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RURAL WATER SUPPLY AND SANITATION

ELEVENTH FIVE-YEAR PLAN

APPROACH PAPER

Rural Water Supply

Objectives

1. The objectives are to provide safe drinking water to all rural areas, in a sustainable and equitable manner. The outcomes of this objective would be better quality of life by improving the general health status, reducing drudgery of women and meeting the requirements of good governance. It would also facilitate realization of the Fundamental Right to life, of which clean water is a recognized component.

Goals for XI Plan

2. The following goals will be set for achieving the objective of providing safe and sustainable drinking water supply to all rural habitations:

- Cover all the ‘not covered’ and ‘partially covered’ habitations with sustainable and stipulated supply of drinking water in the first two years of the Plan.
- Habitations facing a severe water quality problem are fully covered with safe drinking water facilities on a sustainable basis.
- Cover newly emerged habitations and those which have slipped back to ‘partially covered’ or ‘not covered’ status due to a variety of reasons.
- Coverage of schools in rural areas with safe drinking water.
- Ensure social equity in distribution of assets for drinking water so that scheduled caste/scheduled tribe (SC/ST) population and other poor and weaker sections are covered fully.
- Tackling problems of seasonal shortage.

3. Further, the country is committed to attain the United Nations’ Millennium Development Goals (MDGs) which stipulate, inter alia, halving, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.

Current Status of the Sector

4. The primary responsibility of providing drinking water facilities in the country rests with State Governments. The Union Government has been extending policy, technological and financial support through a Centrally Sponsored Scheme – the Accelerated Rural Water Supply Programme (ARWSP) – under which funds are provided to State Governments for implementing rural water supply schemes. With the 73rd and 74th amendments, drinking water and sanitation are included in the list of subjects to be devolved to Panchayats.

5. An investment of Rs. 62500 crores has been made in the plans since independence. The Plan-wise investments is at Annexure A. In the first four years of 10th Plan, 245821 habitations were covered. Coverage of habitations is a dynamic concept and there are reports of slippage of covered habitations to NC /PC category due to various reasons like:

- Source going dry or lowering of the ground water table
- Sources becoming quality affected
- Sources outliving their lives
- Systems working below rated capacity due to poor operation and maintenance
- Increase in population resulting in lower per capita availability
- Emergence of new habitations etc.
- Slippage also take place due to seasonal shortage of water. During 2005-06, drinking water had to be transported in Andhra Pradesh (1749 habitations), Haryana (175 habitations), Gujarat (869 habitations), Karnataka (528 habitations), Maharashtra (7353 habitations), Orissa (1357 habitations) and Rajasthan (9863 habitations). The figures for 2006-07 are Gujarat (345 habitations), Karnataka (188 habitations), Maharashtra (5178 habitations), Orissa (491 habitations) and Rajasthan (4510 habitations)

6. State-wise reason for slippages deduced from data entered so far by the States is given in Annexure B. The long-term solution lies with the sustainability of sources and systems. For sustainability of systems, the Department introduced reform principles through Sector Reform projects taken up on pilot basis in selected districts in 1999 and later extended to the entire country through Swajaldhara. Under reform principles, the Community is involved in all stages of planning and implementation and they have to bear 10% of the capital cost with full responsibility on operation and maintenance. For sustainability of sources, States can utilize 5% of ARWSP funds and the funding pattern for this is 75:25 between the Centre and State. A number of other schemes for water conservation are in operation in the Department of Land Resources, Ministry of Water Resources, Ministry of Agriculture, Planning Commission etc.

7. According to Census 1991, 55.54% of the population had access to an improved water source. The Census 2001 shows 86.77% of the rural population have access to safe drinking water. The Department's figures show that that in 2006, of the 14.23 lakh habitations, 13.80 lakh habitations (97%) have been provided with some drinking water source. Around 2.17 lakh habitations (14%) have water quality problems and do not have a safe source. Also, from the reported coverage, there are slippages in the prescribed supply level, reducing the per capita availability due to a variety of reasons.

8. The details of Habitation Survey 2003 are as follows:

Category	Total number of Habitations	Number of Habitations (As per ARWSP norms)
Fully Covered (FC)	916382	869997
Not Covered (NC)	270405	247943
Partially Covered (PC)	412646	389409
Total	1599433	1507349

Table 1: Results of Habitation Survey 2003

The state wise details are at Annexure C. It is relevant to mention here that these NC/PC habitations include 55,067 remaining uncovered habitations of CAP 1999; quality affected habitations, slipped back habitations and newly emerged habitations.

Infrastructure Created

9. As per available information, there are over 41.55 lakh hand pumps, around 15.77 lakh public standposts, around 1.60 lakh mini-piped water supply schemes and 45000 multi village schemes in the country under the Rural Water Supply Programme (Annexure D). Of these systems, 88.21% handpumps, 93.49% standposts, 91.95% mini schemes and 96.265 multi village schemes are reported functional by the States.

Achievements in X Plan

10. The achievements are:

- Priority given to cover the ‘not covered’ and ‘partially covered’ habitations with reference to CAP 1999.
- Coverage of habitations with water quality problems on a sustainable basis
- Coverage of slipped back habitations
- Coverage of SC/ST and marginal groups

11. In the first four years of 10th Plan, 2,45,821 habitations were covered and these include uncovered habitations, slipped back habitations and water quality affected habitations. In 2006-07, it is proposed to cover the uncovered 1120 NC habitations, 17000 PC habitations, 40000 slipped back habitations and 15000 quality-affected habitations. It is also proposed to sanction projects for covering 27000 quality-affected habitations.

Constraints during X Plan

12. The major problems encountered by the States in coverage of ‘uncovered’ habitations are (i) Population lives in scattered habitations on isolated hilly terrain; (ii) the cost of water supply system network for the same is very high due to inaccessibility of habitations; (iii) multi stage pumping; (iv) depleting surface streams; (v) lack of ground and surface sources availability near the habitations; (vi) difficulty in procurement and transportation of materials; (vii) long gestation period; (viii) poor recharge of ground water due to hard rock in many places; (ix) deterioration of water quality.

New Initiatives in X Plan

Sector Reforms and Swajaldhara

13. Based on the experience gained, the Sector Reform Programme was expanded as the Swajaldhara Programme, under which the participation of the community in planning, implementation, operation and maintenance is a major factor. The projects also include taking up water conservation and recharge measures for source strengthening for drinking water. To enhance the sense of ownership and promote community participation, the scheme has an element of cost sharing by the community. Presently, 10% of the capital cost is contributed by the community and 90% funds are provided by the Government of India. The major constraints faced during implementation of Swajaldhara are:

- Line department officials slow to adopt reforms
- Panchayats lack finances and skills to take up the responsibility immediately.

Water Quality

14. For tackling water quality, a policy change has been introduced in February 2006. 20% of ARWSP funds will 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. The funding pattern remains as 75:25 between Centre and State.

15. **The National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP)** has been started in February 2006, which envisages institutionalization of community participation for monitoring and surveillance of drinking water sources at the grass root level by GPs/VWSCs by user friendly field test kits for both bacteriological and chemical contaminants followed by checking of the positively tested samples at the District and State level laboratories was launched in February 2006. The budgetary requirement for the remaining 10th FYP was worked out as Rs.269.88 crores. The programme emphasizes awareness generation about water quality and its importance in relation to health. IEC, HRD and Monitoring and Surveillance activities, which include strengthening of laboratories also in terms of manpower and equipment, are major components of the programme. Implementation manual and guidelines have been circulated to all the States/UT's. State/district level, block level and Panchayat level training modules were also circulated to all States/UT's.

16. In order to provide technical consultancy for this programme the National Institute of Communicable Diseases (NICD), New Delhi has been identified as the National Referral Institute. The entire programme of water quality 'assurance' will be monitored by Department of Drinking Water Supply. To this effect, the Management Information System (MIS) will be provided by DDWS.

Bharat Nirman

17. Drinking Water Supply is one of the six components of Bharat Nirman which has been conceived as a plan to be implemented in four years, from 2005-06 to 2008-09 for building rural infrastructure. The objective of the said component is "Every habitation to have a safe source of drinking water: **55067 uncovered habitations to be covered by 2009. In addition, all habitations which have slipped back from full coverage to partial coverage due to failure of source and habitations which have water quality problems to be addressed.**"

18. *Major Concerns*

- 3052 NC and 38894 PC (Total 41946) uncovered habitations of CAP 1999 located in remote / difficult areas.
- High number of slipped back habitations due to a number of factors
 - sources going dry or lowering of the ground water table.
 - sources becoming quality affected.
 - systems outliving their lives.
 - systems working below rated capacity due to poor operation and maintenance.
 - increase in population resulting into lower per capita availability.

- emergence of new habitations.
- Acute seasonal shortages
- 2.17 lakh habitations with water quality problems (Annexure E). The major contaminants are arsenic, fluoride, brackishness, nitrate and iron.
- Bacteriological contamination
- Over exploitation of ground water. Approximately 85% of rural drinking water depends on ground water. This over exploitation also aggravates water quality problems.
 - Survey of Central Ground Water Board shows that
 - Total of 7910 hydro-geological blocks
 - 671 blocks over exploited (more than 100% of replenishable potential)
 - 424 blocks identified as dark (extraction 85% - 100% to total replenishable potential)
- Poor community involvement in planning, operation, maintenance; overall lack of ownership of assets by the users.
- High O&M costs leading to closure of water supply schemes due to inability to meet the costs of operation. It is estimated that the funds available presently do not cover even 20% of the requirement (approximately Rs. 6570 crores annually against availability of Rs. 600 crores per annum). The Government departments not in a position to maintain and monitor assets.
- 35% treatment plants not working due to poor O&M
- Disposal of sludge in treatment technology a problem
- Lack of community awareness for domestic treatment
- Preference of States for coverage of quality affected habitations through alternate sources, which increases costs
- Predominantly engineering solutions and apathy to low cost options and disuse of traditional systems.
- Pollution of water sources due to pesticides, sewage, effluent discharge, etc.
- Inadequate capacities of PRIs to take up the responsibility of rural drinking water
- Lack of willingness for devolution of financial and technical resources by State departments.
- Weak monitoring and surveillance mechanisms.
- Political systems / institutions hesitant to levy user charges and to obtain community contribution for capital costs.

Recommendations of State Ministers in-Charge of rural drinking water

19. In the conference of State Ministers in charge of Rural Drinking Water Supply and Sanitation held on 31st January – 1st February 2006, Hon'ble Prime Minister in his address has drawn attention to five aspects that must be addressed on a priority basis. The five points are:

- We must eliminate the backlog and provide safe water to all remaining habitations which are either uncovered or have slipped back from full coverage.

- We must address problems of water quality.
- We should entrust the responsibility of water supply management to local institutions and build their capacity in the management of water supply.
- We must improve comprehensive management of water supply by strengthening the management of our environment.
- We must mobilize communities to spread awareness of the linkage between good health and safe water supply.

20. At this conference, 3 Working Groups were constituted to go into modalities of the schemes to be implemented in the XI Plan (Recommendations at Annexure F).

Monitorable targets proposed for XI Plan

21. The targets to be monitored in the XI Plan are:

- Completion of 3052 NC and 38894 PC uncovered habitations (Total 41946 habitations) in the first two years of the Plan.
- Tackling of water quality problems in 60,000 habitations affected by arsenic, salinity, fluoride and nitrate by 2009.
- Coverage of 2.52 lakh slipped back and newly emerged habitations by 2009.
- Coverage of left over schools with adequate drinking water facilities.
- Provision of roof top rain water harvesting structures in 50,000 schools which already have toilet facilities.
- Source protection by recharge etc. of 10% of the drinking water sources every year for the next five years with funds available under 'Sustainability' head of ARWSP and integrating with programmes of other Departments.
- Coverage of habitations as per relaxed norms in the last three years of the Plan.
- Continuation of survey for detection of chemical contamination and provision of safe source in such quality affected habitations
- Coverage of uncovered SC habitations in 71406 villages which have SC population of 40% or above and uncovered ST habitations in 116850 villages which have ST population of 40% or above.

Strategy

22. The following strategy will be adopted to attain the objectives set in the drinking water component of Bharat Nirman:

- Providing regional schemes from alternative sources by extending new pipelines;
- Supplementing with new schemes for habitations served by outlived schemes;
- Rejuvenation of outlived schemes which are functioning below their rated capacity;
- Reviving traditional sources; Providing rainwater-harvesting structures;
- Adoption of technology and propmotion of R&D;
- Integrated approach by combining in-situ treatment with alternate safe sources, recharging and roof-top rainwater harvesting;

Policy & Implementation measures for XI Plan

23. State driven Public Health Engineering Departments are not in a position to ensure O&M and sustainability of drinking water supply systems and merely transferring these assets to PRIs has no meaning without creating an agency to support them. There is a need for an institutional structure which is responsible to the District PRI. Therefore, the District Water and Sanitation Mission (DWSM) should be converted in an agency for implementation and maintenance of water supply and sanitation facilities. The PHED staff should be a part of this agency and should be headed by an officer of the Superintending Engineer level. This agency will work under the control of the Zila Parishad or under the District Collector where the PRI does not exist. There should be a presence of this agency at the Sub-Divisional and Block level. The cost involved in the creation of the agency will be minimal by amalgamating the PHED staff into this agency. At the Gram Panchayat level, an O&M fund should be created and the GP empowered to levy user charges, hire pump operators, mistries, etc. The VWSC should be a standing committee of the GP. There should be a Junior Engineer for 3-4 GPs for providing technical assistance.

24. For the active involvement of communities in implementation of schemes and O&M of systems and for coordination with other Departments for water conservation, demand management etc, and for taking a holistic approach on the issue of sustainability, the establishment of the district agency and strengthening of the GP is suggested. The control of the State will be mainly for technical guidance and for funding.

25. It is suggested that in the Eleventh Five Year Plan there should be only one scheme of ARWSP in which there would be an element of token community contribution and involvement of user groups/ Panchayats in the selection and implementation of the schemes and for subsequent O&M. The present Swajaldhara programme with the pattern of Centre-State funding ratio of 90:10 may be discontinued and funds given only for completion of ongoing projects. ARWSP funding of Centre-State share ratio of 50:50 would need to continue in order to ensure that States give priority to the supply of safe drinking water and more funds flow to this sector. For creating a sense of ownership and for obtaining their commitment to taking on the responsibility of O&M of the schemes on completion it is essential for the community to be involved right from the planning stage. The State Government should have the responsibility of formulating the policy for community/ Gram Panchayat involvement and quantum of community contribution and there could be reduced level of community contribution in case of SC/ ST habitations/ villages and habitations located in difficult or hilly terrain, or in desert areas or in drought or flood prone areas etc. In exceptional cases of hardship the State Government, in consultation with the Government of India, could exempt communities of identified areas from making a contribution.

26. The community should be given the choice to make their contribution in the form of cash, kind, labour, land etc. It would be the responsibility of the Village Water and Sanitation Committee (VWSC)/ Gram Panchayat to make the community contribution towards capital cost.

27. However, the major source of funding for rural water supply schemes has to be the State and Central Governments and therefore adequate Plan provision has to be provided. Funds would also need to be provided for involving the community in water quality testing and for strengthening laboratories.

28. The States would also be required to provide matching share, as well as adequate funds for O&M and augmentation cost. It is proposed to have an O&M fund at the VWSC level, to which both the Center and State would contribute 10% of the capital cost each. The VWSC/

PRIs could be empowered to levy user charges. The village O&M Fund could be used for O&M of distribution network and such single-village schemes as the States consider feasible to transfer to the Gram Panchayats. The present criteria for allocation under ARWSP (Normal), the funds of which are mainly used for coverage is based on the following weightage principle:

Parameter	Weightage
Rural population	40%
Area under DDP/DPAP/HADP	35%
No. of NC/PC habitations	15%
Water quality status	10%

Table 2: Present weightage criteria for allocation of ARWSP funds

29. The above weightage principle needs to be revised on account of following reasons:
- Since there is separate funding for quality, the quality parameter under ARWSP (Normal) has got no sanctity.
 - As States/UTs with more NC/PC habitations tend to get more funds, there is disincentive for the States to have less NC/PC. Further on account of this parameter, there could be a tendency for the States to show more NC/PC. Our experience shows that though habitations have been covered as per ARWSP norms, States are showing these habitations as NC/PC on various pleas, eg. these are not covered with piped water supply; covered through a private source, etc.
 - There should be some incentive to States for promoting larger involvement of PRIs.
30. The entire allocation criteria were discussed in State Minister's Conference held on 31st January-1st February 2006. There was consensus that allocation criteria need revision. The Department intends to take up the matter in this regard and the likely proposed weightage principle would be on the following parameters:
- Weightage for rural population;
 - Weightage for area under DDP, DPAP and HADP;
 - Weightage for transfer of rural water supply schemes to VWSC under Panchayats;
 - Reduced weightage NC/PC habitations
 - Weightage as incentive for coverage
31. Scientific planning by increasing use of the hydro-geomorphological maps prepared from satellite imageries, for planning and locating drinking water sources based on felt needs of the community. Promoting the use of surface sources (including ponds) for conjunctive use of water to tackle quality problems.
32. Convergence of programmes like NREGA, Hariyali, State Schemes, for augmentation of water table and its recharge by adopting a holistic approach.
33. Sustainability of sources to be ensured by judicious use of ground and surface sources for tackling drinking water problems, specific interventions for recharging and strengthening of sources along with promotion of rain water harvesting, revival of traditional practices. Also, enactment of regulatory measures to ensure appropriate ground water use.

34. The components of Natural Calamity and DDP under ARWSP would continue in the XI Plan with the same funding pattern.

35. Bacteriological contamination is more dynamic and hazardous when compared to chemical contamination. About 1000 deaths every day is being projected by diarrheal diseases. This can be combated by proper sanitation and imparting hygiene education. National Rural Drinking Water Quality Monitoring and Surveillance Programme has been designed to address this problem at the GP level who are being empowered to test bacteriological quality. The programme also requires co-ordination with Health authorities and field workers. This programme will be continued in the XI Plan. As chemical contamination of fluoride leading to fluorosis among human beings is a major problem in a number of States, it is proposed to tackle this problem with a multi-disciplinary approach by setting up Regional Fluoride Mitigation Centres at Hyderabad/Gandhinagar by way of upgradation of existing institutions.

36. The centres would not only undertake a multi-pronged mitigation strategy comprising preventive, curative, control and remediation and health promotion measures by providing necessary technical, human resources development and other support to the states, local governments and grass-root level organizations, but there would also coordinate the activities of various sectors working for this cause. In tune with this concept, the center should have multidisciplinary infrastructure for purposes of timely initiatives, guidance and world class services to all sector partners involved, in the planning and mitigation activities of fluorosis problem in the country so as to eventually bridge the gap between risk assessment and risk management.

37. Sustainability measures like Water conservation and rainwater harvesting leads to in-situ remediation of water quality and as such will have to be a priority in water supply sector. A quantum of ARWSP funds would be allocated for sustainability of drinking water sources that would be prioritized in over-exploited and dark blocks identified by CGWB, Ministry of Water Resources.

38. Develop a proper IEC strategy & capacity development plan at the State, District, PRI, User levels.

Monitoring

39. This Department is striving to strengthen monitoring mechanism as indicated below:

- Periodic review meetings are conducted to review the physical and financial progress in implementation of schemes in all states.
- Field inspections are conducted by designated Area Officers from the Ministry to oversee the implementation of the drinking water and sanitation programmes.
- On-line data entry has been introduced and State officials responsible for online data entry have been imparted training to undertake this job. The list of habitations as per the cleansed data of the 2003 survey indicating status has been hosted and forms the base on which on-line data entry of coverage and reason for slippage etc. is to be done by States. Some States have already started online data entry. With the co-operation of the States it will be possible to further refine the system.
- System of monitoring of ARWSP through independent District level Monitors to be introduced from November 2006.

- There is also a system of National Level Monitors which enquires into specific allegations received regarding any rural development programme. In addition the Ministry of Rural Development has constituted District Vigilance Committees under the Chairmanship of the local M.P. which are required to review the performance of all programmes of the Ministry, including ARWSP.
- Action has been initiated to get drinking water supply in rural areas incorporated in SRS in collaboration with RGI office. This will help in obtaining independent feed back in selected areas on half yearly basis in future.
- Field inspections will be done in nearly 17,000 habitations on random basis to compare current water availability against the status reported in Survey 2003. This exercise by third party is expected to provide insights into per capita water availability, quality of service delivery and reasons for slippages.
- The feasibility of engaging an independent agency for ensuring timely completion, quality and cost control of water supply schemes, particularly of projects funded under the Sub-Mission water quality is under consideration.
- Evaluation of ARWSP is proposed to be conducted.

Management Information System (MIS)

40. Management Information System is extremely important for effective monitoring and implementation of various components of the Rural Water Supply Programme and Rural sanitation Programme and availability of data is necessary, not only to the Central and State Governments, people's representatives, but also to the users. It will be ensured that public has access to habitation-wise survey data through effective communication system. The objectives of computerization are to generate information relating to:

- Fast and reliable communication system
- Office automation and effective utilization of software tools for enabling E-Governance to improve the general productivity
- Training for using the computers and software purchased and application software that are developed
- Habitation-wise status availability for water supply and details of water sources as well as progress of implementation of projects/ schemes
- Mechanism of handling micro level data obtained from related departments/ agencies
- Evaluating different design alternatives based on costing ,Preparation of detailed scheme/ project documents including drawings and easy mechanism of storage and retrieval of schematic details
- Sharing of information in respect of technological innovations and experience in the water supply and sanitation sector
- Decision support systems and Geographic Information systems can go a long way in improving decisions and effective planning

Financial requirement during 11th Plan

41. Rural drinking water is one of the components of Bharat Nirman, which has been conceived as a plan to build rural infrastructure in four years period 2005-2006 to 2008-2009. The last two years of Bharat Nirman coincide with the first two years of the 11th Plan. In view of the progress made so far and the unfinished tasks ahead, the roadmap for the future has been worked out in terms of physical coverage as well as financial costs involved in the form of following abstract: This takes in to account the financial projection made by the States.

Year			CAP 99	Slipped back	Quality affected	Total	O&M, Sustainability & Calamity	Grand Total
2006-07	Physical (Habitations)		*18120	75000	15000	108120		108120
	Financial (Rs in Crores)	Centre	1721.89	2118.75	1040.00	4880.60	850.00	5730.64
		State	1721.89	2118.75	346.67	4187.3	566.66	4753.97
		Total	3443.78	4237.50	1386.70	9068.00	1416.66	10484.61
2007-08	Physical (Habitations)		16886	90000	48613	155499		155499
	Financial (Rs in Crores)	Centre	1730.25	2542.50	3859.60	8132.40	1500.00	9632.36
		State	1730.25	2542.50	1286.50	5559.30	1000.00	6559.28
		Total	3460.50	5085.00	5146.10	13692.00	2500.00	16191.64
2008-09	Physical (Habitations)		6963	87060	59948	153971		153971
	Financial (Rs in Crores)	Centre	936.30	2459.45	4911.90	8307.70	1500.00	9807.65
		State	936.30	2459.45	1637.30	5033.10	1000.00	6033.05
		Total	1872.60	4918.90	6549.20	13341.00	2500.00	15840.70
Total for last three years of Bharat Nirman	Physical (Habitations)		*41969	252060	123561	417590		417590
	Financial (Rs in Crores)	Centre	4388.44	7120.70	9811.50	21321.00	3850.00	25170.65
		State	4388.44	7120.70	3270.50	14780.00	2566.66	17346.30
		Total	8776.88	14241.40	130820	36100.00	6416.66	42516.95

* Report of coverage of 23 habitations in 2005-06 was received after targets were fixed for 2006-07

Table 3: Action Plan for Bharat Nirman – Physical and Financial Abstract

42. It is expected that the States will cover uncovered habitations of CAP'99 as well as address majority of quality affected and slipped back habitations. Therefore, it is proposed that in the remaining years of XI Plan (2009-2012) focus will be to address remaining quality affected habitations as well as converge of habitations with less than 100 populations. There has been continuous demand from States like Himachal Pradesh, Rajasthan and Uttaranchal for relaxation of norms to extend coverage to smaller habitations with less than 100 populations. It is also proposed to improve service delivery by enhancing per capita water availability from 40 lpcd to 55 lpcd for 4,74,885 habitations within proposed outlay. However, the action plan for this period will have to be finalized only after reviewing the status and actual progress made during Bharat

Nirman period in due consultation with States with whom the primary responsibility of planning and implementation lies. The details are as:

Category of Habitations	2009-10	2010-11	2011-12	Total
Quality affected habitations	24015	24015	24015	72045
Coverage of habitations with less than 100 population	23722	12189	9788	45699
Enhanced water availability from 40 lpcd to 55 lpcd	102976	167847	204062	474885
Total	150713	204051	237865	592629

Table 4: Proposed coverage during 2009-2012

Category of Habitations	2009-10	2010-11	2011-12	Total
Quality affected habitations	4360.67	4360.67	4360.67	24777.35
Coverage of habitations with less than 100 population	4507.18	2315.91	1859.72	8682.81
Enhanced water availability from 40 lpcd to 55 lpcd	5818.14	9483.36	11529.50	26831.00
O&M, Sustainability and Natuaral Calamity	2750.00	3000.00	3250.00	9000.00
Total	17435.99	19159.94	20999.89	69291.16

Table 5: Financial requirement 2009-2012 (Rs. in crores)

Category of Habitations	2009-10	2010-11	2011-12	Total
Quality affected habitations	3270.50	3270.50	3270.50	9811.51
Coverage of habitations with less than 100 population	2612.01	1602.89	1472.31	5687.21
Enhanced water availability from 40 lpcd to 55 lpcd	3267.49	5186.61	6307.20	14761.30
O&M, Sustainability and Natuaral Calamity	1650.00	1800.00	1950.00	5400.00
Total	10800.00	11860.00	13000.01	35660.02

Table 6: Central Share 2009-2012 (Rs. in crores)

Category of Habitations	2009-10	2010-11	2011-12	Total
Quality affected habitations	1090.17	1090.17	1090.17	3270.50
Coverage of habitations with less than 100 population	1895.17	713.03	387.42	2995.62
Enhanced water availability from 40 lpcd to 55 lpcd	2550.65	4296.75	5222.31	12069.71
O&M, Sustainability and Natuaral Calamity	1100.00	1200.00	1300.00	3600.00
Total	6635.99	7299.95	7999.90	21935.83

Table 7: State Share 2009-2012 (Rs. in crores)

43. States may require additional focused funding with special problems, such as Rajasthan. Keeping in view the Bharat Nirman and other activities, the funds requirement for the entire Eleventh Plan period is as follows:

Year	Total	Centre	State
2007-08	16192	9632	6560
2008-09	15840	9807	6033
2009-10	17436	10800	6636
2010-11	19160	11860	7300
2011-12	21000	13000	8000
Total	89628	55099	34529

Table 8: Financial requirement for XI Plan as per existing funding pattern (Rs. In crores)

44. States clearly need to opt for low cost technologies to reduce costs. They may also opt for short term measures to meet the immediate requirements and take up long term measures in the future. Only a few States such as Gujarat take loan from financial institutions for taking up drinking water supply schemes. Maharashtra, Kerala and Karnataka have ongoing World Bank Projects and Punjab, Tamil Nadu, Andhra Pradesh, Uttaranchal and Rajasthan propose to tap external funding for which talks are on with the World Bank. These projects would be approximately worth USD 1 billion. States should be encouraged to obtain assistance from financial institutions and external agencies.

45. During 2005-06 and 2006-07, allocation provided to the Centre is Rs. 9260 crores (Rs. 4060 Crores for 2005-06 and Rs. 5200 Crores for 2006-07). It may be noted that in 2005-06 an additional Rs. 200 crores was recommended by the Planning Commission for tackling water quality problems, but this was not released. In 2006-07, Rs. 5550 crore allocation was asked for, however only Rs. 5200 crores was allocated for rural water supply. Keeping in mind the requirement of funds as projected by the States, the need for augmentation rejuvenation, O&M and also the proposed funding pattern for NE States, the financial requirement for the XI Plan is estimated to be around Rs. 55099 crores as per existing funding pattern and Rs 57854 crores in case funding pattern is revised to 75:25 in respect of NE states.

Component for SC/ST Sub-Plans

46. The State/UTs are required to earmark and utilize at least 25% of the ARWSP funds for drinking water supply to the SCs and another minimum 10% for the STs. Where the percentage of SC or ST population in a particular State is considerably high warranting earmarking/ utilization of more than stipulated provisions, additional funds can be utilized. As a measure of flexibility, States may utilize at least 35% of the ARWSP funds for the benefit of SCs /STs, particularly in those States where SC/ST coverage is less than the coverage of the general population. Under ARWSP, a habitations consisting of 100 person or 20 households, is considered to be a habitation for the purpose of coverage of habitation with drinking water facilities utilizing fund released under the programme. This criteria has been relaxed for SC/ST habitations, where those having less than 100 persons can also be covered under ARWSP. It is also proposed to give priority to 71406 villages with over 40% SC/ST population (as per Census 2001), for water and sanitation coverage. A communication to this effect has already been sent to the States.

47. The Department monitors the expenditure incurred for the benefit of SC/ST population and SC/ST population covered periodically, through Monthly Progress Reports (MPR) furnished by the State Governments and periodic review meeting /conferences. During 2005-06, out of 2.66 crore total population covered under ARWSP, the coverage for SC/ST is 27%.

North East States

49. As in the Tenth Plan, the priority for North-Eastern Region will continue to be given in the XI Plan. At the beginning of the X plan, the number of uncovered habitations with reference to Comprehensive Action Plan, 99(CAP, 99) in the North Eastern Region was 24997 (1668 NC and 23329 PC). During four years period of the Tenth Plan, 1467 NC and 17455 PC are reported to have been covered leaving a balance of 201 NC and 6075 PC. The State wise detail is as under:

State	No. of Uncovered habitations of CAP, 99 as on 1.4.2006		
	NC	PC	Total
Assam	144	4803	4947
Arunachal Pradesh	34	309	343
Manipur	0	0	0
Meghalaya	7	127	134
Mizoram	0	26	26
Nagaland	16	609	625
Tripura	0	0	0
Sikkim	0	0	0
Total	201	5874	6075

Table 9: Coverage Status in NE States

50. It is proposed to cover all the uncovered habitations of CAP, 1999 by 2008-09. With the targets of coverage of 159 NC and 2902 PC during 2006-07, 42 NC and 2972 PC are likely to spill over to the 11th Plan and these would be covered in the first two years of 11th Plan. Besides, the coverage of uncovered habitations of CAP, 1999, the other priority areas are to tackle the problem of Slippage and water quality problem. In order to tackle the quality problem, focused funding is now being provided for taking up water quality projects.

51. As per the instructions, 10% of the Annual allocation is set aside for releases to the North Eastern States and the unutilized amount is transferred to the Non-lapsable pool. In the first year of the Tenth Plan (2002-03), an amount of Rs. 5.98 crores remained unutilized from the 10% quota of North East and this was transferred to Non-lapsable pool. In the subsequent years, the Department has taken full care to ensure full release from the 10% quota of North East.

52. Due to resource constraints, the North Eastern States find difficult to provide their matching share against the release of Central funds under ARWSP. They are insisting for changing the funding pattern to 90% Central and 10% State. The matter was taken up with Planning Commission to change the funding pattern from 50:50 to 75:25. Planning Commission advised that change in funding pattern for NE States may be decided in the 11th Plan. Accordingly, it is now proposed to change funding pattern for NE States in the ratio of 75:25

between Centre and State. Consequently instead of 10% of total allocation under ARWSP, 15% of total allocation would be earmarked for NE States during 11th Plan period. It has also been decided that in the Annual Plan, likely State-wise allocation will be indicated so that Planning Commission could provide sufficient funds for rural drinking water sector at the time of finalizing the State Plan. This would enable the North Eastern States to provide their matching share.

Year	Total	Centre	State
2007-08	1619	1011	608
2008-09	1584	1030	554
2009-10	1744	1134	610
2010-11	1916	1245	671
2011-12	2100	1365	735
Total	8963	5785	3177

Table 10: Financial requirement for XI Plan as per funding pattern of 75:25(Rs in crore)

Rural Sanitation - Total Sanitation Campaign

Objectives

53. The objective is to eliminate the practice of open defecation in rural areas and to ensure safe disposal of night soil, domestic liquid and solid waste. The expected outcomes would include improved health, decrease in incidence of water and sanitation related diseases and provide dignity and privacy to rural women and also improve attendance and enrolment of girls in schools. It would bring about an improvement in the general quality of life in rural areas.

Goals for XI Plan

54. The goals for XI Plan are:

- 100% sanitation coverage of individual households.
- Encourage cost effective and appropriate technology development and application.
- Generate demand through awareness and health education.
- 100% school sanitation coverage and promotion of hygiene education amongst students and teachers.
- Inclusion of solid and liquid waste management in villages.

55. Of the 13.82 crore rural households in India (Census 2001), 3.04 crore (22%) households had access to sanitation. Since then, 224.71 lakh toilets have been constructed under the TSC and the coverage at present is 38%. In 2006-07 it is proposed to construct another 120 lakh toilets. Thus about 729 lakh toilets have to be constructed in the XI Plan.

TSC Implementation Mechanism

56. The TSC is being implemented in 559 districts of the States/UTs with support from the GOI and the respective State/UT Governments. The States/UTs draw up a TSC Project for the select districts to claim GOI assistance. A TSC Project is expected to take about 3-5 years for implementation. At the district level, Zilla Panchayats implement the project. In case, Zilla Panchayat is not functional, District Water and Sanitation Mission (DWSM) can implement the TSC. Similarly, at the block and the Panchayat levels, Panchayat Samitis and respective Gram Panchayats are involved in implementation of the TSC.

Mid Term Evaluation of TSC

57. In order to assess the impact of TSC implementation in the country and whether the policies adopted in TSC were in order or not, M/s Agriculture Finance Corporation (AFC) was engaged in the year 2004 for conducting Mid Term Evaluation of TSC Programme. The study was conducted in 20 TSC districts of the country in the states of Andhra Pradesh, Bihar, West Bengal, Tamil Nadu, Maharashtra, Kerala, Uttar Pradesh, Madhya Pradesh, Rajasthan, Haryana, Tripura, Orissa, Assam and Jharkhand. The study concentrated on assessing the impact of the policy changes introduced in 1999 in the rural sanitation sector and mid course correction required. The main findings of the study are at Annexure G.

Coverage in the 9th & 10th Plan

58. Since TSC implementation began in year 1999-2002 for accelerating sanitation coverage in rural population, presently 559 sanitation projects in the country are under implementation with total outlay of Rs. **6240** crore. Central, State and beneficiary shares of the projects are Rs. **3675** crore, Rs. **1424** crore and Rs. **1140** crore respectively. The Government of India for implementation of these projects has already released Rs. **1399** crore (Till last financial year-March 2006).

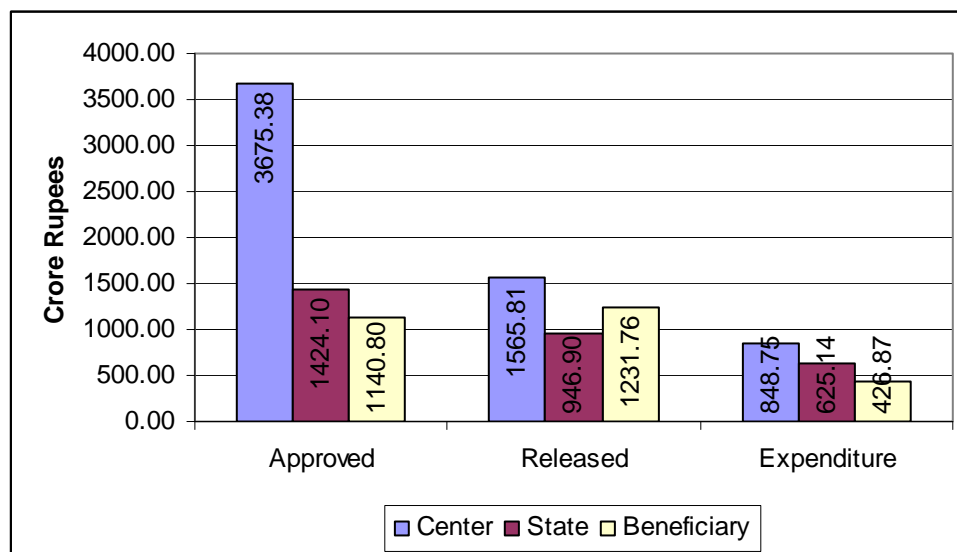


Figure 1: Funds approved and released under TSC

59. The main physical (sanitation) components sanctioned in the 559 projects (Districts) to be achieved over a period of 4-5 years are as follows:

- Construction of 499 lakh individual household latrines for BPL families
- Construction of 455 lakh individual household latrines for APL families
- 6.56 Lakh toilets for schools
- 1.99 lakh toilets for Balwadis /Anganwadis
- 36,098 community sanitary complexes
- 4,498 Rural Sanitary Marts / Production Centers
- Of the 138.2 million rural households in India (as per Census, 2001), so far nearly 22.5 lakh have constructed their own household toilets with support from the TSC. Besides, 2.07 lakh school toilets, 46,228 Anganwadi toilets, 6,466 community complexes, and 6,007 production centers/ rural sanitary marts (RSMs) have also been set up.

60. Components wise achievements against these are further shown as follows:

- Construction of 145.59 lakh against total of 499.28 lakh individual household latrines for BPL families i.e. 28.90%.
- Construction of 79.12 lakh units against total of 444.21 lakh individual household latrines for APL families i.e. 17.81 %.

- Therefore the total work combining APL & BPL families is showing only 23,60 % so far
- Construction of 61482 toilets for Balwadis/ Anganwadis. The achievement till date is 30.89%.
- Construction of 7152 for community Sanitary complexes. The achievement till date is 20.51%.
- Construction of 6885 for RSMs/ PCs.

Incentives and Awards - Nirmal Gram Puraskar

61. To add vigor to the TSC, in June 2003, GoI initiated an incentive scheme for fully sanitized and open defecation free Gram Panchayats, Blocks, and Districts called the 'Nirmal Gram Puraskar'. The incentive pattern is based on population criteria. The following can receive the Nirmal Gram Puraskar

- a) **Gram Panchayats, Blocks and Districts**, which achieve 100% sanitation coverage in terms of
 - 100% sanitation coverage of individual house holds,
 - 100% school sanitation coverage
 - Free from open defecation and
 - Clean environment maintenance.
- b) **Individuals and organizations**, which have been the driving force for effecting full sanitation coverage in the respective geographical area.

Targets for XI Plan

62. **Individual House Hold Latrines:** The total no. of 729 lakh IHHL units have to be constructed under rural sanitation programme for APL & BPL families by March 2012. The required growth rate per year to complete 100 % target by 2012 is 10.54 % as against the current growth rate of 2.95 % per year. For achieving extra 7.59 % along with the existing progress pattern the focus in the 11th Plan has to be more on IEC and HRD. Besides this target and achievement, the consideration on increased households (HH) over the years is also to be added. According to Census 2001 data now at the rate of 21% growth more households will also have to be covered which would require more funds in the remaining period. The growth rate is not uniform for all States and only some states are doing well (W. Bengal, Maharashtra, Tamil Nadu, Kerala, Gujarat & Tripura).

63. Total Sanitation Campaign (TSC) is the main vehicle for promoting rural sanitation in the country. TSC is at present sanctioned in 559 districts in the country. It is proposed to sanction TSC in all the rural districts (old 559+new 15 no.) of the country by the end of 2006-07. Each TSC project is to be implemented over a period of 4-5 years. So it is expected that all these projects will be completed by 2010. There will be a few slow moving districts, which may take one, or two years more, so by 2012 all projects are expected to be completed. Since the objective of each project is to ensure 100% coverage of households, schools, anganwadis etc, the same is expected to be achieved by 2012. It is expected that household coverage acceleration and year wise achievement be proposed as per table:

Year	Projected achievement (million households)
2005-06	9
2006-07	12
2007-08	14
2008-09	18
2009-10	18
2010-11	12
2011-12	7

Table 11: Projected achievement of Household coverage

64. **Coverage of Rural Schools:** As part of the TSC implementation, greater thrust has been given to ensure 100 percent coverage of rural schools with toilet facilities by the end of 2006-07. The coverage will target all government schools in the rural areas with the funds available under the TSC and the private schools by their own resources. Special provisions will be made for girl students in all the schools. In all the co-educational schools, separate toilet blocks for girls will be constructed. This programme is tied up with Sarva Shiksha Abhiyan (SSA) of the Dept. of Education, MoHRD, GoI. In XI Five Year Plan the remaining schools will be covered. Districts have been directed to give the correct figures after taking into account schools covered with SSA funds. The achievement till date is 36.14%.

65. **Construction Of Toilets For Balwadis/ Anganwadis:** Coverage of all the remaining 133, 114 Anganwadis will be the target for the 11th Five Year Plan.

66. **Community Sanitary Complexes:** Coverage of the all the remaining **25, 769** units Sanitary Complexes will be the target for the 11th Five Year Plan.

67. **RSM/PCs:** More RSMs/ PCs will be required in remaining States/ Districts/ Blocks/ Villages. These figures and setting up of Targets will be finalized after the receipt of revised proposal from the districts.

Monitoring of the programme.

District level monitoring (DLM)

68. For Successful implementation of any programme, robust monitoring system is required. For TSC following monitoring arrangement has been made:

- All project districts through an on line monitoring system, which is accessible through Internet, are submitting the physical and financial progress reports.
- To monitor the quality of implementation, process parameters, use and maintenance of toilets, 49 no. of District level monitoring (DLM) agencies have been appointed for covering each TSC district. The agencies monitor the implementation every quarter in 20 Gram Panchayats in each district and submit the data panchayat wise through an on line monitoring system. The data collected by DLMs is for minimum 25 households in each panchayat. 8 panchayats are taken as control GPs where monitoring is done every quarter to assess the improvement in the quality of implementation over a period of time and 12 new GPs are

taken up every quarter. The data is collected on the quality of construction, use and maintenance of facilities, hygiene behavior issues i.e. washing of hand before eating and after defecation, proper storage of drinking water in the household etc. This ensures that proper feed back on the quality of implementation is received timely. Presently District level Monitoring is done in total 398 Districts out of 559 Districts.

National level Monitoring

69. In addition, a panel of National Monitors has also been made which includes experts working in the water & Sanitation sector in Govt. of India, State Governments, External Support Agencies, Non Governmental Organizations, and Training Institutions etc. They go to the states to review the quality of Implementation as part of Review Mission constituted by Govt. of India. There are total 297 no. of National level monitors undertaking monitoring work in these TSC Districts.

Report Card

70. A system of report card for each state has been developed to assess the performance of TSC implementation in various districts of the state on a number of parameters. The report cards are made twice a year and also shared with the State Governments with suggestions to improve the implementation in the relevant areas.

Major Constraints

71. The major constraints faced by TSC are:
- Lack of priority for sanitation by many States
 - Non-release of State share by some States
 - Lack of emphasis on inter-personal communication at village level
 - Inadequate capacity building at grass root level
 - Only 80% of the toilets constructed are being used

Areas of focus in the XI Plan

72. **Solid Waste Management:** Till now Solid/ Liquid Waste Management was not a part of TSC programme. The Mid Term Evaluation Study of TSC by AFCL had strongly recommended the inclusion of solid waste management as a component of TSC. Accordingly, it has been felt necessary to incorporate Solid/Liquid Waste disposal in villages as a component of Total Sanitation Campaign (TSC). Upto 10% of the TSC project outlay may be earmarked for taking up various activities related to solid and liquid waste management. The fund sharing pattern between the Centre, State and Panchayat / Community would be in the ratio of 60:20:20. Under this component activities like common compost pits, low cost drainage, soakage channels/pits, reuse of waste water, system for collection, segregation and disposal of household garbage etc may be taken up. Successful models may be further replicated dovetailing funds from other Rural Development programmes. Adding these activities in TSC with 10% cost to come from 12th Finance Commission grants.

73. **Provision of revolving fund for Self Help Groups & Cooperative Societies:** Based on the successful initiative taken by Self Help Groups, Dairy cooperative societies in arranging cheap finance to their members for toilet construction in many parts of the country, a sum of upto Rs 50 Lakhs subject to the restriction of 5% earmarked for alternate delivery mechanism (which includes the cost for setting up RSMs and PCs) may be given to each TSC project as revolving fund. This revolving fund may be further given to Dairy cooperative societies or Self Help Groups whose creditworthiness is beyond any doubt as revolving fund to provide cheap finance to their members. Not more than Rs 2000 per household can be given as loan from this fund, which needs to be recovered in not more than 12 installments. District TSC projects will have the flexibility to decide the other terms and conditions for sanction of the revolving fund. APL households can access this revolving fund also.

74. Larger focus on **School Sanitation** with increased coverage / increase in no. of toilet construction & their proper use, ensuring water availability at site, creation of school sanitation fund (SSF) by participatory method and partial support from District Education dept., planned discussion for gearing up school sanitation coverage at dist./ state sanitation mission (DWSM/ SWSM), encouraging new technologies like child friendly toilets, regulation of water usage (techniques), and making school environment plan & its implementation.

75. **School Sanitation & Hygiene Education (SSHE):** The strategic focus of the project was to combine technology with human resource development and develop a sustainable approach that had children's participation at the core. Children are more receptive to new ideas and schools /Anganwadis are appropriate institutions for changing the behavior, mindset and habits of children from open defecation to the use of lavatory through motivation and education. The experience gained by children through use of toilets in school and sanitation education imparted by teachers would reach home and would also influence parents to adopt good sanitary habits. School Sanitation, therefore, forms an integral part of every TSC Project. Toilets in all types of Government Schools i.e. Primary, Upper Primary, Secondary and Higher Secondary and Anganwadis should be constructed. Emphasis should be given on toilets for Girls in Schools.

76. In addition to creation of hardware in the schools, it is essential that education is imparted to the children on all aspects of hygiene. For this purpose, at least one teacher in each school must be trained in hygiene education that in turn should train the children through interesting activities and community projects that emphasize hygiene behavior. The expenditure for this purpose can be met from the IEC fund earmarked for the project. Each project district must prepare a comprehensive action plan for school sanitation covering hardware and software activities.

77. **Anganwadi Toilets:** In order to change the behavior of the children from very early stage in life, it is essential that Anganwadis are used as a platform of behavior change of the children as well as the mothers attending the Anganwadis. For this purpose each anganwadi should be provided with a baby friendly toilet.

78. **Sectoral Linkages:** While implementing DDWS many diverse issues and involvement of other sectors like Health & family welfare, RES, DWCRA, ICDS, Education, Tribal/ Social Welfare will be effective at Center, State, District, Block & Village level. Therefore in next plan National level Coordination with dept. of Elementary Education & Literacy, Dept. of Health, MOH & FW, Women & Child dev. & Min. of Tribal affairs needs to be emphasized.

79. Effective steps have been taken for convergence with National Rural Health Mission (NRHM) for better health and sanitation facilities in the field. It has been decided to ensure

convergence in institutional structure at district and Village level by having common committees wherever possible. In addition, it has been decided to have common IEC for behavior change communication and to include ASHA as motivators for taking up inter personal communication and facilitator (one of the 5 members to form a team) for water quality surveillance programme at the grass root level.

80. **Emphasis on IEC:** 729 lakh IHHL units have to be constructed under TSC (rural sanitation programme) for all rural families by March 2012. The required growth rate per year to complete 100 % target by 2012 is 10.54 % as against the current growth rate of 2.95 % per year. For achieving extra 7.59 % along with the existing progress pattern the focus in the 11th Plan has to be more on IEC and HRD. For taking up effective IEC, a national communication strategy has been developed. Along with this, prototype of district communication strategy and communication tools has also been developed. The communication strategy focuses on mass media campaign on sanitation and hygiene issues at the national level and interpersonal communication at the grassroots level. IEC activities would also need to focus on maintenance in gram panchayats which have been declared to be “open defecation free”.

81. **Capacity building:** Different stakeholders like PRIs, NGOs, School Teachers, Anganwadi workers, Masons, Health workers, Engineers, District & Block level programme managers need to be trained and oriented towards different aspects of sanitation promotion. In addition, lot of focus on information, education & communication (IEC) is required. This requires focused attention of the state governments and for this purpose, fresh guidelines have been developed to assist the states to set up Communication & Capacity Development Units (CCDUs) in each state which are funded 100% by Government of India. The primary responsibility of the CCDU is to plan and manage Communication & Capacity Development activities in the state.

82. **Construction of individual household latrines:** A duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit with a super structure. All existing dry latrines in rural areas should be converted to pour flush latrines. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to Below Poverty Line families. The financing pattern including the incentive for BPL household for construction of Individual house hold latrines is as follows:

Basic Low Cost Unit Cost (Rs.)	Contribution					
	GOI		State		House hold	
	BPL	APL	BPL	APL	BPL	APL
Model 1: Upto Rs. 1500 (including superstructure)	60%	Nil	20%	Nil	20%	100%
Model 2: Between Rs. 1500/- and Rs. 2000/-	30%	Nil	30%	Nil	40%	100%
Above Rs.2000/-	Nil	Nil	Nil	Nil	100%	100%

Table 12: NGP Cost Structure

83. The incentive given by the Central Government will continue to be admissible with reference to the cost of the basic low cost unit as given in the above Table but in no case will the overall quantum of Central incentive exceed the admissible amount. As per the above table the

maximum incentive per toilet given by central government will be Rs 900 in case of model 1 and Rs 600 in case of model 2.

84. It is assumed that APL families, through motivation, will take up construction of the household latrines on their own. The IEC activities, will, however, cover all the families in the district, without exceptions. APL families facing cash crunch may access the revolving fund as outlined in an earlier paragraph.

85. Construction of dry latrines is not permitted in the rural areas. The existing dry latrines, if any, should be converted to pour flush latrines and the unit cost and sharing pattern shall be identical to that of construction of individual household latrines.

86. **Community sanitary complex:** Community Sanitary Complex is an important component of the TSC. These Complexes can be set up in a place in the village acceptable to women/men/ landless families and accessible to them. The maintenance of such complexes is very essential for which Gram Panchayat should own the ultimate responsibility or make alternative arrangements at the village level. Maximum unit cost prescribed for a community complex is upto Rs 2 lakhs. However, the National Scheme Sanctioning Committee based on the detailed design and estimates will approve it. Sharing pattern amongst Central Government, State Government and the community is in the ratio of 60:20:20. The Panchayat, however, can make the community contribution. There will not be any upper ceiling for expenditure on this item. Ordinarily such complexes should be constructed only when there is lack of space in the village for construction of household toilets and the community owns up the responsibility of their operation and maintenance. The ultimate aim is to ensure construction of maximum IHHLs and construction of community complexes will be restricted to only when IHHLs cannot be constructed, for whatever reason, and also teach the community of "Hygiene practices". Such complexes can also be made at public places, markets, etc. where large-scale congregation of people takes place.

87. **Technology and Maintenance issues:** TSC encourages low cost technology depending upon local soil and climate conditions for construction of toilets. Different models have been developed by Fey Resource Centres and expert organizations working in this field for different regions of the country. For dry areas, models with little requirement of water have been developed and for flood plains and places with high water table, waterless models have been developed. The present does not specify any preferred technology but gives the district and state authorities autonomy of choice. It is proposed to promote realistic approach for designing the structures at various cost option for increasing the demand level. The following creation & maintaining issues for implementation are to be addressed:

- Various low cost and affordable technological information
- Hydro-geological information
- Local availability of construction Materials
- Design or model Cost
- Variations and steps in superstructure
- Materials procurements

88. **Phase II of TSC:** Construction of toilets is going on at a significant pace. As the number of toilets increases, TSC needs to focus on other aspects like use and maintenance, assessment of impact of these toilets in water quality of the area, solid and liquid waste management and other hygiene practices required for a healthy life. As states move towards high

coverage of IHHL form low coverage, these issues will gain prominence and have to be emphasized to ensure sustenance of sanitation. Impact evaluation is required to be conducted. These issues are proposed to be tackled in TSC Phase II, which is likely to come in operation in the middle of the XI Plan.

Budget Requirement for TSC

89. Considering the importance of rural sanitation promotion the fund allocation has been increased more than four fold in last two years. The allocations and utilization of funds for the first 4 years of the Xth Plan is as follows:

Year	Allocation (in crore)	Utilization (in crore)
2002-03	165	141
2003-04	165	205
2004-05	400	368
2005-06	700	660.71
2006-2007	800	

Table 13: Allocation and utilization of funds in the 10th plan

The budgetary requirement for the XI Plan is as:

Total outlay of 559 projects-	Rs. 10,337 crore
Central Share-	Rs. 6,412 crore
Funds available till the end of 10th Five year Plan-	Rs. 2,400 crore
Fund requirement for construction of toilets, IEC, etc	Rs. 4,300 crore
Fund for Solid & Liquid waste management	Rs. 500 crore
Fund required due to revision of cost in 2008-09	Rs. 900 crore
Funds for Nirmal Gram Puraskar	Rs. 6,000 crore

Requirement for the 11th Plan Rs. 11,700 crore

Year	Normal Scheme	NGP	Total
2007-08	910	600	1510
2008-09	1000	1000	2000
2009-10	1500	1800	3300
2010-11	1300	1600	2900
2011-12	990	1000	1990
Total	5700	6000	11700

Table 14: Financial requirement for XI Plan (Rs. In crore)

Component for SC/ST Sub-Plans

90. Total Sanitation Campaign (TSC) aims to provide sanitary toilet facility to all households in rural area. The guideline provides for special emphasis on Scheduled Caste, Scheduled tribe and disadvantaged sections of the society. Out of total incentives earmarked for construction of

household latrines, a minimum of 25% is to be provided to the households from SC/ST. Recently, State governments have been requested to pay special attention to 71,406 villages where population of SC/ST is more than 40% as per Census 2001. Under TSC, out of total coverage of 1.67 crore BPL families, 40.66 lakh (24%) families belong to SC category and same for ST families are 15.11 lakh (9%).

North East States

91. The following Status on Physical and Financial progress shows that out of 8 States only Tripura & Sikkim are showing good pace of work and remaining all 6 States are still in a very dismal position. Meghalaya & Mizoram require a very special intervention because they are yet to take off, besides there is poor performance in remaining 4 States. The two tables below show State wise physical and financial progress in all TSC components.

Sr	State	Project Objectives							Project Performance						
		IHHL BPL	IHHL APL	IHHL TOTAL	San. Comp	School Toilets	Toilets for Bal	RSM /PC	IHHL BPL	IHHL APL	IHHL TOTAL	San. Comp	School Toilets	Toilets for Bal	RSM /PC
1	ARUNACHAL PRADESH	144556	11453	156009	234	3461	1500	71	14938	1129	16067	0	1453	228	10
2	ASSAM	1153531	605402	1758933	10	11767	2482	90	63465	3081	66546	0	202	6	17
3	MANIPUR	63578	0	63578	56	606	0	13	672	0	672	9	72	0	6
4	MEGHALAYA	91087	12661	103748	200	2048	649	11	0	0	0	0	0	0	0
5	MIZORAM	59679	16852	76531	486	1753	812	20	0	0	0	0	0	0	0
6	NAGALAND	90153	10151	100304	1186	752	99	12	28401	0	28401	71	291	34	2
7	SIKKIM	51302	3197	54499	937	1604	340	12	23607	47750	71357	222	1495	171	0
8	TRIPURA	361409	107511	468920	528	3643	2950	31	362084	71507	433591	135	2453	3545	527
	GRAND TOTAL	2015295	767227	2782522	3637	25634	8832	260	493167	123467	616634	437	5966	3984	562

Table 15: Physical Progress Report As Per Information Received Upto 6-2006

(Rs. in Lakhs)

State	Total Project Outlay	Approved Share			Release of funds			Expenditure Reported			
		Centre	State	Benef	Central	State	Benef	Centre	State	Benef	Total
1 ARUNACHAL PRADESH	3151.59	2115.64	680.92	355.03	634.68	66.79	19.31	289.22	20.04	86.55	395.81
2 ASSAM	12118.4	7774.95	2614.82	1728.6	2353.51	319.85	149.25	383.32	84.43	67.55	535.3
3 MANIPUR	1039.55	505.48	270.46	263.61	151.64	0	0	5	0	0	5
4 MEGHALAYA	1960.26	982.59	520.23	457.44	294.77	0	0	0	0	0	0
5 MIZORAM	1576.99	1012.86	352.11	212.02	280.84	7.5	0	5.12	0	0	5.12
6 NAGALAND	1082.31	736.88	212	133.43	274.18	52.36	85.19	238.19	50.67	59.67	348.53
7 SIKKIM	1936.88	1268.86	408.41	259.61	617.71	1010.82	403.88	427.63	384.47	398.14	1210.24
8 TRIPURA	4628.3	2685.54	1079.93	862.83	2417.51	959.96	1252.34	1942.34	907.62	815.88	3665.84
GRAND TOTAL	27494	17083	6138.9	4272.6	7024.8	2417.3	1910	3290.8	1447	1427.8	6165.8

Table 16: Financial Progress Report As Per Information Received Upto 6-2006

92. TSC Projects have been sanctioned in 62 Districts of the 8 States at a total cost of Rs. 274.94 crores, with GoI's share of Rs. 170.83 crores, State share of Rs. 61.39 crores and Beneficiary contribution of Rs. 42.73 crores. The funds released against sanctioned amount in

these 8 States are Rs. 70.25 crore by GoI, Rs. 24.87 crores by State Govt., with the beneficiaries contributing Rs. 19.23 crores till now. Possible Approach for Improvement

- Internal Performance appraisal among all 8 states
- Utilizing new Guidelines as incentive for gear up in remaining time frame (IEC)
- Immediate opening and functioning of CCDUs with proper skill enhancement and capacity building of stake holders
- Intersectoral coordination among all allied agencies in rural development sector and setting up issue based strategy with NEDC (North East Development Council).

ANNEXURES

Annexure A

Plan-wise Investment in Rural Water Supply Sector

(Rs. in crores)

Plan Period	Rural Water Supply		
	Center	State	Total
I Plan 1951-56	0.00	3.00	3.00
II Plan 1956-61	0.00	30.00	30.00
III Plan 1961-66	0.00	48.00	48.00
IV Plan 1969-74	34.10	208.00	242.10
V Plan 1974-79	157.17	248.00	505.17
VI Plan 1980-85	895.38	1530.17	2425.55
VII 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
VIII Plan 1992-97	4139.74	5084.44	9224.18
IX Plan 1997-02	8454.57	10773.11	19227.68
X Plan 2002-03	2100.70	2395.65	4496.35
2003-04	2564.90	2488.06	5052.96
2004-05	2930.79	2971.52	5902.31
2005-06	4098.03	2975.36	7073.39
2006-07 (As on 07.07.2006)	1543.88	35.27	1579.15
Total	29879.93	32650.50	62530.43

Annexure B

Reasons for Slippages from FC To PC/NC

S. No.	State	Total entry done for habitations	Slipped Back Habitations	Drying up of Sources	Quality	Quantity	Population Increase	O&M	Life of Source outlived	Multiple Reasons
1	ARUNACHAL PRADESH	100%	62.80%	2.71%	7.28%	15.17%	6.03%	0.37%	0.00%	68.44%
2	ASSAM	99.81%	28.62%	0.54%	5.47%	0.83%	5.10%	5.04%	45.47%	83.02%
3	BIHAR	9.14%	61.91%	0.28%	0.66%	0.00%	1.02%	0.07%	1.02%	52.51%
4	CHATTISGARH	98.86%	45.47%	30.22%	8.90%	12.98%	23.58%	1.25%	0.00%	22.05%
5	GOA	6.9%	4.17%	0.00%	100.00%	0.00%	0.00%	0.00%	0.00%	0.00%
6	GUJARAT	99.83%	24.75%	1.68%	22.27%	75.64%	0.39%	0.01%	0.78%	0.01%
7	HARYANA	96.31%	38.11%	9.82%	13.11%	34.51%	3.74%	0.21%	0.00%	37.84%
8	HIMACHAL PRADESH	100%	21.82%	14.82%	1.03%	45.04%	13.05%	0.56%	0.00%	25.51%
9	JHARKHAND	26.3%	13.40%	18.79%	4.33%	8.55%	31.70%	0.31%	11.20%	36.32%
10	KARNATAKA	100%	0.95%	19.96%	10.39%	9.37%	3.67%	0.20%	0.00%	45.21%
11	KERALA	100%	40.56%	0.24%	5.11%	7.68%	48.30%	0.24%	0.00%	38.43%
12	MADHYA PRADESH	94.79%	30.33%	49.41%	4.02%	13.65%	17.97%	0.82%	0.00%	14.14%
13	MAHARASHTRA	64.77%	31.03%	12.80%	2.31%	38.65%	24.19%	1.86%	0.00%	20.19%
14	MEGHALAYA	100%	39.16%	0.05%	1.29%	0.03%	0.00%	0.00%	0.00%	98.63%
15	MIZORAM	100%	64.58%	0.00%	0.00%	0.00%	0.60%	0.00%	0.00%	99.40%
16	ORISSA	100%	21.73%	13.35%	9.51%	26.20%	25.54%	0.66%	0.00%	24.73%
17	PONDICHERRY	100%	24.19%	0.00%	65.00%	0.00%	35.00%	0.00%	0.00%	0.00%
18	PUNJAB	3.68%	49.70%	0.00%	66.93%	31.47%	0.40%	0.80%	0.00%	0.40%
19	RAJASTHAN	95.91%	41.46%	13.89%	35.77%	26.29%	1.39%	0.18%	0.00%	22.47%
20	SIKKIM	100%	39.19%	12.87%	0.00%	0.00%	87.03%	0.10%	0.00%	0.00%
21	TAMIL NADU	100%	34.46%	94.95%	5.05%	0.00	0.00%	0.00%	0.00%	0.00%
22	TRIPURA	0.15%	50.00%	0.00%	0.00%	100.00%	0.00%	0.00%	0.00%	0.00%
23	UTTAR PRADESH	10.32%	9.15%	0.04%	3.38%	91.17%	0.69%	0.00%	0.00%	4.72%
24	UTTRANCHAL	1.18%	17.35%	0.00%	0.00%	100.00%	0.00%	0.00%	0.00%	0.00%
25	WEST BENGAL	25.47%	49.40%	0.39%	0.61%	0.50%	83.39%	11.53%	0.00%	3.58%

* Analysis based on data entry done by States upto 20th October 2006.

Annexure C

Results of Habitations Survey 2003 received from State/UT Government

S No.	State	Total habitations reported by states				Habitations as per ARWSP Norms			
		TOTAL	NC	PC	FC	TOTAL	NC	PC	FC
1	ANDHRA PRADESH	64547	3579	34229	26739	61496	3402	33550	24544
2	ARUNACHAL PRADESH	5228	2067	2183	978	5215	2062	2178	975
3	ASSAM	80468	29355	23813	27300	75734	26981	23766	24987
4	BIHAR	107642	28712	45242	33688	105205	27440	44892	32873
5	CHANDIGARH	18	0	0	18	18	0	0	18
6	CHATTISGARH	72724	15398	13300	44026	70820	14599	13237	42984
7	DADRA & NAGAR HAVELI	70	0	19	51	70	0	19	51
8	DAMAN & DIU	21	0	0	21	21	0	0	21
9	GOA	348	0	6	342	331	0	5	326
10	GUJARAT	34642	1401	9306	23935	34584	1396	9302	23886
11	HARYANA	6605	53	3357	3195	6528	50	3315	3163
12	HIMACHAL PRADESH	51848	9868	22797	19183	28215	4929	13040	10246
13	JAMMU AND KASHMIR	12394	2177	4627	5590	12393	2177	4626	5590
14	JHARKHAND	120473	15346	5555	99572	120010	15217	5555	99238
15	KARNATAKA	51543	80	24442	27021	42183	70	21073	21040
16	KERALA	12165	366	9457	2342	12165	366	9457	2342
17	LAKSHADWEEP	9	0	9	0	9	0	9	0
18	MADHYA PRADESH	127397	20176	31888	75333	127036	20091	31834	75111
19	MAHARASHTRA	77651	2505	40493	34653	77466	2498	40406	34562
20	MEGHALAYA	9326	2285	2849	4192	9326	2285	2849	4192
21	MIZORAM	775	187	430	158	766	179	430	157
22	NAGALAND	1377	72	1043	262	1377	72	1043	262
23	ORISSA	139338	35784	15177	88377	133697	33534	15166	84997
24	PONDICHERRY	248	0	107	141	248	0	107	141
25	PUNJAB	13724	4461	5450	3813	13703	4447	5443	3813
26	RAJASTHAN	121133	61995	18796	40342	107768	55934	17168	34666
27	SIKKIM	2498	0	1053	1445	2498	0	1053	1445
28	TAMIL NADU	81787	11799	40926	29062	81787	11799	40926	29062
29	TRIPURA	7940	1050	2779	4111	7940	1050	2779	4111
30	UTTAR PRADESH	260110	7993	18776	233341	260081	7992	18775	233314
31	UTTRANCHAL	39142	4784	14040	20318	18311	1311	6921	10079
32	WEST BENGAL	96242	8912	20497	66833	90348	8062	20485	61801
	Total	1599433	270405	412646	916382	1507349	247943	389409	869997

Status of Handpumps and Pipe Water Supply Schemes

(As per information received from States/UTs till 31-5-2006)

S.No.	State/UT	Handpumps			Pipe Water Supply Schemes									Other Sources		
		Installed	Working	% age working	Village(Mini)			Multi-Village			Public Standposts			Installed	working	% working
1	Andhra Pradesh	253290	253208	99.97	28251	28226	99.91	242	242	100.00						
2	Arunachal Pradesh	1930	1357	70.31				3913	3913	100.00	29523	29523	100.00			
3	Assam	198926	159141	80.00	0	0	0.00	3337	2718	81.45	66740	54360	81.45	26093	23958	91.82
4	Bihar	724276	574668	79.34	7	5	71.43	731	310	42.41	3584	1896	52.90			
5	Chhattisgarh	155115	152985	98.63	1323	1232	93.12				1335	1183	88.61			
6	Goa	648	648	100.00	0	0		295	295	100.00	11829	11776	99.55			
7	Gujarat	153282	147665	96.34	1055	1055	100.00	406	406	100.00	9342	8895	95.22	878	878	100.00
8	Haryana	15	15	100.00				3280	3251	99.12	275000	231500	84.18			
9	H.P.	7237	7103	98.15												
10	Jammu & Kashmir	1573	1237	78.64	1783	1370	76.84	529	428	80.91	164659	141574	85.98			
11	Jharkhand	266155	212855	79.97	260	161	61.92									
12	Karnataka	174033	134560	77.32	17888	16600	92.80	13440	13440	100.00	2700	2700	100.00			
13	Kerala				1365	1358	99.49	241	241	100.00	132415	130932	98.88			
14	Madhya Pradesh	341830	309679	90.59	3180	2760	86.79	4150	3723	89.71				3326	2626	78.95
15	Maharashtra	210000	190000	90.48	30439	27569	90.57	592	544	91.89						
16	Manipur	1770	1429	80.73	1415	1230	86.93	235	200	85.11	6848	6085	88.86			
17	Meghalaya	956	883	92.36	2982	2838	95.17							2756	2722	98.77
18	Mizoram	1817	1543	84.92	694	573	82.56	29	29	100.00	4454	4007	89.96	17816	13455	75.52
19	Nagaland	174	0	0.00	1342	1342	100.00									
20	Orissa	232192	222938	96.01	1029	1029	100.00	492	492	100.00	23447	23447	100.00	5644	5644	100.00
21	Punjab	1382	1359	98.34	964	964	100.00	2057	2057	100.00	64688	64688	100.00			
22	Rajasthan	21647	21647	100.00	1811	1811	100.00	9850	9850	100.00	2993	2993	100.00	1531	1531	0.00
23	Sikkim	0	0		3588	3178	88.57	57	55	96.49	43056	38136	88.57	0	0	0.00
24	Tamilnadu	157740	127482	80.82	57508	51003	88.69	440	440	100.00	615575	603264	98.00	56675	51721	91.26
25	Tripura	38798	32589	84.00							603	574	95.19			
26	Uttar Pradesh	802043	759816	94.74	2150	1918	89.21				36089	35139	97.37	1806	1378	76.30
27	Uttaranchal	4828	4182	86.62	720	634	88.06				3356	3010	89.69			
28	West Bengal	401088	343877	85.74	176	176	100.00	703	703	100.00	71736	71736	100.00	0	0	
29	A & N Islands	128	0	0.00	5	5	100.00				1219	1215	99.67			
30	D & N Haveli	1361	1310	96.25	149	149	100.00				2316	2279	98.40	232	225	96.98
31	Daman & Diu	643	643	100.00	22	22	100.00	0	0		635	635	100.00			
32	Delhi															
33	Lakshadweep	0	0								1408	1408	100.00			
34	Pondicherry	0	0		140	140	100.00	5	5	100.00	1667	1667	100.00			
35	Chandigarh	29	29	100.00							27					
	Total	4154906	3664848	88.21	160246	147348	91.95	45024	43342	96.26	1577244	1474622	93.49	116757	104138	89.19

Annexure E

Water Quality affected Habitations reported by States

(On the basis of survey ordered in March 2000 - as on 31-3-04)

S.No.	State / UT	Habitations Affected by					
		Fluoride	Salinity	Iron	Nitrate	Multiple	Total
Andhra Pradesh	3072	973	5	0	0	0	4050
Arunachal Pradesh	0	0	0	0	0	0	0
Assam	0	0	7585	0	0	534	8119
Bihar	43	0	629	45	50	9	776
Chattisgarh	17	61	4932	11	0	0	5021
Goa	0	0	0	0	0	0	0
Gujarat	4341	2575	0	0	1336	465	8717
Haryana	144	72	0	0	0	145	361
Himachal Pradesh	0	0	0	0	0	0	0
Jharkhaand	15	0	113	0	1	39	168
Jammu & Kashmir	0	0	49	0	0	0	49
Karnataka	5838	4460	6633	0	4077	0	21008
Kerala	34	86	564	0	78	105	867
Madhya Pradesh	3764	604	856	0	0	157	5381
Maharashtra	800	2077	196	0	296	418	3787
Manipur	0	0	37	0	0	0	37
Meghalaya	0	0	160	0	0	0	160
Mizoram	0	0	26	0	0	0	26
Nagaland	0	0	157	0	0	0	157
Orissa	504	771	30979	0	0	0	32254
Punjab	613	1291	189	0	0	0	2093
Rajasthan	8992	5428	131	0	7882	18639	41072
Sikkim	0	0	0	0	0	0	0
Tamilnadu	737	674	1058	0	237	2868	5574
Tripura	0	0	6850	0	0	181	7031
Uttaranchal	0	0	0	0	0	0	0
Uttar Pradesh	1046	295	2198	0	1	1522	5062
West Bengal	1346	4126	54711	4973	0	0	65156
A & N Islands	0	0	16	0	0	10	26
D & N Haveli	0	0	0	0	0	0	0
Daman & Diu	0	0	0	0	0	0	0
Delhi	0	0	0	0	0	0	0
Lakshadweep	0	0	0	0	0	0	0
Pondicherry	0	2	14	0	0	0	16
Chandigarh	0	0	0	0	0	0	0
Total	31306	23495	118088	5029	13958	25092	216968

Conference of State Minister of Rural Drinking Water Supply and Sanitation

Inaugural Session

Tuesday, the 31st January 2006

Chief Guest: Dr. Manmohan Singh, Hon'ble Prime Minister

In the Chair: Dr. Raghuvansh Prasad Singh, Hon'ble Minister for Rural Development

Summary Record of the Session

Welcoming the Hon'ble Prime Minister to the Conference, Minister of State in the Ministry of Rural Development, Shri A Narendra, MoS (RD-N) thanked him for gracing the occasion with his presence. He also welcomed Minister for Rural Development and all the invitees and delegates to the Conference. Shri Narendra stated that the Government is committed to provide potable drinking water and sanitation facilities to the rural population. Government of India is committed to accord top priority to covering the remaining NC and PC habitations as per the Comprehensive Action Plan, 1999 besides coverage of 'slipped back' as well as quality affected habitations under Bharat Nirman within the next four years. Detailed strategy needs to be worked out in this regard so that the aforesaid goals are achieved in the stipulated time frame. He further stated that besides rural drinking water supply, rural sanitation also needs a lot of attention. The Total Sanitation programme is being implemented in the country to bring about hygienic and healthy environment in the rural areas. The TSC is being implemented in 540 districts in the country and the remaining districts will be covered for implementation by 2006-07. With the joint effort of the Central Government and State Governments, we can hope to have all our rural areas free of open defecation by the year 2012. So far 1.92 crore household have been provided with toilet facilities under TSC. The attainment of these goals will become possible only with full and active cooperation of the State Governments. He further said that such Conferences give an opportunity to share experiences and improve the implementation of drinking water and sanitation programmes. During the Conference, it is proposed to hold wide ranging discussions on various aspects including strategy for coverage of rural habitations and rural schools, tackling water quality problems and rural sanitation and also policy issues for involvement of community or user groups or Panchayati Raj Institutions. While concluding his welcome speech, Shri Narendra, MoS(RD-N) said that the inspiration of Hon'ble Prime Minister we will be able to attain the goals of providing potable drinking water and sanitation facilities to all in the rural areas.

Dr. Raghuvansh Prasad Singh, Minister for Rural Development welcomed the Hon'ble Prime Minister on behalf of all the delegates and said that his presence in the Inaugural Session of the Conference is an indication of the importance he attaches to rural drinking water supply and sanitation in the country. He said that although Rs. 55,000 crores have been spent in drinking water sector, there still remain 55067 uncovered and 2.17 lakhs quality affected habitations in the country. Safe drinking water is the basic necessity and our task is to provide safe drinking water to each and every habitation in the country. Our endeavour is to reach to the remotest corners of the country. Hon'ble President has also suggested Provision of Urban Amenities in Rural Areas (PURA) to end the urban-rural divide. We should, however, strive to provide at 40 lpcd to all habitations in the country within the shortest possible time. The programme of Bharat Nirman

has been envisaged by the Government to complete this gigantic task in a time bound manner. Therefore, the Centre and the States must strive together to achieve the targets set under Bharat Nirman to make available safe drinking water to all in rural areas and also to provide basic sanitation facilities in villages. The Government is committed to cover under Bharat Nirman all the remaining uncovered habitations, the water quality affected habitations as also those habitations which have slipped back from FC to NC or PC categories. In the current year, which is also the first year of Bharat Nirman, we have chalked out a strategy to achieve the targets. Priority is to be given to uncovered habitations of CAP '99, water quality affected habitations and SC/ST habitations. This Conference will give us the opportunity to review this strategy. The onus of the success of the schemes is on the shoulders of the States and Union Territories. Talking about rural sanitation, he said that we have to make India totally open defecation free by 2012 i.e. well before the target set under Millennium Development Goal. By 2020 we have to bring India at par with other developed countries. Today, 65% rural Indian households still lack toilet facilities. Keeping its commitment for rural sanitation, the government has enhanced the fund allocation for rural sanitation from Rs. 400 crores to Rs. 700 crores. The programme envisages achieving full sanitation coverage in all the districts of the country. However, full sanitation coverage will not be achieved only by constructing toilets. There is an urgent need to make everybody aware of the need for sanitation and clean environment in the rural country side. He stated that the Government is committed to give top most priority to rural India and Hon'ble Prime Minister is fully supportive to this commitment. The Centre and all States together have to take up this task on a war footing. He expressed his vision and belief that after 11th Plan there will be no BPL population in the country and it would be possible to achieve the goal of providing potable drinking water and sanitation facilities to the rural population all over the country.

Delivering the Inaugural Speech, Dr. Manmohan Singh, Hon'ble Prime Minister said that he was pleased to be present in the discussions of an area of deepest concern to the government in ensuring that the basic needs of our people are met and met adequately. He emphasized the importance of the work of Rajiv Gandhi Drinking Water Mission for the welfare of millions of our people living in rural India. A recent comprehensive survey of national opinion revealed that a staggering 73 per cent said that availability of safe drinking water to all our people would truly make them proud of being an Indian. Therefore, our government's flagship programme, Bharat Nirman, has made availability of safe drinking water to every single habitation, a key component of the agenda to be delivered in the next four years.

The Prime Minister said that the government has increased investments in this sector by about 40% over last year, raising it from Rs.2,900 crores last year to Rs. 4,050 crores in 2005-06 and is committed to sustaining this level of investment over the next few years. the goal under Bharat Nirman is to ensure that first the uncovered 55067 habitations are provided with water supply at the earliest; second that the problem of 2.8 lakh slipped back habitations are effectively addressed and third, that the problem of water quality in over 2 lakh habitations is to be addressed comprehensively.

The Prime Minister stated that our water infrastructure has grown but has not been accompanied by an improvement in the quality of governance of water services in our country. In other words, we must 'not merely fix pipes, but also fix institutions that fix pipes'. We must tackle the problem of water supply, taking into account linkages with environment management and the linkages with our health care system. He also said that it is also important to develop institutional arrangements for sustainable management of water supply through local institutions

particularly the Panchayats system. The responsibility for water supply must shift towards civic institutions. He also stressed that sustainability and recharging of safe water resources necessitates better management of ground water, since much of the infrastructure built so far depends on ground water.

The Prime Minister drew attention to five aspects of agenda that must be addressed on a priority basis. First, eliminate the backlog and provide safe water to all remaining habitations which are either uncovered or have slipped back from full coverage. Second, address problems of water quality. Third, entrust the responsibility of water supply management to local institutions and build their capacity in the management of water supply. Fourth, improve comprehensive management of water supply by strengthening the management of our environment. And lastly, mobilize communities to spread awareness of the linkage between good health and safe water supply.

Regarding the sanitation sector, The Prime Minister recalled that no less a person than Mahatma Gandhi emphasized the link between water supply and health as a key goal for our society. It is not merely an issue of operating a Centrally Sponsored Programme, for which in any case, allocations have nearly doubled over the past year. He exhorted all present to make it a truly people's movement. The supportive programme should be made as flexible as possible. He pointed out that sanitation is not a civil engineering activity but it is about changing attitudes and mindsets. In the absence of the latter merely spending money is of limited utility. He said that there is no country in the world where sanitation has been provided mainly through government investment. Most often, sanitation is based on people's investment in changing attitudes and perceptions of hygiene. He envisaged a major role for Panchayats and local institutions in implementing changes through social mobilization. He urged the State governments to take this up not just as a public health engineering issue, but as a challenge to our Panchayats, for our educational institutions and campaigns for the empowerment of our women.

The Prime Minister concluded by urging all of delegates to personally lead the movement in their respective state for meeting this vital goal of Bharat Nirman and to lead the total sanitation campaign by making it a collective agenda. He assured that funds would not be the constraint on the successful implementation of these vital programmes. He called for commitment. He wished all success in this noble effort of every participant.

Proposing a vote of Thanks, Smt. Sunila Basant, Secretary, Department of Drinking Water Supply, Ministry of Rural Development said that it was an honour to thank the Hon'ble Prime Minister on behalf of all participants for sparing his valuable time to inaugurate this Conference. She Stated that the message of the Prime Minister would serve as guidelines in the endeavour to provide safe drinking water and sanitation facilities in rural India. With the cooperation of all of the State Governments, efforts will be made to implement the goals set under Bharat Nirman. The conference would provide a forum to deliberate on policy issues and strategy to provide safe drinking water supply on a sustainable and equitable basis, and to provide clean and hygienic rural environment through the Total Sanitation Campaign. She thanked all honoured guests and delegates to the Conference for their presence and support. The session ended with thanks to the Chair.

Plenary Session

Tuesday, the 31st January 2006

In the Chair: Hon'ble Minister for Rural Development, Dr. Raghuvansh Prasad Singh

Summary Record of the Session

Hon'ble Minister of Rural Development, Dr. Raghuvansh Prasad Singh started the proceedings by saying that it was an excellent opportunity to take stock of the progress made in rural drinking water and sanitation programmes and to draw up a road map for the future. He told the delegates that the onus of the success of the Department was on their shoulders. A clear vision and dedicated approach on their part for achievement of goals in the drinking water and sanitation sector will lead us to success. He stressed to meet the challenges of coverage, water quality and sustainability of sources and systems. He expressed his concern about water quality, quantity and coverage of schools. The Government has taken a decision to ensure availability of drinking water and sanitation facilities in all schools and anganwadis in the rural areas of the country by 2006. He told all the States to mobilize every resource to cover all the schools by the end of this financial year itself. He further emphasized that keeping its commitment for rural sanitation; the Government has enhanced the fund allocation from Rs. 400 crores to Rs. 700 crores. The programmes envisage achieving sanitation coverage in all the districts of the country. State governments should encourage more PRIs to implement the Total Sanitation Campaign in efficient and effective manner in order to become eligible for the Nirmal Gram Puraskar. The Hon'ble Minister of Rural Development drew attention to 'Bharat Nirman' which aimed at strengthening of rural infrastructure. He said that the task before us was to effectively and visibly implement the projects at the ground level under Bharat Nirman Business Plan with a sense of urgency and dedication for the benefit of rural masses. Thereafter, he invited the respective State Ministers to present their address to the Conference.

Andhra Pradesh

Shri D. Srinivas, Minister PHED, Government of Andhra Pradesh said that they have so far covered 360 schools and will cover all the schools by the end of the year 2005-06. They have also planned to cover all ST habitations under ARWSP and have envisaged a special programme 'Ambedkar Jeevan Dhara' to cover all SC population from NABARD funds. He added that there are 2,19,000 bore wells in the State. Most of the sources are ground water ones. Due to erratic rains most of the ground water sources have dried up resulting in problem of sustained coverage. Therefore, surface water source can only solve their problem. They will see that efforts are streamlined for educating the masses about water harvesting. An integrated approach should be adopted. The State Government has forwarded the Bharat Nirman Action Plan to the centre and they would request for additional allocations under ARWSP to meet the targets.

Arunachal Pradesh

Shri Kipa Tatar, Minister PHED, said Arunachal Pradesh is situated on the topographical front of Tibetan plateau in the furthest eastern corner of country. Although, it is a largest State amongst the NE, its density of population is the thinnest at 13 per sq km. The State suffers huge losses due to rain and flood damages in the summer on the lower belt and damage of reservoirs and pipe lines due to freezing of water during winter in upper region of the State. As per CAP 99

there are 155 NC, 510 PC out of 4298 identified habitations. To complete all the NC/PC habitations of CAP 99 an amount of Rs. 94 crores is required. However, as per a recent survey there are 2195 NC and 1246 PC in 5135 habitations. To meet this they would require Rs. 535 crores. ARWSP guidelines may be relaxed in respect of matching share and consider for 90:10 ratio of funding. Regarding rural schools he said there are 2883 rural schools in the States of which 797 have been provided with drinking water supply and 257 will be covered during this year. They would require Rs. 226 crore for complete the targets for schools. He added that in the sanitation sector, as on 31st Dec 2005 they have been able to provide low cost latrines in 9734 individual household and 365 schools. Considering high cost of material and transportation, the per unit cost of Rs. 625 is very low and it should be revised to Rs. 3500 per unit. He, however, assured that inspite of various teething financial and socio problem they will try to achieve the targets of providing potable drinking water and rural sanitation to all during the Bharat Nirman period.

Assam

Shri Dinesh Prasad Goala, Minister, Public Health Engineering Department, said that the availability of ground water in Brahmaputra Valley is substantially high and water level normally does not go beyond reasonable depth. However the water supply scenario became more complex in the recent past with the emergence of fluoride and arsenic in ground water sources. The State has to address the water quality problem of all the existing ground water sources as well as to switch over to more and more piped water supply schemes based on surface sources for all the fresh slipped back and newly established habitations. Under Bharat Nirman they will cover all the remaining NC and PC habitations of CAP 99 along with slipped back and newly established habitations besides addressing the quality problem and arranging water supply to all the rural schools of the State. To accomplish the activities under Bharat Nirman, the amalgamation of ARWSP and Swajaldhara is a welcome step. However, its conversion into a reform-oriented programme with realization of even a token beneficiaries share towards capital cost may be difficult to implement. Considering the financial constraints of the State the proportional earmarking of funds between the Centre and State should be in the ratio of 90:10 in place of existing 50:50. The transition of O&M to PRIs should be gradual and should be taken up only after awareness generation and capacity building among PRI functionaries. Under TSC upto 2004-05, TSC projected were administratively approved in 11 districts. Till now 49,896 low cost latrines in BPL families and 186 sanitation blocks in schools have been installed.

Bihar

Dr. Prem Kumar, Minister for Public Health Engineering Department, said that as per 2003-04 survey 105303 habitations have been provided handpumps as per laid down guidelines. But due to depletion of ground water and outliving of handpumps some of the habitations have come under slipped back category. He, however, suggested that installation of handpumps for a cluster of 250 people should be reduced to 150 people. Under Bharat Nirman the State Government will meet the targets for which they will require Rs. 525 crore. He added that there are 6 lakh handpumps in the State and on preliminary enquiry that there are 68 habitations affected with fluoride, 1445 with nitrate and 2656 habitations affected with iron. He said there are 51134 schools in the State. 44696 schools have been provided with drinking water facility and in the balance schools they will complete the target by 2006-07.

Chhattisgarh

Shri Kedar Kashyap, Minister of State (IC) Public Health Engineering Department, said that though the ground water table in the State is fairly high, however, due to dense forests, approaches to habitations and villages located in the deep forest are a challenging task. They have achieved cent percent coverage in providing potable drinking water to 54818 habitations in the States. Out of 17957 new habitations identified in the new survey, 3092 NC habitations and 2699 PC habitations have been provided with potable water. However, 8701 NC and 8690 PC habitations still remain to be covered, which they will cover by 2007-08. In the case of Swajaldhara he said out of 312 schemes sanctioned for the State, work has been completed in 199 whereas in 113 nos the work is in progress. In the field of TSC, the State Govt has dovetailed its funds with the GoI's allotments, under which, in the coming 3 years, the State plans to construct a total of 10 lakhs individual household toilets for both APL and BPL families. A toilet with super structure is estimated to cost Rs. 3600 unit. In case of APL families the State Govt will be provided a grant of Rs. 1000.

Goa

Shri Ramkrishna Dhavalikar, Minister PHED, Government of Goa said that they will take up all the 6 PC habitations of CAP 99 this year and complete them by the next year. The total cost involved is about Rs. 2.53 crores. He pointed out to the rural nature of Goa's habitations and that when they did their Sector Status Study, they found that their issues are different from other States. The tariff structure is the same for urban and rural Goa. The principle of paying for drinking water is there all over the State. There is no free water except in public stand-posts. No distinction is made between urban and rural water supply. It is in this context that they propose to implement their drinking water supply schemes and requested to take Ministry of Urban Development on Board for formulation of uniform approach in the matter of drinking water supply throughout Goa. He said that though Goa has 2% SC and 12% ST population, they are scattered and there is no separate SC/ST habitation(s).

Gujarat

Shri Narottambhai Patel, Minister for Water Resources and Water Supply, said that Gujarat is a drought prone State. Almost every alternate year they face the drought problems. Providing drinking water during such years to the drought affected areas becomes a Herculean task for the administration. The dependence on ground water for drinking water supply, its excessive exploitation and drying of sources have become quite grim during the recent years. In order to provide a solution, Sardar Sarovar Canal Based Drinking Water Supply Project, Sujalam Suphalam Yojana and Regional Rural Water Supply Projects are being implemented in the State. They have very ambitious planning for effective implementation of Bharat Nirman Programmes in which it is envisaged to cover all the NC/PC habitations with safe drinking water supply. Decentralization of the sector and empowerment of PRIs has been given a major focus in the State. Augmentation of ground water recharge has also been made a public movement and more than 5 lakh water harvesting structures have been created in the State during the last 5 years. Summing up he said that although the State has made huge investment in the sector, these efforts are still midway of implementation. The State has to invest more than 2,900 crores for completing the bulk transmission line and group distribution networking. For Bharat Nirman the

State would require Rs. 2000 crores. Therefore, he requested GoI to at least fund the gap for implementation of Bharat Nirman and enhance the allocations.

Himachal Pradesh

Addressing the delegates Shri Kaul Singh Thakur, Minister for Irrigation and Public Health, said that as on 1st April 2005 only 6030 PC habitations remained to be covered with safe drinking water facilities. He suggested that the State's contribution be reduced to bare minimum so as to fulfil the objectives of Bharat Nirman. This reduction is necessary as the State's sources of revenue are limited. As on 31.12.2005 they have completed 333 schemes under Swajaldhara. Under Total Sanitation Campaign projects have been sanctioned for all the 12 districts of the State. The State Government is committed to meet the targets set under Bharat Nirman. The State has submitted the corrected version of survey status 2003 and this is under scrutiny by the DDWS and IIPA. Monitoring of the progress of Bharat Nirman shall continue to be done through the Monitoring Cell of the IPH Department. He said that PRIs in the States are not adequately equipped to take on the full responsibility for operation and maintenance of rural water supply schemes. The Government of HP agrees with the objectives of the modified ARWSP included in the Concept Note circulated by the Department. The proposal of GoI to provide upto 10% of the capital cost of the schemes transferred to the GPs as a one time incentive to the O&M Corpus fund created for and operated by the GPs is a welcome step.

Jammu & Kashmir

Jenab Qazi Mohammad Afzal, Minister for PHE, Irrigation and Floor Control, said that they have already submitted an Action Plan for achieving Bharat Nirman targets which include coverage of all NC/PC habitations of CAP 99, slipped back NC/PC habitations and all water quality affected habitations. The State has submitted a proposal for relaxing the norm of a habitation having at least 100 souls for being eligible to be taken up under ARWSP, keeping in view the difficult terrain and resultant scattered nature of population in the State. He added that State Govt is sparing no efforts to achieve the objective of covering the remaining number of schools as early as possible. The implementation of Swajaldhara was started in the State in 2003-04. 469 water supply schemes and 1209 hand pumps were taken up out of which 290 water supply schemes and 1026 hand pumps have been completed. After the devastating earth quark in the State, substantial damages to rural water supply infrastructure have been caused. The State has almost completed the task of temporary restoration of water supply. He said while it is a welcome to involve the people at the grass roots through PRIs in implementation, operation and maintenance and management of water supply schemes, the peoples participation should be achieved in a phased manner ensuring that the rural water supply system built so painstakingly over the years does not fall prey to poor management/maintenance as a result of lack of willingness or capacity of the PRIs to take over the responsibility. The PRIs should be encourage to own the assets for drinking water and for this purpose we should focus on not only capacity building and awareness generation but also on some incentives for such PRIs.

Jharkhand

Shri Jaleshwar Mahto, Minister of PHED, said that the State Government is committed to provide pure drinking water to all the habitations as the provisions laid down by Government of

India from time to time. They will meet the targets set forth under Bharat Nirman. For coverage of rural habitations, schools, sustainability of sources, water quality problems and mitigation and Total Sanitation Campaign the State Government machinery has been fully accelerated.

Karnataka

Shri B Satyanarayana, Minister for Rural Water Supply, Sanitation and Panchayats Raj Engineering Department, said that the State Govt is giving top priority for rural drinking water supply and sanitation over the years. Karnataka took up the implementation of piped water supply and mini water supply schemes in a big way. So far 17,981 piped water supply and 23,259 mini water supply schemes have been commissioned under the State and Central Sector programmes. Rural drinking water finds a top place under Bharat Nirman. They have planned to cover 5618 PC and 6036 slipped back NC/PC habitations in the next two years. Regarding water quality he said the State will locate sustainable surface water sources such as river, canal or tank and design multi-village schemes, identify underground sources which is not contaminated even if it is far away from the habitation, construct rainwater harvesting structures such as tanks, check dams, and percolation pits and take up watershed development in order to improve the ground water table, which would reduce the contamination and improve the quality of underground water, adopt roof water harvesting technique to store water for drinking purpose, take up information, education and communication activities in a big way to create awareness about water quality problem and how it could be tackled. Under TSC so far they have constructed around 1.56 lakh individual household latrines and they are in the process of providing latrines to about 20000 schools, 26000 anganwadi Kendra and 2000 community sanitation complexes.

Maharashtra

Shri Ajit Pawar, Minister Drinking Water and Sanitation, said that as per survey of 2003 there are 86164 habitations. Out of this 1313 are NC, 47021 are PC and 37822 are FC. The validation work is on and final figures will be available soon. There are 56092 schools out of this 31628 schools have been provided with drinking water facility and rest of schools will be covered under Bharat Nirman. A decision was taken in their State to have tanker free villages and service level of 55 lpcd. Highly capital intensive schemes were taken up. Now there is a total shift from the past. They are going for service level upto 40 lpcd. Villages are to take up O&M and collection of user charges. This amounted to a vast change from the past but the transformation has taken place and people have accepted it. He requested that (i) ARWSP and Swajaldhara should be clubbed and increase in the ARWSP allocations, (ii) increase in allocations for IEC activities, (iii) increase in the provision of funds for the operation and maintenance of schemes; and (iv) increase in the provision of funds for source sustainability.

Meghalaya

Shri H.D.R. Lyngdoh, Minister in-Charge PHED, said time bound programme of Bharat Nirman to provide safe drinking water supply and sanitation to all the rural habitations by the year 2009 is a welcome step. He said that the rural water supply and rural sanitation sector receives top priority in the State. The State Govt is committed to take all necessary steps to accelerate the programme. As on 1st April 2005, there were 12 NC of CAP 99 habitations and

235 PC habitations of which 6 NC and 129 PC habitations are targeted to be covered during the current year. Out of these targeted habitations, 19 nos PC habitations will be fully covered by December 2006. He said that he would request to give more realistic assistance both in technical and financial terms to the NE States and in particular to Meghalaya to jointly carry on the task that lie before the State in reaching safe and adequate drinking water supply to all the habitations by the year 2009.

Nagaland

Shri P.L. Longon, Minister, Public Health Engineering and Land Revenue, said that in a huge and diverse country like India, State specific problems and constraints will be faced while implementing various programmes. Hence there is a need to allow for flexibility in implementation. Adoption of a common yardstick for the entire country can be counter productive. He added that the State has already drawn up the action plan for covering all habitations by 2009 under Bharat Nirman. All remaining NC and PC habitations will be taken up in a phased manner during the next four years under ARWSP, Swajaldhara and State Plan. The monitoring cell in the Chief Engg office will be strengthened to effectively supervise and monitor the project in the divisions. A total of 136 rural habitations in the Dimapur Dist are affected by excess iron content. An action plan has been drawn up. They have, as on December 2005, 19 NC and 939 PC habitations. In the current year 19 NC and 45 PC habitations are targeted to be covered. They have covered 740 schools under Sarva Siksha Abhiyan and balance schools will be completed within two years period. Under Swajaldhara the response of the villages is very encouraging. They are ready to contribute their share. The State has examined the concept note for institutionalizing community based decentralization of rural drinking water and the state is on its way to decentralizing rural water supply by empowering the community.

Orissa

Sri Biswabhusan Harichandan, Minister, Rural Development, Industries and Law, said that so far as rural drinking water supply is concerned there were 21232 and 13680 PC habitations in the State as on 1.4.2005. There are also 28,016 water quality affected habitations. The task under Bharat Nirman is to provide safe source of drinking water in all NC/PC habitations and to address water quality problems by 2008-09. Accordingly alternative safe sources of water will have to be provided in habitations having water quality problem. An Action Plan has been prepared for provision of drinking water in habitations under Bharat Nirman. He said that Swajaldhara is gaining popularity among the people, TSC is also gather momentum. Under TSC during 2004-05, 253385 individual household latrines were constructed and during the current year they intend to exceed this number. He requested that Swajaldhara funds covering total allocation for 2005-06 and balance allocation of the previous years may be released at the earliest.

Punjab

Shri Avtar Henry, Minister for Public Health, said that the State proposed to cover all NC and PC habitations under Bharat Nirman upto 31st March 2009 for which funds to be tune of Rs. 1055 crore are required. It will be essential to substantially enhance the allocations from the existing level of Rs. 40 crore to Rs. 100 crore per annum as the average annual requirement of

funds is Rs. 300 crore for the next three years. The State Government has handed over the O&M of 774 single village schemes to Panchayats. He added that TSC is not popular in the State due to inadequate technical design because it does not include super structure or second pit. He added that in order to improve the environmental sanitation in villages proper drainage arrangements will be provided for the disposal of silage water and liquid animal waste from each house through small bore drainage system. He requested to enhance the amount for individual household latrines under TSC from Rs. 375 per latrine to at least Rs. 4000 per toilet.

Rajasthan

Shri Chunni Lal Dhakkar, State Minister for Public Health Engineering Department, said Rajasthan is the largest State as far as the area is concerned. There are 237 blocks. These can be categorized as 140 over exploded, 50 critical and 14 semi-critical. As per 2003 Survey, out of 122250 habitations only 39878 habitations have been provided with safe drinking water. Under CAP 99, there are 2300 habitations left which are yet to be covered. To meet this gigantic task they require Rs. 2834 crores. He said a better mechanism for popularizing it among the masses should be devised. For this he said special emphasis would have to be given on IEC activities. TSC is being implemented in 10 districts and has been started in 32 districts. For school sanitation he said the norms should be relaxed and should be brought at par with Sarva Siksha Abhiyan programme of the central government.

Sikkim

Shri K.N. Rai, Minister for Rural Development, Government of Sikkim said that Sikkim is a very small State with 4 districts. The increase in number of uncovered habitation is due to increase in population, which resulted in fully covered habitation becoming partially covered. Another reason for slippage is due to decrease in the discharge of sources. He further said that in Sikkim they are taking up gravity based piped water schemes, costing Rs. 6000 per capita. They are also taking up water harvesting schemes, costing Rs. 5000 per household. The Action Plan for Bharat Nirman has been prepared and they will meet the targets as stipulated therein.

Tripura

Shri Jitendra Choudhary, Minister for Rural Development said that Secretary the reason for slippage is basically due to shallow tube wells and ring wells. They are depending on Mark III handpumps and sanitary wells. They have decided to take up henceforth only surface piped water supply. In South Tripura District, they have taken up pumping water and the water is filtered with chlorine. Regarding Bharat Nirman, he informed that State Government has planned targets for the next 4 years. Regarding TSC he said targets set for the State will be met within the stipulated time frame.

Uttar Pradesh

Shri Rajpal Tyagi, Minister for Rural Development said that they are generally going for coverage through hand pumps. For quality they are going for alternative sources from ground water. They do have some piped water schemes. Its cost comes to Rs. 1000 per capita. The cost of hand pump is in the range of Rs. 21,000 – 25,000 though in some difficult areas like Saharanpur it goes up to Rs. 1.25 lakhs. Hence requested for additional allocation are ARWSP.

The main factors of covered habitations slipping to NC/PC status were the pressure of population, drying up of sources, systems outliving the design period and also faulty construction. Regarding Bharat Nirman he said the State Government will strive to meet the targets within the stipulated time frame.

Thereafter, MRD requested the Representatives of States from where the respective Ministers could not attend the Conference.

Mizoram

As Shri PU Tawnluia, Minister PHED, could not attend the Conference, the speech of the Minister was presented by the Representative of the State Government to the House. Representative of Mizoram said that there Minister met with an accident while coming to attend the Conference. MRD expressed concern and conveyed the best wishes of the House for his speedy recovery. The State Representative said that they have 886 habitations in all. They have identified 26 habitations as quality affected. 2224 schools are without drinking water facilities and it will be very difficult to meet the targets of Bharat Nirman without additional funds. He added that it will be very difficult for the State like Mizoram to meet 50:50 share under ARWSP. He appealed that atleast for Bharat Nirman the centre should make it 90:10. Regarding Swajaldhara, he said they have implemented only 4-5 projects and requested that the community contribution under Swajaldhara should be reduced to 5%. Under Total Sanitation Campaign he said they require atleast Rs. 2000 per toilet. BPL families may not be able to pay their share hence under this the centre-state share should be fixed at 75:25.

West Bengal

Principal Secretary, Government of West Bengal said that our prime and focused attention should on sustainability of sources or else slipped back habitations will continue to grow. Besides this we have to emphasis on water quality. Maintaining water quality standards is a must and all out efforts should be made to bring awareness among the masses.

Uttranchal

Secretary, PHED, Government of Uttaranchal said that funding needs to be enhanced in view of large number of slipped back habitations. Due to geographical topography the people live in small habitations. 67% of the total population in Uttaranchal lives in villages with less than 100 people. The dependence on pumping schemes is very high in the State because of fast depletion of ground water. Therefore we want multi-purpose schemes to be approved by Government of India. The reform process should be in set-set mode. Water regulation is not in place and very soon we have to work in this direction.

Tamil Nadu

MD TWAD Board, Government of Tamil Nadu said that proposals worth Rs. 7.6 crores are pending with Government of India. In Tamil Nadu there are many integrated water schemes where we need immediate funds. If the funds are not released immediately the sanctity of the projects will be lost and may lead to extra burden on the exchequer.

Pondicherry

Commissioner and Secretary, Government of Pondicherry said that they have constructed 8 new bed dams. It has improved water quality and removed salinity from the water. They have covered 156 villages till now.

Madhya Pradesh

Secretary, Madhya Pradesh said that they will meet the targets under Accelerated Rural Water Supply Programme (ARWSP) and they will complete the schools by next year. He said that he has one suggestion to implement – that maintenance charges should not be reduced to 10% instead it should be increased to 20%. M(RD) clarified that the proposal is under consideration of Ministry of Finance. Secretary, Government of Madhya Pradesh that they have constructed 1500 piped water schemes and they would request that they may be allowed to rejuvenate them and they may also be permitted for drilling rigs under the ARWSP. He said that there should be provision of APL in the TSC guidelines. They have sent proposals for Nirmal Gram Puraskar.

Kerala

Principal Secretary, Government of Kerala said that they will meet the targets set under Bharat Nirman but funds under Operations and Maintenance should not be reduced as this will defeat the purpose. He was requested to give us a proposal for examination.

Haryana

Secretary, Government of Haryana, informed that there are no remaining NC/PC habitations of CAP 99 but there have been slippages. As per Survey 2003, the scenario of water supply in habitations is as NC-50, PC 3357, and FC 2805. However, this information is under validation. They are working on the on-line data entry for Bharat Nirman and they will furnish the information as required by the Department by 15th October 2005. Regarding coverage, he said that they propose to raise the status of some habitations from 40 to 55 lpcd. Secretary (DWS) said that their priority should be coverage from PC to FC, i.e. upto 40 lpcd and that the target should be coverage of 800 PC habitations.

Andaman & Nicobar Islands

Chief Engineer, Andaman and Nicobar Admn said that they have still not recovered for the havoc of tsunami but they are working hard and will try to achieve the targets.

Concluding the Plenary Session, Minister (RD) said that he was happy to note that all States are keen to build a strong rural India and their suggestions are very encouraging. He exhorted the States to make efforts to improve the pace of expenditure, which is slow at present. GoI have released Rs. 3198 crores so far to the States/UTs and the expenditure till date is only Rs. 1152 crores. Only if the expenditure is accelerated by the States can we meet the targets and request for more funds from the Finance Ministry. He made the following suggestions:

- to speed up expenditure to meet the targets and claim the second installments at the earliest;
- Send monthly reports on-line;
- Ensure that the funds are utilized properly;
- Implement the spirit of Article 243 and increasingly involve the PRIs;
- Grants under 12th Finance Commission meant for rural water supply and capacity building of PRIs should be used properly.

MRD further said he would ask the Department to hold a separate Conference for water conservation and rainwater harvesting where the technology and innovative ideas should be discussed. He mentioned that he had written to all State Chief Ministers regarding implementation of Total Sanitation Campaign and making it compulsory for all officials and elected representatives of the State to have a toilet in their household. So far, only Sikkim has brought out such an order and Maharashtra and Chhatisgarh are going to do this. He requested all the State Representatives to take immediate and concrete steps in this regard. He stressed that all targets for schools should be met by 2006-07 so that children would become habituated to using toilets and then they would ask their families to adopt Total Sanitation Campaign. For monitoring water quality under the Water Quality Monitoring & Surveillance Programme, the Department is in the process of releasing funds for the current year. All States would be required to take up the works approved for the year quickly and complete them within March 2006. He expressed his confidence in completing the mandate of Bharat Nirman within the stipulated time period with the co-operation of all.

Recommendations

Working Group I - TSC – Implementation And Policy Issues

The following recommendations with respect to TSC implementation and policy issues - modifications of TSC guidelines:

Increase in the unit cost of household toilets:

Increase in the unit cost of IHHLs to offset inflation as well as make provision for a superstructure was recommended. The group recommended the proposal of the Department to increase the unit cost of the two models to Rs.1500/- and Rs.2000/- respectively. The fund sharing pattern between the Center, State and community for the two models may remain the same as given below:

Basic Low Cost Unit Cost (BLCU) (Rs.)	Contribution		
	GOI	State	House hold
	BPL	BPL	BPL
Model 1-Upto Rs.1500/- (direct pit)	60%	20%	20%
Model 2- Between Rs. 1500/- and Rs. 2000/- (Offset pit)	30%	30%	40%

It was also recommended that if possible only one type of funding pattern should be provided.

Inclusion of solid and liquid waste management:

A component on solid & liquid waste management should be added in the TSC guidelines whereby upto 10% of TSC funds would be earmarked for this component. It was also recommended that funds available under 12th Finance Commission Grants, NREGP and other programmes of Ministry of Rural Development should be tied up for this purpose and it would be desirable if suitable provisions are made in the guidelines of those programme.

Revolving fund for zero percent interest loan to Self Help Groups / Milk Cooperative Societies

Field experiences in Tamil Nadu, Gujarat etc. have shown that if adequate funds at zero or low interest is provided to the SHGs/ Milk Cooperative Societies for construction of toilet units, sanitation coverage could be accelerated even without giving any subsidy. In views of these experiences, it was recommended that a revolving fund with a maximum of Rs. 50 lakh per district be set up which could be given to the SHGs/ Milk Cooperative Societies having 100% credit worthiness for distributing loan among their members at zero percent interest rate.

Removing contribution from community for school and Anganwadi toilets:

In order to bring TSC at par with SSA, the element of community contribution for school and anganwadi toilets should be removed. It was recommended that the fund sharing ratio for school and anganwadi toilets under TSC between the Center and the State may be in the ratio of 70:30 in place of 60:30:10.

Increase in the unit cost of toilets for Anganwadis:

Increase in the unit cost of anganwadi toilets from Rs.5,000/- to Rs.10,000/- was recommended.

For promotion of ECO Sanitation models, each State should take up a pilot project. National/ Regional/ State level workshops be conducted to popularize this technology. It was

also recommended that for ECO-SAN toilets higher unit cost was needed, so some additional grant needed to be tied up.

The Working Group (WG) recommended that for successful implementation of TSC, it was essential that women were involved in programme implementation. It was recommended that Self help groups, Thrift groups, Mahila Samakhya and other women's groups be involved in IEC activities and encouraged to manage rural sanitary marts and production centers.

Communication and Capacity Development:

It was felt that awareness creation and capacity development are two important requirements for a successful sanitation campaign. For this purpose, National and District level Communication strategy along with required tools developed by Department of Drinking Water Supply should be implemented. It was recommended that the States should adopt these strategies in their annual plan and implement them quickly in a time bound manner. It was also recommended that success stories of PRIs in sanitation sector should be properly publicized.

It was also recommended that a National mass media campaign on various issues related to sanitation & hygiene should be launched on TV & Radio. The media plan should be a proper mix of audio & visual spots telecast both in Doordarshan & private channels. The frequency should be about 4-5 times a day. It was also recommended that GOI should launch the campaign in Hindi language only. For taking up campaign in regional languages, funds should be given to states.

It was also recommended that the guidelines for CCDU and support to Key Resource Centres should be revised and one common guideline may be issued.

Funding for hardware support mainly for class rooms, hostel rooms should be provided to the State Govts / Key Resource Centres involved in capacity development of TSC functionaries.

There should be separate CCDU for sanitation & water supply in those States where two separate Departments are handling these subjects.

Nirmal Gram Puraskar (NGP)

Changes in guidelines of Nirmal Gram Puraskar (NGP):

Considering, wide variation of population of Gram Panchayats throughout the country from a population of 300 to 25,000 in different States, it was recommended that the population slabs for award for GP should be increased. Following five such slabs have been recommended:

Population less than 1,000	Rs.50,000/-
Population more than 1,000 but less than 2,000	Rs.1 lakh
Population more than 2,000 but less than 5,000	Rs.2 lakh
Population more than 5,000	Rs.4 lakh
Population more than 10,000	Rs 6 lakh

Working Group II - Implementation of ARWSP in the Eleventh Plan for institutionalization of community participation.

- In tune with the constitutional provisions contained in Article 243G of the Indian Constitution read with the Eleventh Schedule, the State Governments are required to transfer funds, functions and functionaries to the appropriate Panchayati Raj Institutions for operation & maintenance and management of the rural drinking water supply systems, particularly, stand-alone water supply systems. The functions should be devolved to the VWSCs constituted for the purpose. The VWSCs may be linked to the PRIs wherever these are in place or integrated with them when setup.
- All State Governments to sign Memorandum of Understanding (MoU) before commencement of the 11th Plan and take steps to enact legislative / administrative measures, which would commit the States to an Action Plan for decentralized service delivery and involvement of communities, within a mutually agreed timeframe. The MoU may be revised on request of the State and should not be an instrument of dis-incentive.
- From the 11th Plan, there may be only one rural water supply scheme based on reform principles. The name of Swajaldhara may be retained in some form in the scheme. Weightage for DDP may be removed as there is 5% separate allocation for it. Change in the allocation criteria of annual ARWSP funds may be as:

SN	Proposed Weightage for	From 2007-08
1	Rural Population	40
2	No. of GPs/ rural population managing rural drinking water supply schemes	10
3	States under DPAP, HADP & special category Hill States in terms of rural areas	30
4	Proportion of NC/PC habitations (2:1)	20

- ARWSP may have only 5 components, namely coverage, quality, natural calamity, DDP and O&M Fund. Proportionate earmarking of funds may be as shown in the following table:

Component	Proposed distribution of annual budgetary allocation
ARWSP (Coverage)	60%
ARWSP (Quality)	20%
ARWSP (Natural Calamity)	5%
ARWSP (DDP)	5%
For Village O&M fund	10%

Some states recommended that 15% should be earmarked for O&M.

- Community contribution of atleast 10% of the estimated capital cost of the scheme (subject to a minimum per household) to be an integral part of all rural drinking water supply schemes. It may be only 2.5% for SC/ST habitations. The extent of community contribution could be paid in cash, labour, land or material or a combination of these. The minimum contribution per household to be decided by the State. In difficult SVS (quality affected habitations / PWS from distant source) and MVS, the State may decide on the quantum of community contribution for common facilities.
- Central and State Governments will bear the balance capital cost of approved schemes (after deducting the community contribution). In case of difficult SVS and MVS, Government agency will bring water from the source to the entry point of the village. The capital cost of schemes upto the entry point of habitation will be shared by Central and State Government. The distribution network of water supply inside the village /habitation will be constructed with involvement of the GP /VWSC, with community contribution and subsequent O&M. They will be assisted by PHED in the process.
- Operation and maintenance of all new simple SVS and intra-village network of MVS taken up under any component of ARWSP will be the responsibility of the local community. PHED will make clear the O&M requirement in terms of finances and personnel and assist the community in taking up the responsibility.
- Multi-village schemes, capital intensive schemes for addressing problems of water quality would continue to be the responsibility of the State Governments. However, the State Government may devolve this responsibility to an appropriate level of the Panchayati Raj Institution, depending upon the technical requirements of the scheme and the capability of the PRI.
- All State Governments will be required to transfer existing schemes in a phased manner to the Gram Panchayat after obtaining their consent and preparing them for undertaking this responsibility.
- The Panchayats / VWSCs would recover O&M cost through collection of user charges and by mobilizing resources. The user charges so collected would be used exclusively for the O&M of the assets for drinking water. The charges per month per household may be decided by the GP / VWSC for sustained O&M and may be supplemented from the resources of the State initially, especially for electricity charges.
- Government of India and State Governments would each provide up to 10% of the capital cost of the schemes to be transferred to the Gram Panchayats, as a one time incentive to the O&M fund created /transferred to the Gram Panchayat/VWSC.
- PRIs, primarily the GPs / VWSCs, shall be the implementing agencies for SVS (except capital intensive multi-village schemes which could be executed by Government Departments /Boards). The Government / Department / Board will provide technical assistance to PRIs in implementation. In NE States and hill States, difficult SVS may be executed by Government agencies, depending on the technology. Each State Government shall notify a nodal department for rural drinking water and sanitation and set up State Water & Sanitation Mission (SWSM), as a registered society, at the State level under the chairmanship of the Departmental Secretary or officer of equivalent rank. At the District level, approval of all schemes will be by the District Water and Sanitation Committee

(DWSC). At the village level, Gram Panchayat / Village Water and Sanitation Committee (VWSC) will be the implementing agency.

- State Governments would also be required to develop proper training and capacity development facilities for providing requisite training to members of the Gram Panchayats (GPs) / Village Water & Sanitation Committee (VWSC) etc. on various aspects relating, inter alia, to Operation and Maintenance; water quality; system and source sustainability.
- Integrated approach to water conservation, demand management, with well defined roles for all stakeholders.

Working Group III - Coverage and its norms, technology options, source and system sustainability, water quality monitoring and surveillance

- The distance of the water source should be 0.5 kilometre instead of 1.6 kilometre and 30 metres elevation instead of 100 metres in hilly areas to lessen the drudgery of carrying water from distant source.
- The present guidelines for service level should remain as it is for ARWSP (Normal) in respect of per capita water supply. The allocation which is applicable to DDP areas under ARWSP (DDP) should be extended also to DPAP, Heavy Cattle Load and Hilly Areas.
- A habitation covered by Mark II & III hand pump not to be categorized as 'not covered'.
- In Hilly areas the population criteria should be relaxed to cover habitations with 50 persons or more or more than 10 households to all.
- Vigorous efforts are to be made for training and capacity building of the PRIs for handling O&M of domestic /community treatment plants.
- Sustainability of drinking water sources should be made an integral part of the project and funds can be earmarked for this purpose. VWSC /GP should be encouraged in taking sustainability measures and in water management.
- There is need for earmarking funds for rooftop /catchment based rainwater harvesting and this water may be treated as coverage as distinguished from recharging of ground water.
- There is need for inter-sectoral co-ordination amongst various Ministries at Centre and Departments at State level for a holistic approach to water conservation measures.
- Many of the Districts lack adequate technical manpower including chemists and microbiologists. There is a need to increase manpower for this purpose so the ban on creation of such posts should be lifted wherever required.
- Community Rooftop rainwater harvesting, handpumps, development of springs and other low cost technology be used for early coverage of habitation.
- It should be made compulsory for all Government buildings, institutional buildings, schools, industrial units etc in rural areas to put roof top rain water harvesting structures and utilize the collected /filtered water.
- States may enact Ground Water Regulation, Control and Development Legislation which would include provision for recharging ground water.
- Women and youth of rural areas be trained to operate and maintain water supply systems. Manuals /guidelines be developed for this purpose.
- Community Rooftop rainwater harvesting, handpumps, development of springs and other low cost technology be used for early coverage of habitation.
- Community /Gram Panchayat /VWSC be involved in regularly monitoring and documenting water quality of all sources in the village /Gram Panchayat workshops /Awareness Camps be held for this purpose.
- Workshop for communication and dissemination of information about various technologies may be held both at the Central and State level.

- Distribution systems be improved for minimizing the leakages. States should come up with means to prevent leakages in the distribution systems to make it economical with cost recovery.
- Good production centers /sanitary marts /Self Help Groups etc should be utilized for supply of spare parts, training of local rural youth and women as mechanics for O&M of water sources and also involved in water quality monitoring and maintenance.
- The coverage of rural schools in DDP areas should be also on the basis of 100% funding from ARWSP.
- The scheme for constructing individual roof top rainwater harvesting structures with NABARD assistance should be circulated to all the States/UTs for their comments.

Funding Pattern

- Some states recommended a funding pattern of ARWSP between Center and State to be in the ratio of 75:25 and North Eastern States requested this ratio to be 90:10 for consideration of the government.

Resolution

In conclusion, it was resolved to –

- Work towards achieving the goals set under Bharat Nirman with all sincerity, i.e, provision of at least 40 litres per capita per day (lpcd) of safe drinking water to all habitations, in a time bound manner, in the next four years.
- Cover the remaining 55,067 uncovered habitations.
- Tackle water quality affected habitations to provide safe drinking water in a sustainable manner, with priority to tackling problems of arsenic, fluoride and salinity.
- Augment water supply in all habitations that have slipped back from full coverage.
- To improve the governance of delivery structure for rural water supply and sanitation.
- To increasingly entrust the responsibility of rural water supply management to local institutions and build their capacity in this regard.
- Provide safe drinking water to all the schools of the country by end of March, 2007.
- Provide sanitary toilet facilities to all the schools by March, 2007.
- Promote Community /group roof-top rain water harvesting, especially in Government buildings, institutional buildings, schools, industrial units etc in rural areas, and integrated water recharge to augment the water supply for drinking purposes.
- Move towards enactment of Ground Water Regulations and control and development legislation, which could include provision for recharging of ground water.
- Involve Gram Panchayats /VWSC in regular water quality monitoring and surveillance.
- To report all achievements against the targets set on the web-based monitoring system on-line.
- Give more importance to Total Sanitation Campaign to achieve the goal of full sanitation by 2012, with full backing for the Campaign at the highest political and official level in the State.
- Make at least one district in each State full open defecation-free by end of 2006.
- Put Rural India in a place of pride amongst the Nations of the World.

Evaluation of Total Sanitation Campaign

A mid term evaluation of TSC Programme was carried out through Agriculture Finance Corporation in 2004, which made some major recommendations to improve the TSC implementation.

- Rate of adoption of sanitary toilets is 61.5% at all India level. BPL households have better adoption rate. Financial constraint was the most frequently stated reason for non-adoption of toilet facility.
- An overwhelming majority of those who do not have toilets feel the need for it. In many places people without toilets are making efforts to acquire the improved sanitation facility.
- Awareness about TSC and about relationship between poor sanitation and water borne diseases is at a high level in almost all the study districts.
- People want the per unit cost to be revised upward to above Rs.2500
- Necessity for superstructure is very strongly felt everywhere
- School going children at home in a large number of households and children appear to be a major influencing factor for adoption decision discusses sanitation issues.
- Awareness and practice of personal hygiene was found to exist in a very large extent in almost all the study districts.
- 55% of sampled schools toilets were supported through TSC, 15% through State Govt. funds and the rest through DPEP or SSA
- Health and hygiene education has become a universal practice in school in those districts where TSC is being implemented.
- The impact of SSHE has been seen in the reducing drop out rates (in 64% of the sample schools), improving enrollment rates (48%) and decreasing absenteeism (3%), which is very encouraging.
- A little over half the number of sampled Anganwadis had toilet facilities. But this included Anganwadis, which operated from school buildings and shared the school's sanitation facilities.
- Community sanitary complexes provided yeoman service to poor people especially women who cannot afford toilets
- The practice of training women as masons especially in some districts of Tamilnadu and West Bengal were quite commendable. The women masons proved to be very efficient not only in construction but also in motivating other villagers to adopt toilets and best practices in health and hygiene.
- Of the total RSMs studied 40% were operated by NGOs and one fourth by SHGs and they managed ventures more successfully than others as they combined IEC and motivation work with business.

AFC study (evaluation team) had broadly endorsed the TSC programme stating many positive achievements and recommended the following policy level changes:

- While the low-to no subsidy regime may be acceptable as a long-term policy goal, in order to achieve the objective of full coverage of rural households through appropriate sanitation systems, providing financial incentives to BPL households will have to continue as a strategy. The quantum of subsidy as well as unit costs needs to be revised suitably.
- It was suggested that the feasibility of providing superstructure for individual household toilets be considered and the financial incentive should have suitable provision for constructing the superstructure.
- Success stories like the Vellore Solid Waste Management Project must be publicized in the entire country and every TSC project must include such innovative projects. A portion of the TSC allocation can be set apart for this purpose.

In addition, based on the requests made by the State Governments from time to time, CCEA in its held on 9th March 2006 has approved the following major changes in the TSC Guidelines:

- The unit cost for household toilets has been increased from Rs 625 to Rs 1500 and from Rs 1000 to Rs 2000 respectively for two categories of models. This unit cost will include an amount of Rs 650 for construction of superstructure. This implies that the subsidy given to the Below Poverty Line families has been increased from Rs 500 to Rs 1200. This measure is expected to accelerate the rural sanitation coverage in the country.
- In TSC guidelines, a component on solid and liquid waste management has been included which can be of maximum 10% of the total project cost. This would help in improving overall cleanliness in the villages.
- In order to accelerate construction of toilet blocks in Schools and Anganwadis, the community contribution has been removed in construction of institutional toilets. The fund share of GOI has been increased from 60% at present to 70% of the unit cost.
- In order to make available cheap finance system with the Self Help Groups (SHGs) and Milk Cooperative Societies at village level, a provision of revolving fund (maximum Rs 50 Lakh per district) has been made. This will facilitate lending at zero percent interest among the members of SHGs and milk cooperatives whose credit worthiness are beyond any doubt.

The component wise earmarking of fund has also been revised to incorporate the other changes approved in TSC guidelines.