all rural habitations, irrespective of their size, on a priority basis and undertake appropriate exercise *viz.* revision of ARWSP norms and provide 100 percent funds for the same. The Committee would like the Department to devise concrete strategies for the purpose and keep the Committee informed.

D. Physical progress under ARWSP with regard to targets and achievements

2.22 In India, thousands of people from rural communities face water shortages and daily struggles to secure safe water for their basic needs. To extend this essential service to the needy people, the Government need to devise time bound strategies by fixing specific targets. As per the information provided by the Department, the status of coverage of habitations after the Habitation Survey 2003 and the Random Survey

conducted by the Monitoring Division of the Ministry in 2006 is given as below:—

Category	Number of Habitations as per Random Survey in 2006
Fully Covered	12,59,134
Partially Covered	1,94,067
Not Covered	1,45,518
Total	15,98,719

2.23 The data regarding physical progress with regard to coverage of NC and PC habitations during Ninth and Tenth Plan is as follows:—

Year	Target			Achievement		
	NC	PC	Total	NC	PC	Total
IX Plan						
1997-98	30552	69061	99613	31584	85410	116994
1998-99	31535	73367	104902	19008	93925	112933
1999-00	17329	72732	90061	11866	62770	74636
2000-01	14270	65198	79468	6673	61975	68648
2001-02	8143	37383	45526	3909	40831	44740
X Plan						
2002-03	7125	56744	63869	4388	34862	39250
2003-04	9652	101399	111051	3914	35822	39736
2004-05	30731	44137	74868	21731	47908	69639

2.24 Further, Bharat Nirman has been conceived as a plan to build rural infrastructure in the four year period between 2005-2009. The targets and achievements during the first three years of the Bharat Nirman period is given as under:—

Component	Target (2005-09)	2005-06		2006-07		2007-08		Cumulative Ach.	Cumulative percentage achievement vis a viz overall targets
		Target	Ach.	Target	Ach.	Target	Ach.		
1	2	3	4	5	6	7	8	9	10
Un-covered habitations	55,067	11,897	13,121	18,120	12,440	16,886	11,457	37,018	67%

1	2	3	4	5	6	7	8	9	10
Slipped-back habitations	3,31,604	34,373	79,544	40,000	89,580	90,000	75,201	244,325	74%
Quality-affected habitations	2,16,968	10,000	4,550	15,000	5,330	48,613	94,130	104,010	48%
Total	6,03,639	56,270	97,215	73,120	107,350	1,55,499	1,80,788	3,85,353	64%

2.25 The aforesaid data indicates the achievement with regard to uncovered habitations as around 70 per cent and 35 per cent as compared to the set targets during the years 2006-07 and 2007-08 respectively.

2.26 The specific targets and achievements for Not Covered & Partially Covered habitations for the years 2005-06, 2006-07 and 2007-08 are given as under:—

Category of habitations	2005-06		2006-07	
	Target	Achievement	Target	Achievement
NC habitations	3522	1536	1120	860
PC habitations	8375	11585	17000	11580
Total	11897	13121	18120	12440

(No. of habitations)

Year	Target	Achievement
2006-2007	18,120	12,440
2007-2008	16,886	11,457

(No. of habitations)

Year	Targets		Achievements	
	NC	PC	NC	PC
2007-08	1,063	15,823	801	10656

2.27 The Committee feel that fixation of realistic targets and timely achievement of the same is of vital importance in order to extend the basic amenity of drinking water to vast majority of rural people. The data regarding targets and achievements during the Ninth and the Tenth Plan reveal that for many years viz., 1999-2000, 2000-2001, 2001-2002, 2003-2004, 2004-2005, there is underachievement of targets. Further, as per the Bharat Nirman targets, about 55,067 Not Covered/Partially Covered habitations are to be covered during the target period of 2005-2009, the details of which are indicated in the earlier paragraphs. The above indicated data with regard to Bharat Nirman programme signify that even after completion of three years of the Bharat Nirman period,

the achievement reported has been only about 67 per cent. The Committee take strong exception to the under achievement of targets during many years of Ninth and Tenth Plan period. Further, the Committee are deeply dissatisfied with the achievements made under Bharat Nirman wherein about 36 per cent of the target habitations still needed to be covered although less than 12 months remain of the Bharat Nirman period. In this scenario, the Committee have strong apprehensions about achieving the targets under Bharat Nirman. With the tardy pace of implementation of Bharat Nirman programme, the Committee would like the Department to work with sense of urgency to ensure that the objectives of this ambitious programme of the Government are fulfilled within schedule. This becomes more important in view of the fact that the latest Survey indicates there are about 3.4 lakh NC and PC habitations which need to be addressed right away so as to bring about any positive impact on the lives of the people. The Committee would like the Department to work out a clear cut strategy to fulfil the set targets within the time period and ascertain reasons for underachievement from the States in this regard. The Department should also insist upon them to take corrective measures accordingly. Besides, the targets fixed should be commensurate with the ground reality. The Department must hold extensive review meetings with the States and provide all kind of support, incentives and financial and technical guidance to them to ensure that gross underachievement of this kind is not repeated. The Department may inform the Committee of the necessary measures undertaken by them in this regard.

2.28 Further, an analysis of the achievements vis-à-vis the targets during Tenth Plan and Bharat Nirman period indicates that underachievement is much more in the category of Not Covered habitations over the last many years. The Committee feel that these Not Covered habitations may be in the most difficult geographical and backward areas. The Department should, therefore, ask the States to cover these Not Covered habitations on a priority basis and provide necessary support to the States to help them achieve the objective. The Committee would like the Department to give necessary directions to the States in this regard and communicate the same to the Committee.

2.29 Another important aspect noted by the Committee relates to inclusion of the category of 'slipped back habitations' in the overall targets under the Bharat Nirman programme. The Habitation Survey 2003 and the updated data indicated only FC/PC and NC categories and does not include any 'slipped back category'. However, the targets under Bharat Nirman include NC, PC, slipped back and quality affected habitations, wherein higher achievements are quoted by including the

coverage of slipped back habitations. Further, there is marginal achievement under the category of uncovered habitations, which include both NC and PC habitations. The Committee would like to reiterate their recommendation made in the Thirty-Seventh Report on Demands for Grants to set clear-cut targets for NC/PC habitations under the Bharat Nirman and the 'slipped back' habitations should be depicted separately. This would enable the Committee to analyze the position with regard to achievements of NC/PC habitations for each year and avoid the confusion created due to inclusion of various categories in the Bharat Nirman Programme. The Committee would like the Department to take serious note of the observation made by the Committee and take remedial measures. The Committee may be apprised of the concrete action taken in this regard.

CHAPTER III

PERFORMANCE OF ACCELERATED RURAL WATER SUPPLY PROGRAMME (ARWSP)

A. Financial requirement and actual allocations for the sector

As per the information provided by the Department, more than 75,000 crore have been allocated for rural water supply. The total amount spent for the sector since the first plan period is given below:—

Funding since inception in the rural drinking water sector

(Rs. in crores)

Plan Period	Centre	State	Total
1st Plan (1951-56)	0.00	3.00	3.00
2nd Plan (1956-61)	0.00	30.00	30.00
3rd Plan (1961-66)	0.00	48.00	48.00
Annual Plans (1966-69)	Information not available		
4th Plan (1969-74)	34.10	208.00	242.10
5th Plan (1974-79)	157.17	348.00	505.17
Annual Plan 1979-80	58.20	NA	58.20
6th Plan (1980-85)	895.38	1530.17	2425.55
7th Plan (1985-90)	1905.64	2471.53	4377.17
Annual Plan 1990-91	410.54	595.85	1006.39
Annual Plan 1991-92	644.49	692.54	1337.03
8th Plan (1992-97)	4139.74	5084.44	9224.18
9th Plan (1997-02)	8454.57	10773.11	19227.68
10th Plan(2002-07)	16254.43	15029.30	31283.73
2007-08	6441.63	6717.86	13159.49
Total	39395.89	43531.80	82927.69

3.2 Further during the Tenth Plan, the proposed allocation, the actual allocation by the Planning Commission and the Revised Estimates for each of the years are given as under:

(Amount: Rs. in crore)

Year	Proposed to Planning Commission	Allocated by the Planning Commission	Revised Estimates
2002-03	4,100.00	2,110.00	2,110.00
2003-04	3,000.00	2,585.00	2,565.00
2004-05	3,148.00	2,900.00	2,900.00
2005-06	4,950.00	4,050.00	4,060.00
2006-07	5,550.00	5,200.00	4,560.00
2007-08	9,632.36	6,500.00	6,400.00
2008-09	9,870.65	7,300.00	—

3.3 Further during examination of DFG 2008-09, the Committee were informed that for the Eleventh Plan, the actual allocation provided by the Planning Commission was Rs. 39,490 crore against the proposed allocation of Rs. 55,099 crore.

3.4 When inquired about the adequacy of the outlay provided in view of large number of NC/PC habitations as reflected in the Survey 2003 results, the Department informed that the NC/PC habitations of Habitation Survey 2003 include uncovered habitations (55067), Slipped back habitations (3.31 lakh), and 2.17 lakh Quality affected habitations. Under Bharat Nirman, it is proposed to cover all remaining uncovered habitations of CAP 99 i.e. 41946 habitations of CAP 99, 2.52 lakhs slipped back habitations and all quality affected habitations during last three years of Bharat Nirman. It is proposed to cover the remaining quality affected habitations as well as to improve service delivery from 40 lpcd to 55 lpcd and to cover habitations with less than 100 population over the Eleventh Plan period, for which the fund requirement have been projected for the Eleventh Plan.

3.5 The Department further clarified that the fund requirements are projected on the basis of requirements of the States in their Action Plans. The Department is promoting cost effective technology options with the States taking desired initiatives to seek more effective convergence with other governmental programme like NREGA, Water and Soil conservation programmes as well as to persuade the States for effective dovetailing of funds with funds under Twelfth Finance Commission.

B. Utilisation position

3.6 As per the information provided by the Department during the course of oral evidence on the subject, the utilisation under the

Central and the State share during each of the Plans is given as below:—

The allocation and utilization for the sector during each Plan is as follows:—

(Rs. in crore)

PERIOD	ARWSP		STATE SHARE	
	Allocation	Utilization	Provision	Exp. Reported
1st Plan (1951-56)	Not applicable as ARWSP was introduced from 1972-73		N.A	3
2nd Plan (1956-61)			28.00	30.00
3rd Plan (1961-66)			67.00	48.00
Annual Plan (1966-69)			N.A	N.A
4th Plan (1969-74)	N.A	34.1	131	208
5th Plan (1974-79)	98.2	157.17	481	348
Annual Plan 1979-80	N.A	58.2	N.A	N.A
6th Plan (1980-85)	1056.52	895.38	1407.66	1530.17
7th Plan (1985-90)	1922.35	1905.64	2525.41	2471.53
Annual Plan 1990-91	423.00	410.54	646.33	595.85
Annual Plan 1991-92	758.00	644.49	744.49	692.54
8th Plan (1992-97)	4230.00	4139.74	5458.63	5084.44
9th Plan (1997-02)	8563.95	8454.57	12268.01	10773.11
10th Plan (2002-07)	16195.01	16254.42	17892.80	15029.30
11th Plan (2007-12)	*39490.00			
2007-08	6500.00	6441.63	8698.72	6717.86

Note: In 1991-92, Allocation reduced to Rs. 638.00 crore as an economic cut.

* Tentative Allocation

3.7 The year-wise allocation and utilization of funds under ARWSP available from 1990-91 onwards are given below:—

(Rs. in crore)

Year	Allocation	Utilisation
1	2	3
1990-91	423.00	410.54
1991-92	758.00	644.49
1992-93	460.00	459.00
1993-94	740.00	737.02
1994-95	810.00	809.97
1995-96	1110.00	1039.73
1996-97	1110.00	1094.02

1	2	3
1997-98	1302.00	1299.91
1998-99	1612.00	1600.64
1999-2000	1715.00	1714.41
2000-2001	1960.00	1896.55
2002-2003	2110.00	2100.70
2003-2004	2565.01	2564.90
2004-2005	2900.00	2930.79
2005-2006	4060.00	4098.03
2006-2007	4560.00	4560.00
2007-2008	6500.00	6441.63

3.8 With regard to the unspent balances during each year of the Tenth Plan, the Department furnished the following information:—

Year	Unspent balance (Rs. in crore)
Tenth Plan 2002-2003	400.69
2003-2004	227.99
2004-2005	355.73
2005-2006	1088.37
2006-2007	960.84

3.9 The State-wise unspent balances under ARWSP as on 31 December 2007 is indicated in *Appendix III*.

3.10 With regard to the question of strategy of the Department to ensure complete and meaningful utilisation of allocation as well as to ensure that unspent balances with the State are reduced to a minimum, the Department elaborated that regular review meetings, analysis of monthly progress reports, persuasion with the States for timely and optimal utilization for funds is being done. Several steps for effective monitoring like training programmes for MIS, verification of coverage status by random habitation survey etc. are being taken. Detailed State-wise financial analysis on different aspects of fund utilization, opening balances, adequacy of State matching share, percentage on SC/ST expenditure both from Centre and State have been taken up with the State Secretaries in the review meetings. Efforts are ongoing to ensure optimal utilization of allocation through constant monitoring of physical and financial progress of the schemes.

3.11 While examining Demands for Grants (2008-2009), the Department informed that in water supply actual work starts after the

monsoon season and utilisation position improves in the later half of the year. Besides, States tend to utilize more Central share first and minimum 60 per cent State share, so that 2nd installment is released well in time. Further, it was conveyed to the Committee that the exact position of State share fund utilisation would be known after the receipt of the fund utilisation reports from the State Government. It has also been observed that some States are unable to provide the matching share and there is shortfall in the State share.

3.12 The Secretary, during the course of oral evidence on DFG 2008-09 highlighted the difficulties faced by some of the States in providing matching share leading to the problem of implementation. Elaborating on the same she stated as under:

“There are difficulties in implementation and there are problems from the States’ side. So even when the GOI is providing funding, the matching share not being available cause some problems in early implementation...”

3.13 During the international decade for Action ‘Water for Life’ 2005-2015, national governments and international organisations need to expand the provision of basic services to all its citizens especially the rural masses, and to achieve the said objective substantial investment in the sector is of vital importance. The Committee are perturbed to note that even after investments to the tune of approximately Rs. 75,000 crores over the last six decades for the sector, more than 3.7 lakh habitations are still Not Covered or Partially Covered, the problem being further compounded by large incidences of slippages. The Committee acknowledge the fact that investments in the sector have been gradually increasing over the years, as reflected by the Plan-wise data of allocation provided by the Planning Commission indicated above. However, with the average investment of less than 0.2 per cent of GDP for the sector, the Committee feel that there is an urgent need to enhance the allocation commensurate with the mammoth task of addressing large number of NC/PC, slipped back and quality affected habitations. In view of the above, adequate financing by the State for such essential service as drinking water especially in a developing country like India, is of prime importance. The Committee would, therefore, like the Department to continue with the efforts for seeking enhanced allocation for the sector, in order to be able to make meaningful achievements in the sector.

3.14 The Committee are further constrained to note that against the allocation proposed to the Planning Commission, the outlay provided to the Department is comparatively lesser for the last many

years. Even for the Eleventh Plan against the proposal of Rs. 55,099 the outlay provided by the Planning Commission was only Rs. 39,490 marking a huge shortfall of resources. The Committee are also disappointed to note that during 2006-07 and 2007-08, the funds were reduced at the RE stage. The Department had informed that the fund requirement was projected on the basis of Action Plan from States for Bharat Nirman programme. In view of this scenario, the Committee feel that there is urgent need to step up the outlay in consonance with the requirement for the purpose. The Committee, therefore, strongly recommend that the Department should make efforts so that the outlay proposed is provided by the Planning Commission and is not reduced further at the RE stage. The Department should strongly put forth their case in this regard to the Planning Commission/ Ministry of Finance so that important schemes for providing drinking water to rural masses do not suffer due to resource crunch. The Committee should be informed of the specific measures taken by the Department with regard to the issues discussed above.

3.15 Besides, the Committee would urge that apart from adequate Government funding for the purpose, the Department should place more emphasis on the issue of meaningful and optimal utilisation of resources in order to make significant progress with regard to provision of clean and safe drinking water to rural masses. The utilisation position plan-wise indicates under-utilisation of ARWSP funds during the Sixth, Seventh, Eighth and Ninth Plans as well as during the Annual Plans of 1990-91 and 1991-92. Further, the same data indicates under-utilisation from the State share during the Seventh, Eighth, Ninth and Tenth Plans. Besides, if year-wise performance is analysed, the under-utilisation of allocation can be seen to be a recurrent feature though the situation seems to have improved to certain extent over the last few years especially with regard to utilization of Central share. The delay in utilization of funds by the States, which results in large unspent balances with the State Governments is a major cause of concern. The Centre through review meetings and close interaction should identify the under-performing States and suggest remedial measures to redress the problem of underspending.

The Committee would like the Department to take all concrete steps to ensure accountability from the States regarding optimal utilization of the resources from both Central as well as State share. The Committee may be apprised of the specific measures taken with regard to the same.

3.16 The Committee have been informed that some States facing resource crunch are not able to provide matching share while in other

cases, there is delay in Utilisation Certificates. The specific recommendations of the Committee regarding matching share have been made in the subsequent part of the Report. However, regarding UCs from States, the Committee strongly recommend to make the best use of online monitoring system to obtain the UCs from the States in time. Besides, sincere efforts should be made by the Department to ensure that underspending is reduced to minimum so that the public spending on this social sector becomes more constructive and fruitful. The Committee should be duly informed about the specific steps taken in the light of the concerns expressed above.

CHAPTER IV

ROLE OF THE STATE GOVERNMENTS

Rural drinking water supply is one of the important subjects entrusted to the State according to the Seventh Schedule of the Indian Constitution. The schemes of drinking water are prepared and implemented by the State Governments. Thus, it is the State Governments, who are primarily responsible to provide drinking water to rural habitations. The subject is also included in the Eleventh Schedule, after the 73rd Constitutional Amendment Act, as one of the subjects that may be entrusted to the PRIs by the State Governments.

4.2 However, due to resource constraints and other difficulties being faced by the States, the Government of India provided assistance to the States to establish special investigation divisions in the Fourth Five Year Plan. Taking into account the magnitude of the problem, the Government of India introduced a Centrally Sponsored Scheme namely ARWSP in 1972-73 to assist the States and Union Territories with 100 per cent grants-in-aid to implement rural water supply schemes in problem villages. Through ARWSP, the Centre supplements the efforts made by the States by providing financial and technical assistance in providing access to safe drinking water to all rural habitations in the country.

A. Financial Assistance

4.3 The funding pattern for ARWSP normal is 50:50 between the Centre and the States *i.e.* the States are supposed to provide matching share. For sub-missions on Quality and Sustainability, it is 75:25 between Centre and States. Till 2005-06, 20% of the funds so released were to be spent by the State Government exclusively on Sub-Missions on quality and sustainability of sources, and 15% for O&M purposes. Up to 20% of the total allocation under the ARWSP is set aside for implementing the reform projects, namely Sector Reforms Projects (SRP) and Swajaldhara. From 2002-03, 5% of the total allocation has been earmarked for meeting emergencies arising out of natural calamities like drought, flood, earthquake, etc. Another 5% of the funds are allocated to DDP areas. The rest of the funds are provided for coverage under ARWSP (Normal). A small amount of funds (about 2%) is utilized to support activities like IEC, HRD, computerization, R&D, etc. in rural drinking water supply

sector. A policy change was introduced in February 2006 whereby up to 20% of ARWSP funds are now to be retained at the Centre to provide focused funding to the quality affected States. This ceiling could be exceeded in exceptional cases for providing focused funding to tackle severe contaminations of water.

4.4 On the question of matching share and utilisation of funds from the State Governments, as explained in the earlier part of the Report, the Department clarified that sometimes there is delay in fund utilisation reports from the States. Further, sometimes States, due to variety of reasons are unable to expedite the pace of utilisation of funds which also affect further release of funds to such State and utilisation position. Further, some habitations are in remote and inaccessible areas which affect the overall implementation as well as reporting.

4.5 Further, during evidence on Demands for Grants (2008-09), the Secretary stated as under:—

“If our scheme is 50:50 funded, that is, 50 per cent from the Central Government and 50 per cent from the state Government, sometimes in the States they have difficulty in providing the matching share that has led to problems of implementation and fast implementation. This is one of the issues particularly in the North-Eastern States, Jammu and Kashmir, some of the hilly regions and some of the regions where there are problems of naxalite infestation etc. There are difficulties in implementation and there are fund constraints from the States’ side. So, even when the Government of India is providing funding, the matching share not being available does cause some problems in early implementation. We have to correct some of these by making the percentage share vary depending on the capability of the States. Certainly some of the States cannot be compared to the States which are rich in resources and which actually provide more than their matching share.”

B. Technical Guidance

4.6 On the question of regular interaction with Central Ground Water Board (CGWB) for ground water availability to facilitate States in formulating schemes for drinking water, the Department informed that since drinking water schemes are approved at the State level, the Department has included in its guidelines that each State has a State level Scheme Sanctioning Committee. The representative of CGWB is a member in this Committee, which approve new drinking water supply projects.

4.7 The Department further informed that the representative of CGWB in the State level Scheme Sanctioning Committee provides inputs in this regard. The State Governments have been advised to refer to the Ground Water Prospect Maps prepared by CGWB and available district-wise. In addition, the regional offices of CGWB provide information on “over exploited” and “critical” blocks to the States. The Department has also provided Hydro-geomorphological maps to 10 States which include all data pertaining to ground water availability and to facilitate locating of artificial recharge structures. The work in another 6 States has also started in 2006-07. During the oral evidence on the subject, the Secretary informed that they have given to the States hydro-geomorphological maps with the help of which they can see where they can store water under the ground.

4.8 On the question of contribution of the Union to the States having large number of Not Covered habitations, especially those in difficult topographic and demographic conditions, the Department stated that separate reviews are held periodically with the States with special problems for achieving the targets. Suitable technology options are shared with all such States in the form of manuals etc. On the question of recharge of ground water, the Department elaborated that the R&D Compendium contained design aspects of various technological options on ground water recharge, pollution abatement and treatment technologies. This document has been circulated to all States for implementation. Similar initiatives are being taken to provide technical guidance for rainwater harvesting. A technical document on Artificial Recharge was prepared and circulated to all States indicating design of rainwater harvesting structures. The sustainability document released in July 2007, included “Agro-climatic zone-wise” applicability of various rainwater harvesting structures.

4.9 On the issue of technical guidance for accurate reporting of data, the Department pointed out about the regular interactions held with the State Governments in this regard. As described in the last Chapter, necessary training for familiarization of the software developed for the purpose of reporting coverage status has been imparted to the States/UTs Government officials. In addition, as and when requested by the States/UTs, NIC Officials have imparted training in the respective States/UTs also.

C. Support for Operation and Maintenance (O&M) activities

4.10 As already indicated in the paras above, under ARWSP funds up to 15 per cent of the allocations are also provided for O&M activities. During examination of DFG 2008-09, The Department elaborated upon

the issue of high O&M cost due to which systems become defunct over a period of time. Huge drinking water projects are commissioned but suffer due to lack of O&M and there is nobody to take care of them

4.11 Under the 73rd Constitution Amendment Act, all the drinking water projects are to be handed over to Panchayats though in reality Panchayats have not taken over them in many States. Additional funds have been given in the 12th Finance Commission to each and every Panchayat. Rs. 40 crore has been distributed for operation and maintenance of water supply and sanitation projects.

4.12 The Secretary on the said issue clarified as under:—

“The Panchayats do not have the technical capability to repair them. We requested the PHED staff to be deployed there at least for a group of Panchayats.... There is resistance from the PHED staff. We are advising the States that Panchayats can recruit their own staff, if necessary.”

4.13 On the issue of monitoring of O&M activities, the Secretary during examination of the subject stated that:—

“...For O&M we have reserved 15 per cent of funds....But their utilization properly, of course we have not been able to monitor regularly, but then they will show as slipped back habitations and in the future we will know that slip back has happened because of poor O&M...The point that you make that we need to monitor operation and maintenance and see that the rated capacity for each project for which a certain amount of water was supposed to reach a certain amount of population, whether it is indeed being met or not, we have not been monitoring. We have just been going by what the States have said, but we will try to make some institutional mechanism by which this will also be monitored.”

4.14 The Committee recognize the fact that water being a State subject, the ultimate responsibility for implementation of drinking water schemes rests with the State Governments. The Centre, however, provides financial and technical assistance to the States in this regard through the Centrally sponsored scheme viz. ARWSP. However, as pointed out by the Department, some of the States facing resource constraints are not able to provide matching share as under ARWSP (normal) the funding pattern between the Centre and the States is 50:50. Even the Secretary, during oral evidence, admitted that some States are not able to provide matching share which causes serious problems in implementation of the Scheme. Thus, such a condition of providing matching share by the States irrespective of their capability

to do the same, deprives a large section of population from drinking water provision. Besides, inability to provide matching share cause further delay in release of Central funds and consequent underspending which lead to further difficulties in effective implementation of ARWSP. Reiterating their recommendation made in Thirty-seventh Report, the Committee would, therefore, like the Department to identify such States which face difficulty in providing matching share. The Department of Drinking Water Supply should then undertake comprehensive exercise to evolve a mechanism to assist such special category States by providing additional funds to them for the purpose. The ARWSP guidelines with regard to matching share contribution for those States may be suitably modified, so that drinking water schemes do not suffer due to the lack of provision of matching share by those States. The Committee would like to be apprised of the concrete action taken in this regard.

4.15 Further, on the question of under-utilisation of funds by States, the Committee have been informed that sometimes States face difficulty in providing Utilisation Certificates, while at other times there are certain habitations in remote and inaccessible areas in some States. On timely receipt of UCs from States, the Committee have already recommended to make use of the online monitoring system up to the district and Panchayat level in previous part of the Report. However, the Committee feel that the primary challenge before the Department is not mere utilization of funds on paper, but to ensure that the funds are directed to sectors and segments where they are required the most. In view of this, the Department should provide all kinds of technical assistance to the States to redress the situation through constant and regular interaction with them by holding review meetings, training programmes/workshops for State/District level officials and provide solutions for the specific requirements of States. The Committee suggest to the Department to give special emphasis to habitations which are in remote and inaccessible areas by providing enhanced resources to them so as to universalize the access of this basic service to each and every part of the country.

4.16 The problem of water crisis can be solved meaningfully and in a sustainable way only through close partnership between the Centre and the States. Under ARWSP the Centre is providing financial assistance to the States. However, the Department's accountability goes much beyond financial assistance and for this reason, all kinds of technical support must be provided to the States to make significant progress towards making universal water provision possible. The Department have informed that technical inputs are being provided by representative of CGWB who is represented in State level sanctioning committee. With regard to water availability in the ground, the

Department has circulated HGM to ten States which may be utilized to know about the underground water availability. The Committee hold that similar HGM maps may be prepared and circulated to the remaining States also, in collaboration with the Ministry of Water Resources. The Committee would like the Department to ensure optimal usage of these maps as well as other technology manuals by the States through regular and frequent coordination with them. The Committee would also appreciate holding of regular technical workshops in each State with guidance from experts under the aegis of Ministry of Water Resources. The Committee would like proactive involvement of the Department in this regard.

4.17 Another problem faced by the States in management of water supply schemes relate to O&M costs. As per the current norms, 15 per cent of ARWSP funds are to be spent by the State Governments for O&M purposes. As pointed out by the Department, large schemes are commissioned for water supply which later suffer due to the problems in O&M. The Committee would like the Department to keep vigil relating to the feasibility and sustainability of water supply schemes. However, since most of the O&M activities are being undertaken by PRIs who do not have the capacity for the same, the Union Government should provide all technical guidance to the States for the same. The Department may also engage the expertise of the Ministry of Panchayati Raj and insist upon them to work towards capacity building of Panchayats, which is crucial for the maintenance of water supply schemes in rural areas. Besides, monitoring of O&M activities by the State, through some institutional mechanism should also be undertaken. The Committee hold that the Department of Drinking Water Supply being nodal Department must ensure that States do not face difficulties in implementation of water supply schemes. The Centre should not shy away from their responsibility by stating that water is a State subject as providing access to safe drinking water to rural masses is the mandate of the Department of Drinking Water Supply. The Committee, therefore, emphasize that the Union Government should provide all kinds of backing through aid, technology transfer, capacity building and partnership with the States through both formal and informal methods, and pursue with them to treat the issue as a foremost developmental agenda. The Committee may be apprised of the desired action taken for coordination with the States with regard to all the issues discussed above.

D. Reforms Programme

4.18 In the year 2002, the Government of India launched the Swajaldhara Scheme. Up to 20 per cent of ARWSP funds under ARWSP

were earmarked for Swajaldhara, which was based on the following principles:—

- Adoption of a demand-driven responsive and adaptable approach based on empowerment of villagers to ensure their full participation in the project through a decision making role in the choice of scheme design, control of finances and management arrangements.
- Increasing role of Government for empowering User Groups/Gram Panchayats for sustainable management of drinking water assets and Integrated Water Management and Conservation.
- Inculcating a sense of ownership of assets through partial cost sharing either in cash or kind or both and 100 per cent responsibility of Operation & Maintenance by end-users.

4.19 However, in view of the pathetic financial and physical performance of the scheme due to variety of reasons, the scheme was discontinued from 2007. The Department during examination of Demands for Grants (2007-2008) informed that due to the problems faced by the States and the lack of interest, it has been decided to close the scheme in the Eleventh Plan.

4.20 The Secretary, during oral evidence on the said issue, stated as under:—

“In 2006 All India Ministers Conference on Water Supply, we found that in State after State the 20 per cent of the allocation was made available to each State for Swajaldhara programme which could not be used in many of the cases. That was mostly because the 10 per cent contribution did not come from the community. Secondly, in some places they felt that a community which could contribute ten per cent got the scheme and the community which was poor and could not contribute that ten per cent had not got the scheme. So, there was a distortion. Many MLAs and MPs wanted to bridge that ten per cent gap from their local area development funds. That was also not agreed to by both the Planning Commission and the Government because the idea was to get the community to participate.....

A decision was taken that as far as Government of India is concerned, we will not insist that there should be any contribution from the community. But of the 50 per cent share that the State is putting, if they can encourage any community anywhere to put in 10 per cent, then the remaining 40 per cent is put in by the State or if they are able to get some percentage contribution from them and

that can be used for O&M, that is welcomed and that is permitted. But Government of India does not want to have different types of funding which created some distortions in the field. This was the unanimous opinion of all the State Ministers at the 2006 Conference.”

4.21 The Department had initiated reforms programme and the Swajaldhara Scheme to institutionalize community participation in the drinking water supply sector. However, there were serious problems identified in the implementation of Swajaldhara, which were regularly highlighted by the Committee in their respective Reports. These problems related to inadequate planning and homework before launching the Scheme, lack of motivation among States/Districts to come forth with projects, lack of demand among communities, problems regarding 10 per cent community contribution etc. Pursuant to the strong recommendations of the Committee in their previous Reports, the Department considered and reviewed the Scheme and decided that from the Eleventh Plan, there will be only one Scheme viz. ARWSP which will have an element of community participation but may not insist on community contribution. The Scheme will involve signing Memorandum of Understanding with the States which will entail capacity building programmes for PRIs, empowerment of PRIs to levy user charges for O&M etc. Besides, the new guidelines stipulate that it is up to the States to have community contribution from the 50 per cent funds provided by them, the quantum of which is to be decided by the State.

In view of the above discussed scenario, the Committee would like the Department to first and foremost ensure that the ongoing projects under Swajaldhara are completed and are not neglected as the Scheme is sought to be discontinued. The Committee, therefore, strongly recommend that every effort should be taken by the Department to give emphasis on pending/incomplete projects under Swajaldhara in consultation with the State Governments. The Committee feel that in view of the poor financial and physical performance of the Scheme earlier, it becomes imperative for the Department to monitor the ongoing projects of Swajaldhara and ensure their timely achievement. The Department must provide additional funds, if required to incomplete/pending projects under Swajaldhara. The Committee would like to be apprised of the latest position State-wise of projects undertaken and completed under the Swajaldhara Scheme.

4.22 The Committee appreciate the fact that due to the serious problems in implementation of the Scheme, the Department have decided to discontinue the Scheme and introduce reforms which will

entirely depend on the State Governments. The State Governments are supposed to sign Memorandum of Understanding in this regard with the Union. The Department must collaborate with all States to sign the Memorandum of Understanding and chalk out their Action Plan on the reforms within a stipulated timeframe. The Committee may be apprized of the feedback from the States in this regard.

4.23 Further, the Committee would like the Department to undertake more efforts to ensure that the problems encountered during implementation of Swajaldhara are not repeated while implementing reforms by the States from the Eleventh Plan. Towards this end, all measures must be undertaken to pursue the States to strengthen PRIs. The Department must proactively work in consultation with the Ministry of Panchayati Raj to help in capacity building of PRIs, which is crucial to the success of reforms to be introduced by the States. Further, the Union Government should assist the States to promote reforms principle through extensive campaigning within the States and ensure that all the groundwork is done by the States before launching the Reforms Scheme by the States. Thus, for these reforms to be realized in letter and intent, both the Central and the State Governments need to deal with drinking water provision in rural areas as a strong political, social and an economic issue and work in close cooperation and partnership to achieve the objective.

CHAPTER V

SUSTAINABILITY OF SOURCES AND THE SYSTEMS

A. Issue of Slippages

The CAP 99 data provided by the Department and updated by the States upto 1 April, 2006 indicate that there were about 3,052 NC and 38,894 PC habitations. However, the revalidated Habitation Survey results indicate much larger number *viz.* 2.47 lakh NC and 3.89 lakh PC habitations indicating that large number of habitations have slipped back from Fully Covered/Partially Covered to Partially Covered/Not Covered status.

5.2 On being questioned about the steps taken to ascertain the reasons for increase in the number of slipped back habitations and corrective measures undertaken by the Department, the Committee were informed that a large number of incidences of slippages take place due to sources and systems becoming unsustainable. This happens due to variety of reasons such as:

- Sources going dry or lowering of the ground water table.
- Sources becoming quality affected.
- Systems outliving their life.
- Systems working below rated capacity due to poor operation and maintenance.

As informed during the course of examination of Demands for Grants (2008-2009), in 2006, a Random Survey was conducted by engaging independent agency to ascertain the reasons for slippage which revealed that definitional problem being the most important reasons (individual safe water supply sources not considered in Bihar, Jharkhand and Uttar Pradesh) followed by inexperienced/ untrained investigator and increase in number of habitations. Online-monitoring system has been introduced to strengthen monitoring mechanism and transparency whereby State Governments have been urged to update the habitation-wise data on yearly basis. State officials responsible for online data entry have been imparted training to undertake this job. Provision has been made in this

system to capture the reasons for slippage also. The Department has accorded highest priority towards sustainability of drinking water sources and system so as to prevent recurrence of slippages.

5.3 With regard to other corrective measures, the Department informed that they have been very strongly pursuing with States to adopt sustainability measures and in this connection, sustained efforts are being made. Further, a proposal for incentives to States for ensuring sustainability of drinking water sources and systems is under consideration. In various forums like review meetings, workshops and seminars, the State Governments have been suggested to build in the component of Sustainability in every project/habitation, so that they will never slip back again from the fully covered status either from quantity or quality angle.

5.4 As per the estimate of the Working Group on Tenth Plan, more than 2.8 lakh habitations would have slipped back, which needed to be addressed during the last three years of the Tenth Plan period. As per Bharat Nirman targets, about 3.31 lakh slipped back habitations were to be covered during 2004-2005 to 2008-2009. As per the latest information provided by the Department during examination of Demands for Grants (2008-2009), out of 3.31 lakh such habitations, about 2.44 lakh habitations have been covered till March 2008 and the remaining 0.87 lakh are proposed to be covered by March, 2009. The targets and achievements for the last three years are given as under:—

(Upto March, 2008)

Component	Target (2005-09)	2005-06		2006-07		2007-08		Cumulative Ach.
		Target	Ach.	Target	Ach.	Target	Ach.	
Slipped-back Habitations	3,31,604	34,373	79,544	40,000	89,580	84,915	75,201	244,325

5.5 Besides, on the feasibility of achieving the target of covering the remaining 84,000 slipped back habitations in the last year of Bharat Nirman period, the Department informed that out of 3.31 lakh slipped back habitations, 2.14 lakh has already been covered up to January, 2008 and therefore, it is fair to presume that remaining would be covered by March, 2009. The Department is vigorously pursuing the matter with States and requesting them to achieve the full target. Besides, in water supply, actual works starts after the monsoon season and maximum coverage is reported in the last quarter of the financial year. This year also, it is expected that full target would be achieved.

B. Sustainability of the sources: Depletion of ground water table and water harvesting

5.6 During examination of the subject, major issue surfacing before the Committee repeatedly was the issue of over-extraction of ground water for drinking water, sanitation and irrigation purposes, putting the country under severe water stress. As informed by the Ministry of Water Resources, approximately 39 per cent of water needs are fulfilled from ground water.

5.7 The Ministry of Water Resources further informed that CGWB assesses ground water resources availability along with State Government. The assessment includes ground water availability assessment unit-wise, its present utilization and future demand for domestic and industrial uses and future availability for irrigation use. With regard to the above, the Department indicated that for co-ordination, the representative of CGWB in the State Level Scheme Sanctioning Committee provides inputs in this regard. The State Governments have been advised to refer to the Ground Water Prospect Maps prepared by CGWB and available district-wise. In addition, the regional offices of CGWB provide information on "over exploited" and "critical" blocks to the States.

5.8 To control the excessive exploitation of ground water, the Central Ground Water Board under the Ministry of Water Resources has circulated a model Bill to regulate and control the development and management of ground water to all State Secretaries for enactment. As indicated in the Replies furnished by the Department, the States of Andhra Pradesh, Goa, Tamil Nadu, Kerala, West Bengal, Himachal Pradesh and Union Territories of Lakshadweep and Pondicherry have enacted and implemented groundwater legislation.

5.9 Further, on being queried about the Department's note to ensure speedy enactment of the said legislation by all the States, the Department informed that the Ministry is requesting the States for early enactment so that effective ground water management is possible and drinking water problems are also solved, and that Ministry of Water Resources need to decide about the legislation and as such, the Department of Drinking Water Supply has a limited role.

5.10 The Ministry of Water Resources has constituted a Ground Water Advisory Council under the Chairmanship of Union Minister of Water Resources, wherein representative of the Department is a member. The Council gave certain suggestions/recommendations:

- Adoption of a comprehensive model bill for regulation of ground water development and management in the country.

- Making rainwater harvesting mandatory in feasible areas by State local bodies.
- Regulating withdrawal of ground water by industries in 1651 assessment units by State Pollution Control Boards and MoEF.
- To set up a Sub-committee to work on a policy for water for industries, which provides the framework for regulation as well as incentives for economic use for large users of ground water.
- Integration of modern recharge technologies with the diversity of community managed traditional water harvesting technologies.
- To set up a Sub-committee which takes into account the manuals/material developed by the CGWB and suggest strategies for wider and more effective dissemination of available information and know-how, upto the user level.

(Source – website of Ministry of Water Resources).

5.11 The Secretary, during oral evidence on the subject, stated as under:—

“We have now brought in a compulsory requirement for recharge of all ground water sources from which water will be drawn. Earlier we just gave a percentage of the total allocation to be used for sustainability. Now we are asking States to report what they are putting into each programme to ensure that the level of water supply which they claim will be available, is actually available. So, it will have to be a mixture of ground water, surface water and roof-water harvesting for which we hope in the Eleventh Plan we will be able to make a project which will bring ‘water security’ besides just water coverage.”

C. Recharge of ground water and rain water harvesting

5.12 On the issue of action plan of the Department to address the depletion of ground water table by giving more thrust to recharge of ground water, use of surface water sources etc., the Department informed that the Department had organized a National Workshop on Sustainability of drinking water supply projects on 16th May 2007 involving discussions with various Ministries, NGOs and State Government representatives. This Workshop highlighted the use of surface water harvesting through check dams, percolation tanks, Ooranies, etc. so that drinking water

security could be arrived in every habitation. Booklets on convergence of various programmes has been prepared and circulated. Document on “Bringing Sustainability to Drinking Water Systems in Rural India” was circulated to all States on 4th July 2007 in the State Ministers Conference, which contains designs of surface water harvesting structures and their suitability in different agro-climatic regions. A check list on Sustainability of Water Supply Projects has been prepared and circulated to all States.

5.13 On the issue of technology options for recharge of ground water table, the Department indicated that various technology options like Check dams, sub-surface dykes, percolation tanks, recharge shafts, contour trenching/bunding, farm ponds, Khadins, Nadis, village ponds, hydro-fracturing, etc. are available for ground water recharge. Other than these, unconventional methods like borehole blasting, stream blasting, etc. are also being done by some States like Maharashtra and Gujarat for improving the ground water yield. The Department further informed that the R&D Compendium contained design aspects of various technological options on ground water recharge, pollution abatement and treatment technologies. This document has been circulated to all States for implementation.

5.14 Another technology option to put more thrust on surface water is the strategy of rainwater harvesting. The Department clarified about the initiatives taken by the Department to promote rainwater harvesting strategy throughout the country such as:

- Manual on Rain Water Harvesting was prepared and circulated to all States in 1998.
- ARWSP guidelines provide for 15% funds for System sustainability (O&M) and 5% funds for Source sustainability.
- Guidelines on Sustainability have been issued in the year 2000.
- Preparation of CD on success stories on RWH and circulated to all States in 2004-05.
- Manual on Water Harvesting & Artificial Recharge has been prepared and circulated to all States-2005.
- National Workshop on Sustainability of drinking water supply projects was organized on 16/5/07 to focus attention of rainwater harvesting structures. Reputed NGOs/VOs, various Ministries/ Departments and State representatives attended this Workshop.
- State specific suggestions have been obtained and incorporated in.

- Document on “Bringing Sustainability to drinking water systems in Rural India” which was circulated to all States on 4/7/2007.

5.15 The Department further elaborated that during the Sustainability Workshop held on 16/5/2007, information on implementation of rainwater harvesting structures has been obtained from reputed Agencies/NGOs and State Governments. During the review meetings, all States are suggested to adopt roof-top rainwater harvesting structures on individual houses, community places like Gram Panchayat office, schools, etc. Some of the States like Tamil Nadu, Gujarat, Andhra Pradesh, Bihar, Karnataka have demonstrated their models in the National Workshop held on 16/5/07. Mizoram State has pioneered the model of roof-top rainwater harvesting.

5.16 On the question of efforts made by the Department to designate any agency, Government or private to provide technical know-how to individuals/Government agencies to set up rainwater harvesting strategy, the Department clarified that it is up to the State Governments to designate any agency, Government/private at district level to provide technical know-how to individuals/Government agencies to set up rainwater harvesting structures.

5.17 On the aforesaid issues, the Secretary during oral evidence stated as under:—

“We are encouraging States and specially the PRIs and we are going to fund them to revise the surface water bodies which are in their own villages and to make use of some of them at least for improving their water supply. If we move away from 90 per cent or 100 per cent dependence of ground water to a combination of surface water and roof water harvesting, we can certainly improve the position..... we are suggesting that every habitation has got some source of water other than ground water, which was available and which has been neglected and if we can revive that it would be possible for us to bring some sustainability and not over dependence on ground water. We have to move from ground water to other sources also at least in our view of conjunctive use.....for doing this kind of rejuvenation for local water bodies, I have suggested to the Planning Commission that this kind of work should be funded 100 per cent from the Central Government because without that, the tendency of the people is to have large pipelines and large programme which over a period of time, as we have seen could not give sustainability. Secondly, village people take care of their own talabs at the village level and make use of it. We can put small treatment systems at

the talab. We held a National Workshop where we showed many examples of how this was done....We are trying to fund these schemes in such a way that States in the Village Panchayats will go in for more and more of these schemes.”

5.18 On the issue of incentivising sustainability measures, the Secretary highlighted that they are thinking of a mechanism of incentivising the villages, so that they do not slip back. They stated as under:—

“We want to also think of a mechanism of incentivising the villages so that they do not slip back. We want to incentivise and award them for the conservative use of water or for its recharge. We think that some amount of incentivising and rewarding at the Panchayat level and habitation level will ensure water security amongst their own community and will also contribute to better protection of the water resources that is available with the community.”

5.19 **The Standing Committee in their earlier Reports had considered the issue of slippages with utmost seriousness and made series of recommendations to arrest the problem of slippages. The Committee in their Reports on Demands for Grants 2007-2008 and 2008-2009 had expressed strong displeasure over the factual position with regard to coverage status as revealed by the Habitation Survey results indicating huge incidences of slippages negating all progress made in the drinking water sector. The Committee, however, appreciated the efforts of the Department made with regard to the online data entry system where States furnish the data online on an annual basis. Such a measure, the Committee feel would substantially help the Department to have a clear picture regarding coverage status. The Department should continue efforts in this regard through regularly imparting training to officials so that the discrepancies and anomalies in the Survey Results are never repeated in future. Further, the Committee would also like the Department to make provision for entry of State-specific reasons for slippages so that timely corrective measures may be taken through technical and financial support from the Centre. Besides, strict monitoring and verification of the data is imperative for more transparency and reliability. The Committee may be apprised of the performance of the online system and suggestions, if any, for improvement of the software, as already pointed out in the earlier part of the Report.**

5.20 Further, the Committee were informed about a variety of reasons for slippages such as sources going dry due to lowering ground

water table, systems working below rated capacity etc. The Department also informed that they are strongly pursuing with States to adopt sustainability measures and proposal for incentives to States for ensuring sustainability is under consideration. The Committee would like the Department to expeditiously finalise the proposal so that States can be motivated to take up sustainability measures and incidences of slippages are minimized. In this regard, the State-level sanctioning Committee could play a vital role by insisting upon the States to include sustainability component in each project before sanctioning funds from the Central Sector. The Committee would like a categorical response and the details of the incentive measures proposed in this regard, so that this important aspect is accorded its due priority.

5.21 Besides, as per targets set under Bharat Nirman, about 3.31 lakh slipped back habitations were proposed to be covered during 2004-2005 to 2008-2009. However, during examination of Demands for Grants (2008-2009), the latest information with regard to coverage status was provided indicating only about 64 per cent achievement so far. The Committee in their Thirty-Seventh Report had expressed serious apprehension regarding achievements of targets in the remaining one year of the Bharat Nirman programme with the tardy progress made under this programme with regard to coverage of slipped back habitations. The Department, however, justified the situation and expressed optimism about achieving the targets by March 2007 as maximum coverage is reported in the last quarter of the financial year. Further, during the last year *viz.* 2007-2008, the achievement as reported up to March 2008 was only 50 per cent. In this scenario of unfulfilled targets of previous year along with huge target of last year of Bharat Nirman period, the Committee feel that the Department should immediately chalk out an action plan to ensure that the incidences of slippages are arrested within the deadline set under Bharat Nirman. The action plan must include not only the solutions for addressing the current incidences of slippages but also preventive measures so that there is no recurrence of such slippages in future. The Department must give clear guidelines to the States to identify reasons and implement both preventive and corrective measures to address this crucial aspect related to drinking water. The Committee may be apprised of the concrete measures taken by the Department in this direction and response of the States.

5.22 In order to work meaningfully towards full realisation of the right to clean and safe drinking water, sustainability of the sources and the systems is of vital importance. The Committee in all their previous Reports have made useful and valuable suggestions regarding the aforesaid aspect. One very serious challenge related to sustainability

of sources related to depleting ground water table as large number of drinking water sources are dependent on ground water such as stand pipes, hand pumps, ponds etc.

5.23 Depletion of ground water table not only affects the water availability, but also contributes to deterioration of water quality, which adversely impacts the health and well being of the people. The Committee, therefore, have repeatedly emphasized on the need to reduce over dependence on ground water in drinking water schemes and to take all initiatives for rainwater harvesting measures to augment the ground water table. The Ministry of Water Resources, during evidence on the subject, had informed that the Central Ground Water Board provides information on ground water availability unit-wise, over-exploited and critical blocks and other related inputs through ground water prospect maps and Hydro-geomorphological maps. The Committee, therefore, strongly recommend the Department to ensure that such vital information is utilised by the States in their drinking water projects. In this regard, merely advising the States to utilise this data will not serve the purpose. Rather, specific guidelines should be issued to the State Governments to make use of this vital information available district-wise in each project so that a long term solution may be formulated for the depleting ground water table. Besides, the Committee would like the Department to evolve mechanism for getting regular feedback from the States in this regard and inform accordingly. On the issue of regulatory framework for over-extraction of ground water, the Committee in the previous Reports had been insisting upon the Department to request States to put in place such a legislation at the earliest. As per the information provided by the Department, so far only States of Andhra Pradesh, Goa, Tamil Nadu, Kerala, West Bengal, Himachal Pradesh alongwith Union Territories of Lakshadweep and Pondicherry have enacted and are implementing the ground water legislation. The Department have been avoiding serious response on the said issue by stating that this is the mandate of the Ministry of Water Resources and as such, Department of Drinking Water Supply has a limited role to play. Reiterating their earlier recommendation, the Committee would like to categorically assert that since more than 95 per cent of water supply schemes are dependent on ground water sources, some kind of regulation on over-extraction of ground water is imperative and to that end, the Department of Drinking Water Supply should work in close cooperation and coordination with the Ministry of Water Resources for implementing the Model Bill for regulating over-extraction of ground water. The Committee are disturbed to note that despite the issue becoming significant in view of the utilisation of ground water by Multinational Companies, so far only six States have managed to enact the legislation. The Committee would, therefore,

like the Department to take proactive initiatives in this regard and apprise the Committee about the same.

5.24 Another issue related to ground water availability is the issue of recharge of ground water through artificial means and rainwater harvesting. The Committee have taken note of the efforts made in this direction through workshops, Seminars, theme documents etc. as narrated above highlighting the use of surface water harvesting. Besides, the Ground Water Advisory Council gave certain suggestions on this theme such as making rainwater harvesting mandatory through local bodies, regulating withdrawal of ground water by industries, integrating modern recharge technologies with traditional water harvesting technologies. The Committee believe that these are extremely pertinent suggestions and as and when implemented in true letter and spirit, can provide a durable solution for the drinking water needs of rural masses. The Committee would like to recommend inclusion of specific proposals incorporating the suggestions in the Model Bill. The Committee may also be apprised of the action taken in this regard.

5.25 The Committee while acknowledging the efforts of the Department for promoting rainwater harvesting, would like the Department to also pursue with the States for raising mass awareness with regard to this issue. Besides, the Government during evidence conveyed to the Committee that the State of Mizoram has pioneered the model of rooftop rainwater harvesting. The Committee recommend that such success stories should be replicated in other States and concrete action should be taken by them.

5.26 Another very important issue which surfaced during examination of the subject related to conjunctive use of water. The Secretary during evidence stated that they are encouraging States and PRIs to revive traditional sources. The Committee would like to suggest to the Department to convince the Planning Commission to provide more funds to the States for the purpose. Further, as communicated by the Department, some mechanism may be evolved for providing incentives to the villages, for taking up sustainability measures. The Committee would like to suggest to the Department that incentive mechanism on the lines of NGP for rewarding villages, which are promoting sanitation practices must be evolved for water conservation, management, rainwater harvesting, revival of traditional sources and other sustainability measures. In this regard, related schemes of other Departments/Ministries must be coordinated and consultations with all Ministries held so that the modalities and components of the incentive mechanism are expeditiously evolved. The Committee feel that such practical policy initiatives would help achieve sustained

progress in the field of providing drinking water. The Department should update the Committee on the efforts undertaken by them on all the aforesaid aspects.

D. Utilisation of 5 per cent ARWSP funds for sustainability

5.27 The Committee, during examination of previous years' Demands for Grants, had made serious comments on the issue of utilisation of 5 per cent ARWSP funds by States earmarked for sustainability. The Committee, during examination of Demands for Grants and Action Taken Replies, had learnt that the reporting of sub-mission projects on source sustainability is still not proportionate to even 5 per cent of ARWSP funds.

5.28 The Secretary during evidence stated as under:—

“I have said that 5 per cent of the total funds given by the Government of India are meant for water conservation purposes and sustainability. We were not monitoring whether that 5 per cent was linked to a particular habitation. Now we know that in spite of 5 per cent being given, we are having so much of slipped back being reported. Therefore, obviously the money was spent somewhere else. We are proposing that 100 per cent funds that we will give will be linked project-wise and the project which has been funded for sustainability will be taken on board. This proposal has gone to the Expenditure Finance Committee. Thereafter, there is no way that the village will report slipped back again unless there is an earthquake or a natural calamity that is beyond our control.”

5.29 The Committee are concerned to note the underutilization by various States of 5 per cent ARWSP funds meant exclusively for sustainability. In this regard, the Secretary during the course of oral evidence has submitted that the Department is now proposing that 100 per cent allocation provided by the Department would be linked project-wise and the project which has been funded for sustainability would be taken on board. The Secretary has further informed that the proposal for the same has been forwarded to the EFC. The Committee while appreciating the initiatives taken by the Department would like that such innovative reforms must be introduced at the earliest for making marked improvements in the drinking water sector and Committee be kept apprised in this regard.

CHAPTER VI

QUALITY OF DRINKING WATER

Another very vital issue related to the subject of drinking water scenario in rural areas is the issue of quality of drinking water provided to the rural people. As per water quality survey conducted by States and reported as on 1.4.2006 in their Bharat Nirman Action Plans, there are 1,95,813 habitations affected with various chemical contamination like excess arsenic, fluoride, iron, nitrate, salinity and a combination of them. State-wise break-up is given as *Appendix-IV*.

Till 2005-2006, 15 per cent of ARWSP funds released to the States were to be used for tackling water quality problems. Since 2006-07, focused funding is provided under Revised Sub-Mission to only those States who have reported water quality problems.

A. Targets and achievements

6.2 As per the objective of Bharat Nirman programme, it is proposed to cover all quality affected habitations with projects within the Bharat Nirman period *i.e.* by the end of 2008-2009.

(Upto March, 2008)

Component	Target (2005-09)	2005-06		2006-07		2007-08		Cumulative Ach.
		Target	Ach.	Target	Ach.	Target	Ach.	
Quality-affected habitations	2,16,968	10,000	4,550	15,000	5,330	48,613	94,130	104,010

6.3 The above data indicates that during the three years of Bharat Nirman period, about 104,000 habitations have been addressed leaving another 1.13 lakh habitations to be addressed indicating less than 50 per cent achievement during the last year of Bharat Nirman programme.

6.4 The Secretary, during evidence, explained the underachievement by stating as under: —

“The part of the reason is that they have to send their projects for clearance and we are funding them. Sometimes projects come, which

are not at all in good shape, which we are not able to clear because they will not address the quality problem....Though we have given a target of 10,000 we are aware that the progress will be a little slow. We are putting a lot of pressure on the States to try to improve but they have their limitations in being able to have a large amount of infrastructure in place to take up such projects in some of the States at least. In the first two years, it is taking time but it will pick up in 2008-09 when the number should improve very much.”

6.5 On the issue of chalking out an Action Plan by States to take remedial measures to address contaminated water supply in a phased manner, the Department elaborated that the State Governments have been asked to submit their revised Action Plans so that Arsenic and Fluoride projects could be prioritized and funds are released under Sub-Mission programme. For tackling iron, salinity, nitrate problems, States have been asked to adopt village-wise drinking water security plans by a combination of surface water, ground water and roof-top water harvesting. Dilution of contaminants by ground water recharge is being focused. For tackling iron problems, cost-effective stand alone systems are also promoted to get coverage status within a short time, while ensuring proper sludge disposal in an environmentally friendly manner.

6.6 The Secretary during evidence on Demands for Grants (2008-2009) on the important issue of pollution of groundwater stated as under:—

“We would like to consider pollution of drinking water as a very serious offence, much more serious than other crimes.....It is difficult to implement, but we are working on the draft model legislation which can highlight this issue.....We, at the moment, have told the States that the problem of nitrate, particularly, is arising because of the urban waste in rural areas and that the only solution to the nitrate problem in the water is to prevent urban sewage being dumped in rural areas.....”

B. National Rural Drinking Water Quality Management and Surveillance Programme

6.7 The Committee while examining the Demands for Grants (2008-2009) was informed that the Department of Drinking Water Supply launched the National Rural Drinking Water Quality Management and Surveillance Programme in February 2006, which aimed at testing of all drinking water sources by grass root level workers in each Panchayat by

simple to use field test kits and joint sanitary surveys. Under the NRDWQM&SP, about 11.66 lakh grass root level workers have to be trained for carrying out regular water quality monitoring & surveillance activities in 2.33 lakh Village Panchayats across the country. As reported by States, so far about 1.96 lakh grass root level workers have been trained under the programme.

6.8 As informed by the Department, the training for the same was to be completed by July, 2007. The deadline was extended up to December 2007 and then further extended up to February 2008 as the States could not complete the training within the deadline on measures taken by the Department to ensure that all States complete the training within the deadline, the Department stated that they have been regularly pursuing the matter with States. It also helps the States in identifying the bottlenecks in the implementation of the programme. Besides, during the regular monthly review meetings of the north Eastern & Hilly states, the issues pertaining to the implementation of the water supply & sanitation programmes of the department are being discussed specifically and state specific strategies are suggested to bring about momentum to the progress. To further the same, as the training of the Grass Root level Workers is coupled with the handing over of the field testing kits for chemical and bacteriological parameters, the Department during the year, 2007 has released the full amount for the procurement of the Field Testing Kits.

6.9 Further, the Department informed that field test kits are to be supplied to Gram Panchayats during imparting training. As GP level training has not been completed in Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Goa, Jharkhand, J&K, Kerala, MP, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Sikkim, Tripura, Uttarakhand and all UTs, the kits could not be supplied.

6.10 The Secretary during evidence stated that:—

“A major concern with quality is arsenic and fluoride. These are the really difficult areas. The other problems are relating mostly to iron. Then there is the nitrate problem. Nitrate is something which is entirely due to surface pollution which is coming out of sewage and industrial effluent discharging into the ground....We have told the States that they have to protect the catchments and prevent the industrial effluents and sewage from entering into a ground water source.....

As far as iron and salinity are concerned, the easiest way to deal with them is dilution of that water with the better quality water, specially rain water.....If that is simply not possible, then we have

to go for safe treatments. We are focusing very much on quality which is our major concern.”

6.11 An analysis of the drinking water sector while examining Demands for Grants of previous years revealed that there are many aspects to the challenges confronting the drinking water sector today. One of the central issues related to the subject is the quality of drinking water. The Committee, while examining previous Demands for Grants, have made the aforesaid aspect a key concern and made various pertinent observations/recommendations to ensure safe drinking water in a sustainable manner to all across the country.

6.12 The Water Quality Survey conducted by States indicated about 2 lakh habitations affected with various contaminants like arsenic, fluoride, iron, nitrate, salinity or a combination of them. Such contaminated water is the major factor responsible for many of the deaths in a developing country like India due to water-borne diseases. Water scarcity also forces people to consume contaminated water affecting their health and well-being. In this regard, the Committee recommend that all necessary investments should be made to address the quality of drinking water as it has a profound impact on health and economic status of the people. The Standing Committee in their Thirty-Seventh Report have made detailed recommendation for launching a nationwide awareness programme to educate masses about the hazards of contaminated water on the model of AIDS, Polio campaigns etc. Such a programme should involve all stakeholders such as policymakers, Centre, State and local authorities, Civil Society, NGOs etc. active in the field. The programme should clearly spell out the linkages between safe drinking water, health, environment, poverty alleviation and economic benefits of improved access to safe and uncontaminated water. The programme must involve women, communities, PRIs and school students as active participants in the process. Thus, coordination and consultation with other related ministries such as Ministry of Health and Family Welfare, Department of Women and Child Development, Ministry of Environment and Forests, Ministry of Panchayati Raj, Department of Elementary Education etc. must be held and all efforts should be made to sensitise and educate people in regard to the benefits of safe drinking water. Further, the Secretary during evidence stated that for iron and salinity, the easiest way is to dilute contaminated water with better quality water. Besides boiling, chlorine tablets for disinfection and such low cost technologies must be popularized in the aforesaid campaign. The Committee strongly recommend to the Government to treat quality of drinking water as a core developmental issue and to take up the matter in a mission mode.

6.13 As per the objectives of Bharat Nirman programme of the Government, 2.17 lakh quality-affected habitations were to be treated during the period 2005-2009. However, as informed by the Department during examination of Demands for Grants (2008-09), only about 94,000 habitations were treated during the period first three years of the programmes leaving about 1.23 lakh habitations to be addressed during the last year of the Bharat Nirman period. The Committee in their Thirty-Seventh Report have taken strong exception to this underachievement of targets under this ambitious programme of the Government. The Secretary during evidence had clarified that number of times, projects from States are not in good shape and therefore, do not get clearance which is the reason for slow progress of the programme. The Committee would like the Department to assist the States in overcoming their limitations and undertake comprehensive exercise to know about the problems being faced by the States so that more projects are forwarded and cleared for tackling quality-affected habitations. The Department should apprise the Committee about the concrete measures initiated in this regard.

6.14 Besides, contaminants like nitrate and iron are mostly related to the industrial wastes which are indiscriminately released into the ground. The Committee would like to reiterate the recommendation made in their Report on Demands for Grants (2008-2009) to make pollution of drinking water sources an offence and would like to be informed of the punitive legislative measures for checking water contamination as proposed in the model legislation bring worked out by the Ministry.

6.15 The National Rural Drinking Water Quality Management and Surveillance Programme launched in 2006 aimed at testing of all drinking water sources by grass-root level workers in each Panchayat by simple-to-use field test kits. So far, 1.96 lakh such workers have been trained out of 11.66 lakh who need to be trained for water quality monitoring and surveillance activities. The Committee, during examination of previous Demands for Grants, have been informed about the deadline which have been extended thrice as States could not complete the training within the time period. The Department further informed that the training is coupled with supply of kits to Gram Panchayats and for large number of States such as Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Goa, Jharkhand, J&K, Kerala, MP, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Sikkim, Tripura, Uttarakhand and all UTs since Gram Panchayat level training has not been completed, the kits could not be supplied. The Committee on the aforesaid issue would like the Department to seek time-bound commitment from States to complete the training of Gram Panchayats

for testing water quality in village Panchayats. The Department on their part should provide all assistance to the States after identifying the bottlenecks faced by them. The Committee would like to suggest that through PRIs, the community has to be made conscious of water quality and the testing kits should be made available to other institutions also such as schools, colleges and qualified NGOs etc. in the area. Further, through these institutions, low cost technologies for water treatment at household habitation level may be marketed with the aid of district level authorities. The Committee maintain that a multi-pronged strategy with the involvement of various related ministries is imperative for implementing measures for improvement in water quality and a systematic and holistic approach for linking both quality and quantity aspect of water management must be evolved. The Committee would like the Department to earnestly consider the aforesaid aspects and formulate effective strategies for water management.

NEW DELHI;
16 October, 2008
24 *Asvina*, 1930 (*Saka*)

KALYAN SINGH,
Chairman,
Standing Committee on Rural Development.

APPENDIX I

STATE-WISE STATUS OF HABITATIONS AS ON 1.4.2007

S.No.	State/UT	States as on 1.4.2007			
		NC	PC	FC	Total
1	2	3	4	5	6
1.	Andhra Pradesh	1,935	23,615	35,948	61,496
2.	Arunachal Pradesh	1,809	1,607	1,799	5,215
3.	Assam	26,707	14,566	34,461	75,734
4.	Bihar	18,452	36,813	49,940	1,05,205
5.	Chhattisgarh	3,643	1,848	65,329	70,820
6.	Goa	0	0	331	331
7.	Gujarat	1,263	6,286	27,035	34,584
8.	Haryana	50	1,806	4,672	6,528
9.	Himanchal Pradesh	4,613	5,942	17,660	28,215
10.	Jammu & Kashmir	1,887	3,564	6,942	12,393
11.	Jharkhand	12,746	1,923	1,05,341	1,20,010
12.	Karnataka	22	9,704	32,457	42,183
13.	Kerala	291	4,916	6,958	12,165
14.	Madhya Pradesh	6,411	11,326	1,09,299	1,27,036
15.	Maharashtra	1,826	30,171	45,469	77,466
16.	Manipur	NA	NA	NA	NA
17.	Meghalaya	1,389	1,826	6,111	9,326
18.	Mizoram	140	57	569	1,377
19.	Nagaland	0	856	521	1,377
20.	Orissa	11,759	12,049	1,09,889	1,33,697
21.	Punjab	3,151	3,662	6,890	13,703
22.	Rajasthan	53,748	0	5,42,020	1,07,768
23.	Sikkim	0	675	1,823	2,498
24.	Tamil Nadu	6,519	25,250	50,018	81,787
25.	Tripura	800	2,212	4,928	7,940
26.	Uttar Pradesh	974	1,722	2,57,385	2,60,081
27.	Uttarakhand	382	5,077	12,852	18,311

1	2	3	4	5	6
28.	West Bengal	4,851	13,137	72,360	90,348
29.	A & N Islands	NA	NA	NA	NA
30.	D & N Haveli	0	0	70	70
31.	Daman and Diu	0	0	21	21
32.	Delhi	NA	NA	NA	NA
33.	Lakhsadweep	0	7	2	9
34.	Puducherry	0	0	248	248
35.	Chandigarh	0	0	18	18
	Total	1,65,368	2,20,615	11,21,366	15,07,349

APPENDIX II

STATE-WISE DETAILS OF HABITATIONS WITH LESS THAN 100 POPULATION AND 20 HOUSEHOLDS

S.No.	State	Habitations with less than 100 population and 20 households			
		Total	NC	PC	FC
1	2	3	4	5	6
1.	Andhra Pradesh	< >3051	< >177	< >679	< >2195
2.	Arunachal Pradesh	< >13	< >5	< >5	< >3
3.	Assam	< >4734	< >2374	< >47	< >2313
4.	Bihar	< >2437	< >1272	< >350	< >815
5.	Chandigarh	< >0	< >0	< >0	< >0
6.	Chhattisgarh	< >1904	< >799	< >63	< >1042
7.	Dadra & Nagar Haveli	< >0	< >0	< >0	< >0
8.	Daman & DIU	< >0	< >0	< >0	< >0
9.	Goa	< >17	< >0	< >1	< >16
10.	Gujarat	< >58	< >5	< >4	< >49
11.	Haryana	< >77	< >3	< >42	< >32
12.	Himachal Pradesh	< >23633	< >4939	< >9757	< >8937
13.	Jammu & Kashmir	< >1	< >0	< >1	< >0
14.	Jharkhand	< >463	< >129	< >0	< >334
15.	Karnataka	< >9360	< >10	< >3369	< >5981
16.	Kerala	< >0	< >0	< >0	< >0
17.	Lakshadweep	< >0	< >0	< >0	< >0
18.	Madhya Pradesh	< >361	< >85	< >54	< >222
19.	Maharashtra	< >185	< >7	< >87	< >91
20.	Meghalaya	< >0	< >0	< >0	< >0
21.	Mizoram	< >9	< >8	< >0	< >1
22.	Nagaland	< >0	< >0	< >0	< >0
23.	Orissa	< >5641	< >2250	< >11	< >3380
24.	Pondicherry	< >0	< >0	< >0	< >0
25.	Punjab	< >21	< >14	< >7	< >0
26.	Rajasthan	< >13365	< >6061	< >1628	< >5676

1	2	3	4	5	6
27.	Sikkim	< >0	< >0	< >0	< >0
28.	Tamil Nadu	< >0	< >0	< >0	< >0
29.	Tripura	< >0	< >0	< >0	< >0
30.	Uttar Pradesh	29	< >1	< >1	< >27
31.	Uttaranchal	< >20831	< >3473	< >7119	< >10239
32.	West Bengal	< >5894	< >850	< >12	< >5032
	Total	< >92084	< >22462	< >23237	< >46385

Remarks:

ARWSP Norms: 1. Population has to be ≥ 100 for Non SC/ST and Non DDP habitations.
2. Habitations having 100% SC/ST population is considered as SC/ST habitation.

APPENDIX III

RAJIV GANDHI NATIONAL DRINKING WATER MISSION (RGNDWM)

STATE-WISE UNSPENT BALANCE AS ON 31.12.2007

(Amount Rs. in lakh)

Sl. No.	State/UTs	ARWSP	CRSP	Total
1	2	3	4	5
1.	Andhra Pradesh	17,66.51	65,62.48	83,28.99
2.	Arunachal Pradesh	58,58.46	2,57.75	61,16.21
3.	Assam	20,23.07	40,03.28	60,26.35
4.	Bihar	1,80,54.77	1,08,06.89	2,88,61.66
5.	Chhattisgarh	39,15.01	24,27.99	63,43.00
6.	Goa	1,29.73	29.64	1,59.37
7.	Gujarat	86,01.17	26,09.86	1,12,11.03
8.	Haryana	39,32.70	22,19.99	61,52.69
9.	Himachal Pradesh	66,28.12	11,57.37	77,85.49
10.	Jammu & Kashmir	72,16.14	13,46.77	85,62.49
11.	Jharkhand	61,55.14	43,60.11	1,05,15.56
12.	Karnataka	99,69.06	23,13.48	1,22,82.54
13.	Kerala	37,44.43	13,26.74	50,71.17
14.	Madhya Pradesh	1,19,30.73	84,74.54	2,04,05.27
15.	Maharashtra	2,39,10.85	49,78.13	2,88,88.98
16.	Manipur	28,49.98	8,57.27	37,07.25
17.	Meghalaya	12,12.75	5,35.41	17,48.16
18.	Mizoram	9,36.49	2,68.71	12,05.20
19.	Nagaland	42.84	1,78.84	2,21.68
20.	Orissa	36,33.74	89,09.43	1,25,43.17
21.	Punjab	26,63.22	937.1	36,00.32
22.	Rajasthan	7,10.09	32,01.75	39,11.84
23.	Sikkim	1,89.80	2,25.41	4,15.21
24.	Tamil Nadu	42,31.92	62,16.14	1,04,48.06
25.	Tripura	13,18.99	5,39.45	18,58.44

1	2	3	4	5
26.	Uttar Pradesh	1,66,82.99	1,28,31.81	2,95,14.80
27.	Uttarakhand	38,45.77	7,96.51	46,42.28
28.	West Bengal	2,49,85.42	49,47.44	2,99,32.86
29.	A&N Islands	30,78.28	0.00	30,78.28
30.	D&N Haveli	2.23	1.48	3.71
31.	Daman and Diu	0.63	0.00	0.63
32.	Lakshadweep	11.85	0.00	11.85
33.	Poducherry	1,033.49	34.75	1,35.14
34.	Delhi	0	0.00	0
35.	Chandigarh	0.41	0.00	0.41
	Total	18,03,34.00	9,33,56.52	27,36,90.52

APPENDIX IV

STATE-WISE WATER QUALITY-AFFECTED HABITATIONS AS ON 1.4.2006

Sl.No.	State/UT	Number of habitations affected by						
		Flouride	Salinity	Iron	Arsenic	Nitrate	Multiple	Total
1	2	3	4	5	6	7	8	9
1.	Andhra Pradesh	1497	1058	0	0	0	0	2555
2.	Bihar	383	0	21540	794	2000	0	24717
3.	Chhattisgarh	17	61	4932	11	0	0	5021
4.	Goa	0	0	0	0	0	0	0
5.	Gujarat	2563	1528	0	0	838	0	4929
6.	Haryana	119	72	0	0	0	145	336
7.	Himachal Pradesh	0	0	0	0	0	0	0
8.	Jharkhand	1159	0	129	18	1	41	1348
9.	Jammu & Kashmir	0	0	47	0	0	67	114
10.	Karnataka	5000	0	6633	0	4077	4460	20170
11.	Kerala	24	86	564	0	78	105	867
12.	Madhya Pradesh	3282	279	105	0	33	153	3852
13.	Maharashtra	2748	1424	2491	0	4552	0	11215
14.	Orissa	794	651	26136	0	0	435	28016
15.	Punjab	588	1289	164	0	0	0	2041
16.	Rajasthan	6992	4428	131	0	7693	12639	31883
17.	Tamil Nadu	452	61	68	0	104	735	1420
18.	Uttarakhand	0	0	0	0	0	0	0
19.	Uttar Pradesh	2077	612	2375	0	11	1302	6377
20.	West Bengal	665	811	11883	5408	0	0	18767
21.	A&N Islands	0	0	16	0	0	10	26
22.	D&N Haveli	0	0	0	0	0	0	0
23.	Daman and Diu	0	0	0	0	0	0	0
24.	Delhi	0	0	0	0	0	0	0
25.	Lakshadweep	0	0	0	0	0	0	0
26.	Poducherry	0	65	17	0	0	0	82

1	2	3	4	5	6	7	8	9
27.	Chandigarh	0	0	0	0	0	0	0
	Total	28370	12425	77231	6231	19387	20092	163726
	NE States							
28.	Arunachal Pradesh	0	0	353	0	0	213	566
29.	Assam	660	0	23841	730	0	2950	28181
30.	Manipur	0	0	37	0	0	0	37
31.	Meghalaya	0	0	124	0	0	0	124
32.	Mizoram	0	0	26	0	0	0	26
33.	Nagaland	0	0	136	0	0	0	136
34.	Sikkim	0	0	76	0	0	0	76
35.	Tripura	0	0	2653	106	0	172	2931
	Total	660	0	27246	836	0	3335	32077
	Grand Total	29030	12425	104447	7067	19387	23427	195813

APPENDIX V

COMMITTEE ON RURAL DEVELOPMENT (2004-2005)

MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 20 DECEMBER, 2004.

The Committee from 1500 hrs. to 1730 hrs. in Committee Room 'D'
Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri Mohan Jena
3. Shri Hannan Mollah
4. Shri Dawa Narbula
5. Shri A.F. Golam Osmani
6. Shri K.C. Palanisamy
7. Shri Anna Saheb M.K. Patil
8. Shrimati Tejaswini Seeramesh
9. Shri D.C. Srikantappa
10. Shri Mitrasen Yadav

Rajya Sabha

11. Kumari Nirmala Deshpande
12. Dr. Chandan Mitra

13. Dr. Faguni Ram
14. Prof. R.B.S. Varma

SECRETARIAT

1. Shri A.K. Shah — *Assistant Director*

**Representative of Ministry of Rural Development
(Department of Drinking Water Supply)**

1. Shri V.K. Duggal, Secretary
2. Shri Rakesh Behari, Joint Secretary
3. Shri Sunil Kumar, Director (SW)
4. Shri Kumar Alok, Director (CRSP)
5. Shrimati Gaytri Sharma, Deputy Secretary (DWSII)
6. Shri Kamal Majumdar, Deputy Adviser

Representative of Ministry of Water Resources

1. Shri M.E. Haq, Commissioner (PP)
2. Shri D.K. Mehta, Commissioner (Indus)
3. Shri S.K. Choudhary, Commissioner (HP)

2. At the outset, the Chairman welcomed the members to the sitting of the Committee convened for briefing by the representatives of Department of Drinking Water Supply (Ministry of Rural Development) on the subject 'Drinking' water scenario in rural areas in the country'.

[The representative of the Department of Drinking Water Supply (Ministry of Rural Development), were then called in]

3. The Chairman welcomed the representatives of the Department of Drinking Water Supply to the setting and drew their attention to Direction 55(1) of the 'Directions by the Speaker'.

4. The Committee was then briefed by the representatives of the Department of Drinking Water Supply. The main issues that came up during the course of briefing included problems in availability of safe

drinking water in rural areas, reasons for slippages of Fully Covered (FC) habitations to Partially Covered (PC) habitations, less availability of funds for drinking water schemes, poor response from State Governments in implementation of 'Swajaldhara' Scheme for safe drinking water supply in rural areas of the country, improving infrastructure for water quality etc. It was also decided that officials of Standing Committee on Rural Development be invariably invited in review meetings of the Department of Drinking Water Supply (Ministry of Rural Development) convened for monitoring different schemes of drinking water supply in the country and in seminars being organised by the Department with a view to have closer view about implementation of schemes. The same was agreed to by the Secretary.

The Committee then adjourned.

Verbatim record of proceedings was kept.

APPENDIX VI

COMMITTEE ON RURAL DEVELOPMENT (2005-2006)

MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE HELD ON THURSDAY THE 16TH FEBRUARY, 2006

The Committee sat from 1500 hrs. to 1715 hrs. in Committee Room 'E', Basement, Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri V. Kishore Chandra S. Deo
3. Shri Dawa Narbula
4. Shri Prabodh Panda
5. Shrimati Tejaswini Seeramesh
6. Shri Sita Ram Singh
7. Shri Bagun Sumbrai
8. Shri Mitrasen Yadav

Rajya Sabha

9. Kumari Nirmala Deshpande
10. Prof. Alka Balram Kshatriya
11. Shri Penumalli Madhu
12. Shri Kalraj Mishra
13. Dr. Faguni Ram
14. Prof. R.B.S. Varma

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shrimati Sudesh Luthra — *Deputy Secretary*
3. Shri A.K. Shah — *Under Secretary*

Witnesses

The Energy and Resources Institute (TERI)

- (i) Shri Ashok Jaitly, Distinguished Fellow
- (ii) Shri Saurabh Chugh, Area Convenor
- (iii) Ms. Catherine Rose James, Research Associate

Sulabh International Social Service Organisation

- (i) Dr. Bindeshwar Pathak, Founder
- (ii) Prof. K.J. Nath
- (iii) Shri B.B. Sahay
- (iv) Shri M.K. Moitra

Centre for Science and Environment (CSE)

- (i) Ms. Sunita Narain, Director
- (ii) Mr. S.V. Suresh Babu
- (iii) Mr. R.K. Srinivasan
- (iv) Mr. K.S.L. Sreenivasan

National Institute of Rural Development (NIRD)

Shri P. Durga Prasad, Professor & Head, Centre for HRD

Tarun Bharat Sangh

- (i) Shri Rajendra Singh, President
- (ii) Shri Arun Tiwari

2. At the outset, the Chairman, welcomed the members to the sitting of the Committee. Thereafter, the Committee took evidence of the following organisations/experts on the subject 'Drinking water scenario in rural areas in the country' at the time indicated against each:

	Name of Experts/Organisations	From	To
1.	The Energy and Resources Institute (TERI), New Delhi	1500 hrs.	1530 hrs.
2.	Sulabh International Social Service Organisation, New Delhi	1530 hrs.	1600 hrs.
3.	Centre for Science and Environment, New Delhi	1600 hrs.	1630 hrs.
4.	National Institute of Rural Development (NIRD), Hyderabad	1630 hrs.	1700 hrs.
5.	Tarun Bharat Sangh, Alwar, Rajasthan	1700 hrs.	1715 hrs.

Before the witnesses were asked to depose before the Committee, the Chairman welcomed them and drew attention of each of the witnesses to the provisions of Direction 55(1) of the 'Directions by the Speaker'.

4. The witnesses who deposed before the Committee deliberated on the various issues related to the issue of providing safe drinking water in rural areas in the country. The issues included authenticity of the data of coverage of habitations as claimed by the Union Government, slippage of habitations from fully covered/partially covered to not covered habitations, contamination of water, involvement of local institutions, NGOs and communities in water management. Considerable suggestions were made by the experts. The experts also threw light on the various achievements and shortcomings of Centrally Sponsored Schemes viz. ARWSP and Swajaldhara.

** ** ** ** ** ** ** **

A verbatim record of the proceedings was kept.

The Committee then adjourned.

* Not related with the Report.

APPENDIX VII

COMMITTEE ON RURAL DEVELOPMENT (2006-2007)

MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 22 SEPTEMBER, 2006

The Committee sat from 1100 hrs. to 1250 hrs. in Committee Room 'E',
Basement, Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shrimati Susmita Bauri
3. Shri Mani Charenamei
4. Shri Krishna Murari Moghe
5. Shri Hannan Mollah
6. Shri D. Narbula
7. Shri A.F.G. Osmani
8. Shri T. Madhusudan Reddy
9. Adv. Renge Patil Tukaram Ganpatrao
10. Shrimati Jyotirmoyee Sikdar
11. Shri Sita Ram Singh
12. Shri D.C. Srikantappa
13. Shri Bagun Sumbrui
14. Shri Chandramani Tripathi
15. Shri Beni Prasad Verma

Rajya Sabha

16. Shri Jayantilal Barot
17. Kumari Nirmala Deshpande
18. Shri Pyarelal Khandelwal
19. Dr. Chandan Mitra
20. Shri P.R. Rajan
21. Shri Bhagwati Singh

SECRETARIAT

Shrimati Sudesh Luthra — *Deputy Secretary*

Representatives of (Ministry of Water Resources)

1. Shri M.E. Haque, Commissioner (PP), MOWR
2. Shri C.S. Ramasesha, Commissioner (GW), MOWR
3. Shri A.S. Dhingra, Commissioner (CAD&WM), MOWR
4. Shri S.K. Chaudhuri, Commissioner (B&B), MOWR
5. Dr. Saleem Romani, Chairman, Central Ground Water Board

** ** ** ** ** ** **
** ** ** ** ** ** **

[The representatives of the Ministry of Water Resources were then called in.]

3. The Committee then took oral evidence of the representatives of the aforesaid Ministry on the subject 'Drinking water scenario in rural areas in the country'. Shri M.E. Haque, Commissioner (PP), Ministry of Water Resources briefed the Committee about the activities of their Ministry with specific reference to the different aspects related to the aforesaid subject. Various issues like demand and availability of water in the country, the share of utilization of domestic water for urban and

* Not related with the Report.

rural population, sustainability of resources, the norms for domestic water supply in rural and urban areas, coordination of efforts being made with regard to various issues related to drinking water in rural areas by different Ministries and State Governments and the efforts made by different quarters to control over exploitation of ground water etc., emerged during the discussions. The representatives of the Ministry responded to the various queries of members of the Committee.

4. A verbatim record of the proceeding was kept.

The Committee then adjourned.

APPENDIX VIII

COMMITTEE ON RURAL DEVELOPMENT (2007-2008)

MINUTES OF THE THIRD SITTING OF THE COMMITTEE
HELD ON TUESDAY, THE 30 OCTOBER, 2007

The Committee sat from 1500 hrs. to 1700 hrs. in Committee Room 'B',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shrimati Susmita Bauri
3. Shri Sandeep Dikshit
4. Shri Hannan Mollah
5. Shri A.F.G. Osmani
6. Adv. Renge Patil Tukaram Ganpatrao
7. Shrimati Jyotirmoyee Sikdar
8. Shri Sita Ram Singh
9. Shri Bagun Sumbrui
10. Shri Chandramani Tripathi
11. Shri Beni Prasad Verma
12. Shri Dharmendra Yadav

Rajya Sabha

13. Shri Balihari Babu
14. Shri Jayantilal Barot

15. Kumari Nirmala Deshpande
16. Shrimati Kanimozhi
17. Shri Pyarelal Khandelwal
18. Dr. Chandan Mitra
19. Dr. Ram Prakash
20. Shri P.R. Rajan
21. Shri Bhagwati Singh

SECRETARIAT

1. Shrimati Sudesh Luthra — *Director*
2. Shri A.K. Shah — *Deputy Secretary-II*
3. Shri Sundar Prasad Das — *Under Secretary*

WITNESSES

**Representatives of the Department of Drinking Water Supply
(Ministry of Rural Development)**

1. Shrimati Santha Sheela Nair, Secretary
2. Shri R.M. Deshpande, Additional Adviser
3. Shri A. Bhattacharya, Joint Secretary

Representative of the Ministry of Human Resources Development

Shri K.R. Meena, Deputy Secretary

Representative of the Ministry of Urban Development

Shri M. Shankaranarayanan, Deputy Adviser (PHE)

Representatives of the Ministry of Water Resources

1. Shri M.E. Haque, Commissioner
2. Dr. S.K. Sharma, Consultant

2. At the outset, the Hon'ble Chairman welcomed the members to the sitting of the Committee. He, thereafter, informed the Committee about the status of examination of the subject 'Drinking water scenario in rural areas in the country'. He informed that the Committee has already had the briefing by the representatives of the nodal Ministry *i.e.* the Department of Drinking Water Supply (Ministry of Rural Development). Besides, the Committee has also taken the oral evidence of the Ministry of Water Resources. The Committee had also sought memoranda from experts on the subject and taken evidence of selected experts.

[The representatives of the Department of Drinking Water Supply (Ministry of Rural Development) and other ministries were then called in]

3. The Chairman welcomed the representatives of the Department of Drinking Water Supply and other 'representatives and drew their attention to the provisions of Direction 55(1) of the "Directions by the Speaker'.

4. The Committee then took oral evidence of the representatives of the Department of Drinking Water Supply (Ministry of Rural Development) on the subject 'Drinking water scenario in rural areas in the country'. The main issues that were raised during the discussion included, provision of realistic data with regard to coverage of habitations, periodic updation of coverage status, neglect of habitations having less than 100 population, provision of quality drinking water, ensuring sustainability of resources, provision of drinking water facilities to schools irrespective of private or government status etc. The representatives of the Department responded to the queries of the members of the Committee. The representatives were then asked to send the written replies to the points on which information was not readily available.

5. A verbatim record of the proceeding was kept.

The Committee then adjourned.

APPENDIX IX

COMMITTEE ON RURAL DEVELOPMENT (2008-2009)

MINUTES OF THE TENTH SITTING OF THE COMMITTEE,
HELD ON WEDNESDAY, THE 15TH OCTOBER, 2008

The Committee sat from 1400 hrs. to 1600 hrs. in Committee Room
'G-074' Ground Floor, Parliament Library Building, New Delhi.

PRESENT

Shri Kalyan Singh — *Chairman*

MEMBERS

Lok Sabha

2. Shri V. Kishore Chandra S. Deo
3. Shri Hannan Mollah
4. Shri D. Narbula
5. Shri Neeraj Shekhar
6. Shrimati Jyotirmoyee Sikdar
7. Shri Tarit Baran Topdar
8. Shri Beni Prasad Verma

Rajya Sabha

9. Shri Balihari Babu
10. Shri Pyarelal Khandelwal
11. Shri Bhagwati Singh

SECRETARIAT

1. Shri P.K. Grover — *Joint Secretary*
2. Shrimati Sudesh Luthra — *Director*
3. Shri A.K. Shah — *Deputy Secretary-II*
4. Shri Vinod Gupta — *Under Secretary*

2. At the outset, the Hon'ble Chairman welcomed the members to the sitting of the Committee. ** ** ** **

** ** ** ** **

3. The Committee, thereafter, took up for consideration the draft Report on the 'Drinking water scenario in rural areas in the country' and adopted the same without any modifications.

4. The Committee authorized the Chairman to finalise the aforesaid draft Reports on the basis of factual verification from the concerned Ministry/Department and present the same to both the Houses of Parliament.

** ** ** ** **

** ** ** ** **

The Committee then adjourned

* Not related with the Report.

APPENDIX X

LIST OF EXPERTS/ORGANISATION WHO TENDERED EVIDENCE BEFORE THE COMMITTEE

Sl.No.	Name of Organisation	Name of Expert
1.	The Energy and Research Institute (TERI)	(i) Shri Ashok Jaitly, Distinguished Fellow (ii) Shri Saurabh Chugh, Area Convenor (iii) Ms. Catherine Rose James, Research Associate
2.	Sulabh International Social Service Organisation	(i) Dr. Bindeshwar Pathak, Founder (ii) Prof. K.J. Nath (iii) Shri B.B. Sahay (iv) Shri M.K. Moitra
3.	Centre for Science and Environment (CSE)	(i) Ms. Sunita Narain, Director (ii) Mr. S.V. Suresh Babu (iii) Mr. R.K. Srinivasan (iv) Mr. K.S.L. Sreenivasan
4.	National Institute of Rural Development (NIRD)	Shri P. Durga Prasad, Professor & Head, Centre for HRD
5.	Tarun Bharat Sangh	(i) Shri Rajendra Singh, President (ii) Shri Arun Tiwari

41

**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2008-2009)**

FOURTEENTH LOK SABHA

**MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF DRINKING WATER SUPPLY)**

**DRINKING WATER SCENARIO IN RURAL AREAS
IN THE COUNTRY**

FORTY-FIRST REPORT



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

October, 2008 / Asvina, 1930 (Saka)

FORTY-FIRST REPORT

STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2008-2009)

(FOURTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF DRINKING WATER SUPPLY)

DRINKING WATER SCENARIO IN
RURAL AREAS IN THE COUNTRY

Presented to Lok Sabha on 21.10.2008

Laid in Rajya Sabha on 21.10.2008



LOK SABHA SECRETARIAT
NEW DELHI

October, 2008 / Asvina, 1930 (Saka)

CRD No. 47

Price : Rs. 80.00

© 2008 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Twelfth Edition) and printed by National Printers, New Delhi.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE (2008-2009)	(iii)
INTRODUCTION	(v)
REPORT	
CHAPTER I Introductory	1
CHAPTER II Coverage of habitations	5
A. Actual data regarding status of coverage of habitations with drinking water facilities	5
B. Monitoring, continuous reporting and verification of the data	7
C. Status of coverage for population less than 100	10
D. Physical progress under ARWSP with regard to targets and achievements	12
CHAPTER III Performance of Accelerated Rural Water Supply Programme (ARWSP)	17
A. Financial requirement and actual allocations for the sector	17
B. Utilisation position	18
CHAPTER IV Role of the State Governments	24
A. Financial Assistance	24
B. Technical Guidance	25
C. Support for Operation and Maintenance (O&M) activities	26
D. Reforms Programme	29

CHAPTER	V	Sustainability of sources and the systems	33
		A. Issue of Slippages	33
		B. Sustainability of the sources: Depletion of ground water table and water harvesting	35
		C. Recharge of ground water and rain water harvesting	36
		D. Utilisation of 5 per cent ARWSP funds for sustainability	43
CHAPTER	VI	Quality of Drinking Water	44
		A. Targets and achievements	44
		B. National Rural Drinking Water Quality Management and Surveillance Programme ...	45

APPENDICES

I.	State-wise status of NC/PC/FC habitations as on 1.4.2007	50
II.	State-wise details of habitations with less than 100 population and 20 households, as on 31.12.2007 ..	52
III.	State-wise unspent balance under ARWSP as on 31.12.2007	54
IV.	State-wise water quality-affected habitations as on 1.4.2006	56
V.	Minutes of the Seventh sitting of the Committee held on 20.12.2004	58
VI.	Minutes of the Twelfth sitting of the Committee held on 16.02.2006	61
VII.	Minutes of the Second sitting of the Committee held on 22.09.2006	64
VIII.	Minutes of the Third sitting of the Committee held on 30.10.2007	67
IX.	Minutes of the Tenth sitting of the Committee held on 15.10.2008	70
X.	List of expert / organization who tendered evidence before the Committee	72

COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2008-2009)

Shri Kalyan Singh – *Chairman*

MEMBERS

Lok Sabha

2. Shri Mani Charenamei
3. Shri V. Kishore Chandra S. Deo
4. Shri Sandeep Dikshit
5. Shri George Fernandes
6. Shrimati Kiran Maheshwari
7. Shri Zora Singh Mann
8. Shri Hanan Mollah
9. Shri D. Narbula
10. Shri A.F.G. Osmani
11. Adv. Renge Patil Tukaram Ganpatrao
12. Shrimati Tejaswani Gowda
13. Shri Neeraj Shekar
14. Shrimati Jyotirmoyee Sikdar
15. Shri Sita Ram Singh
16. Shri Bagun Sumbrui
17. Shri Tarit Baran Topdar
18. Shri Chandramani Tripathi

19. Shri Beni Prasad Verma
20. Shri Dharmendra Yadav
21. Vacant

Rajya Sabha

22. Shri Balihari Babu
23. Shrimati T. Ratna Rai
24. Shri Prabhat Jha
25. Shri Pyaralal Khandelwal
26. Dr. Chandan Mitra
27. Shri P.R. Rajan
28. Shri Bhagwati Singh
29. Ms. Sushila Tiriya
30. Shirmati Kanimozhi
31. Vacant

SECRETARIAT

1. Shri S.K. Sharma — *Secretary*
2. Shri P.K. Grover — *Joint Secretary*
3. Shrimati Sudesh Luthra — *Director*

INTRODUCTION

I, the Chairman of the Standing Committee on Rural Development (2008-09) having been authorized by the Committee to submit the Report on their behalf, present the Forty-first Report on 'Drinking Water Scenario in Rural Areas in the Country'.

2. Water is the most essential requirement of the human life. Besides, water for basic need such as drinking and sanitation is the most fundamental need for the survival of the human being. To supplement the efforts being made by the State Government for providing safe and clean drinking water to rural masses, the Central Government provide funds to the State Governments under the Centrally Sponsored Scheme under the Accelerated Rural Water Supply Programme (ARWSP). The Committee (2004-05) decided to select the said subject to review the efforts being made by the Union Government in this regard. The Committee (2004-2005) could not complete the examination of the subject due to paucity of time. Subsequently, the Committees constituted thereafter took up the subject and decided to examine it from the stage where the earlier Committee had left.

3. The preliminary meeting of the Committee was held on 20 December, 2004 wherein the representatives of the nodal Ministry *i.e.* The Ministry of Rural Development (Department of Drinking Water Supply) explained about the various aspects related to the examination of the subject.

4. With the purpose of having wider consultations, the Committee decided to hear the views of the various experts on the aforesaid subject. In this regard, various experts deposed before the Committee at their sitting held on 16 February, 2006 the details of which have been given at *Appendix X*.

5. The availability of supply of safe drinking water depends upon the sustainability of resources. Since the Ministry of Water Resources is the main Union Ministry with regard to the various issues related to demand and availability of water in the country, the evidence of the representatives of the aforesaid Ministry was taken by the Committee at their sitting held on 22 September, 2006.

6. The nodal Ministry furnished written replies to the issues raised in a number of sets of List of Points and submitted desired documents

to the Committee. The Committee took evidence of the representatives of the Ministry at their sitting held on 30 October, 2007.

7. The Committee adopted the draft report at their sitting held on 15th October, 2008. The Committee were immensely benefited by the contribution made by the Members of the Committee for which I express my sincere thanks to them.

8. The Committee place on record their deep appreciation of the work done by the earlier Committees.

9. The Committee wish to express their thanks to the representatives of the Ministry of Rural Development (Department of Drinking Water Supply) and Ministry of Water Resources for placing before the Committee, the requisite material and them tendering evidence.

10. The Committee are greatly benefited from the perspectives/suggestions given by various experts. The Committee express their gratitude to experts who furnished memoranda or tendered evidence before the Committee.

11. The Committee place on record their deep appreciation of the invaluable assistance rendered to them from time to time by the officials of the Lok Sabha Secretariat.

NEW DELHI;
16 October, 2008
24 *Asvina*, 1930 (*Saka*)

KALYAN SINGH,
Chairman,
Standing Committee on Rural Development.