



**STANDING COMMITTEE ON WATER RESOURCES  
(2005-06)**

**FOURTEENTH LOK SABHA**

**MINISTRY OF WATER RESOURCES**

**DEMANDS FOR GRANTS  
(2005-2006)**

**{Action Taken by the Government on the Recommendations/Observations  
contained in the Third Report (Fourteenth Lok Sabha) of the  
Standing Committee on Water Resources}**

**FOURTH REPORT**



**LOK SABHA SECRETARIAT**

**November, 2005/Kartika, 1927 (Saka)**

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**(2005-06)**

**(FOURTEENTH LOK SABHA)**

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Standing Committee on Water Resources

Presented to Lok Sabha on 07.12.2005  
Laid in Rajya Sabha on 07.12.2005



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

November, 2005/Kartika, 1927 (Saka)

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## CONTENTS

		PAGE
COMPOSITION OF THE COMMITTEE (2005-06).....		(iii)
INTRODUCTION .....		(v)
CHAPTER I	Report .....	1
CHAPTER II	Recommendations/Observations which have been accepted by the Government .....	22
CHAPTER III	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies .....	49
CHAPTER IV	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee .....	55
CHAPTER V	Recommendations/Observations in respect of which final replies of the Government are still awaited ...	72

## APPENDICES

I.	Recommendations of the Expert Group and Recommendation of the Task Force.....	75
II.	Copy of D.O. Letter NO. 5/14/2002-ER/1586, dated 12 April, 2005 from Secretary, Ministry of Water Resources to Secretary, Planning Commission .....	78
III.	Minutes of the Fourth sitting of the Committee held on 21 October, 2005.....	80
IV.	Analysis of Action Taken by the Government on the Recommendations/Observations contained in the Third Report (Fourteenth Lok Sabha) of the Committee .....	82

**COMPOSITION OF THE STANDING COMMITTEE ON WATER  
RESOURCES  
(2005-2006)**

**Shri R. Sambasiva Rao                      -                      Chairman**

**MEMBERS**

**LOK SABHA**

2.     **Shri Bhanwar Singh Dangawas**
3.     **Shri Bikram Keshari Deo**
4.     **Shri Rajen Gohain**
5.     **Dr. M.Jagannath**
6.     **Smt.Preneet Kaur**
7.     **Shri Raghuv eer Singh Kaushal**
8.     **Smt. Manorama Madhavraj**
9.     **Smt. Kiran Maheshwari**
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11.    **Shri Munshiram**
12.    **Shri Lonappan Nambadan**
13.    **Shri Harilal. Madhavaji Bhai Patel**
14.    **Shri Laxmanrao Patil**
15.    **Shri Kamla Prasad Rawat**
16.    **Smt. Minati Sen**
17.    **Shri Arjun Charan Sethi**
18.    **Shri Chandra Bhushan Singh**
19.    **Shri Sita Ram Yadav**
- #20.   **Vacant**
21.    **Vacant**

**RAJYA SABHA**

22.    **Shri Indramoni Bora**
23.    **Shri Manoj Bhattacharya**
24.    **Shri Ajay Singh Chautala**
25.    **Smt. Sushree Devi**
26.    **Dr. Gyan Prakash P ilania**
27.    **Shri Sharad Yadav**
- \*28.   **Vacant**
29.    **Vacant**
30.    **Vacant**
31.    **Vacant**

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\* Shri Jaswant Singh, MP, Rajya Sabha has resigned w.e.f. 11.08.2005

# Nomination of Shri Prabodh Panda, MP change by the Speaker, Lok Sabha w.e.f. 23.08.2005

**SECRETARIAT**

- |    |                        |   |                     |
|----|------------------------|---|---------------------|
| 1. | Shri John Joseph       | - | Secretary           |
| 2. | Shri N.K. Sapra        | - | Joint Secretary     |
| 3. | Shri A.S. Chera        | - | Director            |
| 4. | Shri P.V.L.N. Murthy   | - | Under Secretary     |
| 5. | Shri Ramesh Lal        | - | Committee Officer   |
| 6. | Shri Santanu Mukherjee | - | Committee Assistant |

## INTRODUCTION

I, the Chairman of the Standing Committee on Water Resources (2005-06) having been authorised by the Committee to submit the Report on their behalf, present the Fourth Report on the Action Taken by Government on the recommendations/observations contained in the Third Report (Fourteenth Lok Sabha) of the Standing Committee on Water Resources (2005-06) on Demands for Grants (2005-2006) of the Ministry of Water Resources.

2. The Third Report was presented to Lok Sabha on 20 April 2005. The replies of the Government to all the recommendations contained in the Report were received on 26 August 2005.
3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 21 October 2005.
4. An analysis of the Action Taken by the Government on the recommendations/observations contained in the Third Report (Fourteenth Lok Sabha) of the Committee is given in Appendix-IV.

NEW DELHI;  
11 November, 2005  
20 Kartika, 1927 (Saka)

**R. SAMBASIVA RAO,**  
*Chairman,*  
*Standing Committee on Water Resources*

## CHAPTER I

### REPORT

This Report of the Standing Committee on Water Resources deals with the action taken by the Government on the recommendations/ observations contained in their Third Report on Demands for Grants (2005-2006) of the Ministry of Water Resources which was presented to Lok Sabha on 20 April 2005.

2. Action taken notes were received from the Government in respect of all the 27 recommendations/observations of the Committee which have been categorised as follows:—

- (i) Recommendations/Observations which have been accepted by the Government:

Para Nos. 1.23, 2.13, 2.20, 3.9, 3.20, 3.21, 3.28, 4.14, 5.15, 5.26, 5.43, 5.57, 6.17 and 6.23

(Total-14)

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies:

Para Nos. 2.11, 2.12 and 2.28

(Total-3)

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:

Para Nos. 1.21, 1.22, 1.30, 2.14, 2.15, 4.13, 5.34 and 5.50

(Total-8)

- (iv) Recommendations/Observations in respect of which final replies of the Government are still awaited:

Para Nos. 3.19 and 6.29

(Total-2)

**3. The Committee desire that final replies in respect of the recommendations/observations for which only interim replies have been given by the Government should be furnished to the Committee within three months of the presentation of the Report.**

4. The Committee will now deal with the action taken by the Government on some of the recommendations/observations in the succeeding paragraphs.

**A. Reduction in plan allocation and utilization of Irrigation Potential created**

**Recommendation (Para Nos. 1.21 and 1.22)**

5. The Committee observed that though the Ministry had proposed Rs. 946.21 crore as Plan allocation for the year 2005-2006, the Planning Commission allocated Rs. 921 crore—Rs. 621 crore for the Central Sector and Rs. 300 crore for the State Sector—which was Rs. 25.21 crore less than the proposed allocation by the Ministry. The Committee also observed that it was difficult to understand the rationale behind the reduction in allocations, which was at variance with the commitment of Government to give top priority to equitable and effective water management in the country. The Committee were of the firm view that the Union Government could not abdicate its responsibility on the State Sector Schemes as these Schemes *interalia* entailed creation of more irrigation potential, recharge of ground water and checking floods and erosion across the country and desired the Ministry to further strengthen the monitoring mechanism in respect of these Schemes. The Committee had observed that though policy thrust of the Ministry was on drawing up time schedule for completion of on-going Major Irrigation Projects, they desired that there was a need to lay more emphasis on the utilization of irrigation potential already created.

6. The Ministry has, in its action taken reply, stated that the outlay approved by the Planning Commission is Rs. 25.21 crore less than the outlay proposed by the Ministry. This reduction is marginal and will not adversely affect the pace of implementation of ongoing projects and their timely completion. The allocation for the scheme for CAD&WM during the year 2004-05 has also been reduced to some extent because the State Governments have not come forward with sufficient proposals despite every effort was made in this direction. The three schemes viz. (a) Flood Control in Brahmaputra Valley, (b) Repair, Renovation and Restoration of water bodies and (c) Artificial recharge of Ground Water, etc. Have been approved as State Sector

schemes. However, the implementation of the schemes continues to be monitored by the Ministry of Water Resources. Certain gap in the potential created and the potential utilized is inevitable as command takes time to develop. The main objective of monitoring is to ensure the achievement of physical and financial targets for timely completion of projects, identification of the inputs required, analysis of the reasons for any shortfalls/bottlenecks and suggest remedial measures, etc. with a view to complete them in a time-bound manner and to achieve the targets of creation of irrigation potential.

7. The Committee note that while the reply is more than forthcoming in delving into the reasons for reduction of outlays in the RE and CAD&WM during the years 2003-2004 and 2004-2005, respectively, the Ministry has ostensibly failed in addressing the reasons for increase in non-Plan allocation for the year 2005-2006. Further, the reply maintains a stoic silence on the reduced allocation by the Planning Commission in components like Major and Medium Irrigation, Minor Irrigation and Flood Control, while maintaining that the reduced allocation is marginal and would not adversely affect the pace of implementation of on-going projects and their timely completion. All these bear ample testimony to the Government's commitment to give top priority to equitable and effective water management in the country which has, in reality, failed to gain currency. The Committee observe that the reply is an obvious attempt to understate the existing multiplicities in implementation process, *i.e.* Schemes to be planned and executed by the State Governments and monitored by the Centre, for the three Major Centrally-Sponsored Schemes, *viz.*, Flood Control in Brahmaputra Valley, Repair, Renovation and Restoration of Water Bodies and Artificial Recharge of Ground Water, etc. The Committee are confident that the pace of implementation of various Schemes to be executed by the State Governments would be a casualty, given the notoriety of few States as worst offenders with regard to timely completion of projects. Furthermore, the reply is also silent on steps taken/proposed to be taken for utilization of irrigation potential already created. The Committee, therefore, desire the Ministry to evolve a realistic and effective time schedule for utilization of grants, submission of Utilization Certificates by States while earmarking allocations at BE stage itself so that reduction at the RE stage for State Sector Projects does not become a regular feature. The Committee also desire the Ministry to give due emphasis in priority areas in order to ensure apportioning of scarce resources in a best possible manner to realize the objective of equitable and proper management of water resources. The Committee would like to be apprised of the steps taken in this regard.

## **B. Need for a single Administrative Ministry for “Water”**

### **Recommendation (Para N. 1.30)**

8. The Committee observed that the National Development Council at its 50th meeting held in December 2002 had considered the need for a Single Administrative Ministry for dealing with all issues concerning ‘Water’. Further, the Planning Commission too was of the view that the subject of ‘Water’ and all its related issues be dealt with at the Union level in one Ministry, *viz.* the Ministry of Water Resources to pave the way for integrated planning, development and management of water resources in the country for their optimal utilization. This had also been emphasized in the National Water Policy—The Committee strongly believed that the ‘Single Administrative Ministry for Water’ was long overdue as a policy initiative by the Government. The Committee felt that it would be in the fitness of the things to designate the Ministry of Water Resources as the nodal agency for dealing with all aspects of Water at the Central Government level at the earliest.

9. The Ministry has, in its action taken reply, stated that the relevant paras from the Tenth Five Year Plan (2002-07) Volume-II are as under:

“8.1.63 Presently water is a subject that is being dealt with in different ministries. 8.1.64 While at the policy formulation level, the National Water Resources Council representing all the concerned ministries was set up in 1983 under the Prime Minister, the Planning Commission is of the view that the subject of water and all its uses should be dealt with at the Centre by only one ministry—the Ministry of Water Resources.

8.1.65 To begin with, it is desirable that a National Water Resources Programme Coordination Committee under the chairmanship of Member (Agriculture and Water Resources), Planning Commission is set up to ensure that everyone’s interests and concerns are taken into account when framing and implementing all programmes having abearing on the use, development, conservation, augmentation, productivity and protection of water resources. Secretaries of the concerned ministries as well as the Chairman of CWC, CGWB and Chairman and Managing Director of the National Hydroelectric Power Corporation (NHPC) would be members and the Secretary, Water Resources, would be the Member Secretary. The role of each Ministry in the use and management of water should be clearly identified by the Committee.”

The Ministry submitted that the proposed National Water Resources Programme Coordination Committee has not yet been constituted.

10. The Committee are least satisfied with the reply furnished by the Ministry. They are of the firm view that the idea of 'Single Administrative Ministry for Water' is highly desirable and a long overdue step to meet an earnest need for integrated planning, development and management of water resources of the country. The sentiment expressed by the Committee further gains credence in view of its endorsement in the Tenth Plan document and the National Water Policy. The National Development Council (NDC) is the apex body in the country for policy formulation and its observation speaks volumes about the need to bring various water-related subjects under the control of the Ministry, *i.e.* the Ministry of Water Resources. The Committee, however, observe that yet another Committee, *i.e.* a National Water Resources Programme Coordination Committee under the Chairmanship of Member (Agri&WR), Planning Commission is proposed to be set up to ensure that interests of all concerned are taken into account while framing and implementing programmes having a bearing on development, conservation, augmentation, productivity and protection of water resources. Further, the Committee are constrained to observe that though the Tenth Plan has run half of its course, the Government is yet to constitute the National Water Resources Project Coordination Committee which according to the Tenth Plan document was a desirable proposition. In view of the alarming situation of ever-depleting levels of ground water, lack of adequate conservation measures, poor financial position of many of the State Governments, inter-State ramifications of the water sector schemes, lack of convergence of schemes and multiplicity of agencies involved in development and management of water resources, the Committee apprehend that the idea of 'Single Administrative Ministry for Water' as decided by the NDC would get stuck in unconscionable delays and a maze of procedural and bureaucratic hurdles. The Committee, therefore, again desire that any further procrastination be shunned and reiterate their earlier recommendation that a Single Administrative Ministry for Water should see the light of the day at the earliest and they be apprised of the action taken in this matter at the earliest.

**C. Working Group Recommendation on Major and Medium Irrigation  
Recommendation (Para No. 2.14 and 2.15)**

11. The Committee observed that pursuant to their earlier recommendation to identify all completed projects not declared as

completed by State Governments, CWC had identified 16 Major and 25 Medium Projects in 10 States which attained 90% or more of targeted irrigation potential. It was further observed that though the main aim was creation of additional irrigation potential, the Government found it difficult to ignore the creation of the balance 10% potential. The CWC carried out a further analysis of the above projects and found that 10 Major and 12 Medium Irrigation Projects were receiving CLA under AIBP and only 2 Major and one Medium Projects were treated as completed. The States had reportedly given undertakings that 8 Major and 11 Medium Projects would be completed in 2004-05 or 2005-06 and that out of the identified projects, 3 Major and 4 Medium Projects were in the unapproved category, though they attained the targeted irrigation potential. The Committee had, therefore, reiterated their earlier recommendation contained in their Second Action Taken Report on the subject to stop further flow of funds to projects now identified as in their considered opinion the created irrigation potential be put to optimum use rather than creating additional potential and not putting it to good use which in itself was wastage of public funds. They had, therefore, desired the Government to accept/implement the recommendation of the Working Group on Major and Medium Irrigation in full.

12. The Ministry has, in its action taken reply, stated that there are 41 projects (16 major and 25 medium) as on 1 April, 2004 where 90% and above potential with respect to targeted irrigation potential has already been created. These 41 major/medium projects include 3 major and 4 medium unapproved projects which have attained 90% or more targeted potential. Considering the attainment of irrigation potential by these unapproved project, Central Water Commission has been requested to take up the matter of 3 major and 4 medium unapproved projects with the State Governments for getting these projects declared as completed. In view of large number of projects spilling over from plan to plan, the Working Group for Tenth Plan recommended that such projects are to be declared completed for practical purposes leaving the balance potential (which is less than 10%) to be created in due course by respective State Governments. The policy for declaring these projects as completed will be finalized in consultation with the Planning Commission and taken up with the State Governments for follow up action. The Ministry have further stated that the recommendation of the Working Group in respect of completion of on-going projects of previous plans and to derive benefit from already locked in investment has been brought to the notice of the State Governments and that the Ministry fully agrees with the views of the Standing Committee regarding putting to optimum use the created

irrigation potential than creating additional irrigation potential in the projects having balance potential of 5-10%. However, the States may have to examine each case separately, as in some projects, it may be the creation of distributaries and minors preventing full achievement of the envisaged potential. Whenever the concerned States are desirous of attaining the balance irrigation potential through a fast track mode or otherwise under the Accelerated Irrigation Benefits Programme (AIBP), the Ministry proposed to consider such cases favourably to achieve the balance irrigation potential.

**13. The Committee are distressed to note that though the State Governments have identified 41 such projects (16 Major and 25 Medium) as on 1 April, 2004, no concrete steps seem to have been taken by the Ministry to declare these projects as completed by State Governments. The Ministry has now informed that the 90% achievement of these projects has been observed to be static in the past few years and it is not making any headway due to certain constraints like non-availability of land from the farmers. The Ministry has further informed the Committee that the policy for declaring these projects as completed will be finalized in consultation with the Planning Commission and taken up with the State Governments for follow up action. The Committee, while expressing their anguish over the delay in implementation of their recommendation would like to recommend to the Ministry to make an all out effort to remove the constraints expeditiously as noticed by them. They would also like to reiterate their earlier recommendation to declare these projects as completed as per the recommendation of Working Group of Tenth Plan so that the further flow of funds to these projects identified as completed can also be stopped. The Committee would like to be apprised of the action taken in this regard.**

#### **D. Artificial Recharge of Ground Water**

##### **Recommendation (Para No. 3.19)**

14. The Committee found that the Ground Water level was declining very rapidly in almost every part of the country. The Artificial Recharge of Ground Water Scheme was one of the most effective Schemes to arrest the further decline of Ground Water level. The Committee were happy to note that the Planning Commission had cleared the Scheme "Artificial Recharge of Ground Water". The Secretary, Ministry of Water Resources during the evidence informed the Committee that the note for CCEA was under preparation and the Scheme would be taken up in the first quarter of current financial

year 2005-2006. The Committee hoped that the Government would endeavour to clear the Scheme from CCEA at the earliest and implement the Scheme without further loss of time.

15. The Ministry has, in its action taken reply, stated that the Planning Commission's 'in principle' approval has been received. Thereafter, a draft Note for Cabinet Committee of Economic Affairs (CCEA), duly approved by Hon'ble Minister (WR) was circulated to concerned Ministries/Departments on 20 April 2005 seeking their comments before finalizing the draft Note. Comments of some of the concerned Ministries/Departments are still awaited. The matter is being pursued with them and as soon as their comments become available, the Note for CCEA will be finalized and sent to CCEA for approval.

16. The Committee are not satisfied with the reply of the Ministry in that the "Artificial Recharge of Ground Water" which is one of the very important Schemes to arrest the further decline of ground water and to increase the ground water level has still not been cleared from the Cabinet Committee on Economic Affairs (CCEA). The Scheme has already been cleared 'in principle' by the Planning Commission. Although the Secretary, Ministry of Water Resources informed during the evidence that the Note for CCEA is under preparation and the Scheme will be taken up in the first quarter of current financial year 2005-06, the Ministry in its action taken reply has now informed after five months that a draft Note for CCEA duly approved by Minister (WR), has been circulated to concerned Ministries/Departments on 20 April 2005 seeking their comments before finalizing the draft Note. More than four months have passed since the presentation of the Third Report, but, unfortunately the Ministry has not been able to obtain the comments from the concerned Ministries/Departments so far. Meanwhile, the Ministry has also informed that as soon as their comments become available, the Note for CCEA will be finalized and sent to CCEA for approval. The Committee are unhappy to observe that the progress in the matter is very slow and it appears that the recommendations of the Committee are not taken seriously by the Government. While expressing their unhappiness over the lackadaisical approach of the Ministry in getting clearance for the Scheme from CCEA, the Committee would like to reiterate strongly to get the Scheme cleared expeditiously for early implementation.

#### **E. Conservation and augmentation of ground water**

##### **Recommendation (Para No. 3.20)**

17. The Committee had desired the Government to take steps to create the awareness among the people to conserve as well as put to

good use the available limited ground water resource in the country. The Committee were of the opinion that alternative methods be devised to put to use the sewerage and other waste waters after suitable treatment for irrigation and encourage the use of recycled waste water which in the long run would help conserve the ground water resources in the country.

18. The Ministry has, in its action taken reply, stated that as regards Committee's suggestion for taking steps to encourage recycling of waste water, it is mentioned that as 'Water' is a State subject, it is for the State Governments to take steps in this regard. However, the Ministry of Water Resources has also written to them that in major cities having population more than 20 lakh, action to recycle the waste water may be initiated.

19. The Committee are not satisfied with the reply of the Government to their suggestion that alternative methods be devised to put the sewerage and other waste water to use after suitable treatment for irrigation besides encouraging the use of recycled waste water. That the Ministry's approach in implementing the recommendation of the Committee is very casual and the matter is not being given due weightage is clear from their statement that 'Water' is a State subject and it is for the State Governments to take steps in this regard. Besides, they have also stated that they have written to State Governments to take action to recycle the waste water in the major cities having population more than 20 lakh. The Committee are of the firm view that the specious plea of Government that 'Water' is a State subject is untenable since it is expected of from the Ministry of Water Resources, being the nodal Ministry for national policies on all aspects of water, to take initiative in a more substantive manner and not confine itself to mere writing letters to State Governments which would not yield the desired results, especially in view of the grave situation on the ground water front. The Committee, therefore, reiterate their earlier recommendation and impress upon the Ministry to take initiative in a more substantive manner in this regard.

#### **F. Command Area Development and Water Management Scheme**

##### **Recommendation (Para No. 4.13)**

20. The Committee noted that the Command Area Development Programme had been restructured and renamed as Command Area Development and Water Management Scheme for implementation during 2004-2007. Under the restructured Scheme, the State

Governments had been advised to submit fresh Detailed Project Reports of all the projects by the end of August 2004. It was very disturbing to observe that despite repeated recommendations of the Committee, the Government failed to obtain the fresh DPRs of all the projects expeditiously from the State Governments. The Ministry so far could obtain DPRs from only 8 State Governments. The Committee failed to understand the manner in which the Ministry had proposed to achieve the targets under the Scheme with such slow pace of submission of DPRs by State Governments. The Committee had, therefore, desired the Ministry to pursue the matter vigorously with all the concerned State Governments to submit the fresh DPRs of all the projects at the earliest possible so that the implementation of Scheme might not be hampered.

21. The Ministry in its Action Taken Reply has stated that till May 2005, 11 State Government have submitted the DPRs and the remaining State Governments are being followed up for expediting the submission of DPRs. In pursuance of CCEA directive, fresh DPRs were sought from the State Governments with the objective of assessing the quantum of work completed by 31 March 2004, the targets for the remaining period of Tenth Plan indicating *inter alia* the time frame budget and action plan for the same. Since the project activities are being continued, efforts will be made to achieve the targets.

**22. The Committee are unhappy to note that despite repeated recommendations of the Committee to obtain fresh Detailed Project Reports (DPRs) of all the projects expeditiously from the State Governments under the restructured "Command Area Development and Water Management" Scheme and almost a year has passed by since August 2004 the due date for submission of fresh Detailed Project Reports (DPRs) of all the projects by State Governments, the Ministry could obtain Detailed Project Reports (DPRs) from only 11 State Governments till May 2005. The Committee in their Second Report (Fourteenth Lok Sabha) had recommended to the Government to set a definite time frame for submission of fresh Detailed Project Reports (DRPs) of all the projects by State Governments and in any case not later than end of March 2005. However, no action has been taken in this regard so far. The Committee are of the view that the Ministry has not been able to comprehend their recommendation in the right perspective and as a result, the Ministry has failed to obtain the Detailed Project Reports of all the projects from all State Governments till date. The Committee, therefore, strongly reiterate their earlier recommendation to pursue the matter vigorously with all the State Governments to submit the fresh Detailed Project**

**Reports (DPRs) of all the projects at the earliest possible so that the objective of assessing the quantum of works completed by 31 March, 2004 is attained and the implementation of Scheme may not be adversely affected.**

**G. Extension of Embankments on Lalbakeya, Kamla, Bagmati and Khando rivers**

**Recommendation (Para No. 5.34)**

23. The Committee were disconcerted to note that the Ministry's less than impressive performance in regard to under-utilization of funds at the actual stage for 2003-2004 stemmed from the fact that the concerned State Governments had failed to revise/finalize the DPRs for the project in time. They felt that this was a long standing problem with the State Governments for not only this project but also in other projects. They had desired the Ministry to pursue the State Governments to avoid procrastination in this regard to ensure timely completion of the project. The Committee wanted to know the rationale for earmarking only Rs. 14.00 crore in BE 2005-06—that too only for DPRs for Kamla and Bagmati Schemes on Indian side for the project only. The Committee desired the allocation for 2005-2006 be increased at the RE stage to accommodate all necessary expenditure for effective and timely completion of the project. The Committee had also desired that the above preliminary studies be completed expeditiously so that the menace of recurring floods and erosion in North Bihar could be minimized. The Committee also desired that the requisite funds might soon be released to JPO-SKSKI to complete this project in time to avoid cost over runs.

24. The Ministry has, in its action taken reply, stated that the Secretary (WR) took a meeting at Patna on 22 April 2005 wherein officials from the State Governments and GFCC attended. It was decided in the meeting that an amount of Rs. 14 crore earmarked as BE during 2005-06 will be utilised for works related to Kamla and Bagmati rivers in conformity with the provision contained in the approved SFC. Meanwhile, an amount of Rs. 3.5 crore has been released to the Government of Bihar for execution of works on Kamla river as included in the approved SFC. The Government of Bihar submitted DPR to GFCC for Bagmati Flood Control Scheme. It is stated the pending finalisation of DPRs submitted by Government of Bihar, works included in the approved SFC are being taken up. As regards increase at the RE stage, it was intimated that it depended upon the expenditure incurred by the State Government by the time RE is discussed.

In the 2nd meeting of JCWR headed by respective Secretaries, Ministry of Water Resources of India and Nepal, it was agreed that the feasibility study of the Kamla and preliminary study of Bagmati Multipurpose Projects would also be carried out by the Joint Project Office of Sapta Kosi-Sun Kosi Projects to ascertain the likely constraints in implementation of these projects so that these could be appropriately addressed. JPO-SKSKI has already initiated action in respect of Kamla and Bagmati rivers as well. In pursuance of the decision of Kamla and Bagmati rivers taken in the 2nd JCWR meeting, the Joint Team of Experts in its 6th meeting (12-13 June 2005) at Biratnagar authorized Joint Project Office, Sapta Kosi High Dam Multipurpose Project and Sun Kosi-Storage-Cum Diversion Scheme to take up additional works in respect of Kamla and Bagmati projects.

An amount of Rs. 7.00 crore has been kept as BE during 2005-06 for the Sapta Kosi Project which may be modified/enhanced at RE stage depending on the requirement submitted by Central Water Commission.

**25. The Committee are not satisfied with the incomplete reply as it is merely, a reiteration of earlier submissions made by the Ministry on the Scheme in general and JPO-SKSKI in particular. The reply is also silent on the amount released out of Rs. 7.00 crore earmarked in B.E. 2005-06 for Sapta-Kosi Project. The Committee would like to be apprised of the manner in which Rs. 7.00 crore could be allocated for the Sapta-Kosi Project, when the entire allocated amount in the BE had already been earmarked for DPRs for Kamla and Bagmati Schemes. The Committee desire that the design parameters of the DPR submitted by the Government of Bihar/GFCC to the Central Water Commission is expeditiously finalized. The Committee further desire that the allocation for the project be appropriately increased to accommodate all necessary expenditure in order to avoid project spillover from plan to plan and cost and time overruns. The Committee would like to be informed of the action taken in the matter at the earliest.**

#### **H. Pagladia Dam Project**

##### **Recommendation (Para No. 5.50)**

26. The Committee were constrained to observe that the implementation and the cost of Pagladia Dam Project had been hostage to the physical problems, *viz.* ecological, environmental and R&R issues. These unsolved issues had cast their spell on the utilization of funds

for the project, as was evident from the reduced allocation in the actuals for 2003-2004 and at the RE stage 2004-2005. It was incumbent upon the Ministry of Water Resources to impress upon the State Governments to take up these issues in right earnest with project-affected people in the area and evolve a strategic road map to sort out the existing problems urgently. The Committee in their First Report (Fourteenth Lok Sabha) on Demands for Grants (2004-2005) had recommended for early clearance by PIB and CCEA. However, clearances were still awaited. The Ministry informed that the Zirat Survey by the State Government was yet to be taken up. The Committee had, therefore, desired the Government to take urgent steps to clear the project at the earliest for implementation, otherwise a stage might come when the project itself may become unviable.

27. The Ministry has, in its action taken reply, stated that the Brahmaputra Board as well as Ministry of Water Resources are persistently pursuing the matter with the Government of Assam for completion of the Zirat Survey which is essential before the implementation of the Pagladia Dam Project. The issue of early implementation of the Pagladia Project came up during the discussion of the Union Minister of Water Resources with the Chief Minister of Assam when he visited Guwahati in September 2004. The Additional Secretary (WR) had a meeting with Chief Secretary, Government of Assam on 21 September 2005 wherein the expeditious completion of the Zirat Survey was emphasized in order to take up the implementation of the project.

A Review Meeting on the progress of implementation of Pagladia Dam Project was held on 02 February 2005 where the Commissioner and Secretary to the Government of Assam, Revenue Department and Principal Secretary, Bodoland Territorial Area Districts (BTAD), officials from Central Water Commission and Brahmaputra Board were present. The Union Minister of Water Resources had *vide* D.O. Letter dated 28 February 2005, requested the Chief Minister of Assam to sort out the matter at his level and to communicate the firm resolve of the Government of Assam in consultation with the Bodoland Territorial Area District, so that the work can be taken up further by Brahmaputra Board.

The Chief Minister of Assam has constituted a Cabinet Committee on implementation of the Pagladia Dam Project *vide* notification dated 23 March, 2005 to examine and resolve all outstanding issues leading to non-completion of Zirat Survey in the areas under Bodoland Territorial Area Districts (BTAD).

The first meeting of the Committee was held on 22 April 2005 wherein it was decided that the matter would be pursued by Government of Assam with the representatives of the BTAD after the Bodo Territorial Council (BTC) election of 13 May 2005.

28. The Committee are disconcerted to learn that nothing has moved so far as the project is concerned. The problem areas for the project like the inability to carry out Zirat Survey, failure to address ecological and R&R issues and absence of any strategic road map for the early completion of the project have persisted without even a semblance of redemption visible in the near future. The Committee are constrained to note that the reply to the recommendation is incomplete as it does not indicate the progress, if any, made after the Bodo Territorial Council election held on 13 May 2005. Although the Committee appreciate the effort made by the Ministry to engage the State Government and Bodo Territorial Area Districts (BTAD) Authorities for early completion of the project and the constitution of a Cabinet Committee by the State Government on implementation of Pagladia Dam Project, they cannot but add in the same breath that they would like to emphasise the need to limit the procedures of resolving all outstanding issues pertaining to the project within a stipulated time frame. The Committee are further unhappy to note that the reply appears to have purposefully evaded from addressing the issue of pending clearances from PIB and CCEA for the project. The Committee had, in their earlier recommendations impressed upon the Government on the need for early clearance of the matter but it has been unheeded so far. The Committee, therefore, desire the Government to take urgent steps to clear the project expeditiously otherwise a stage might come when Government is forced to abandon the project. The Committee, therefore, desire that they be apprised of the steps taken in this regard.

#### **I. Performance Review of AIBP by C&AG**

##### **Recommendation (Para No. 6.29)**

29. The Committee were dismayed to note that in the Report of C&AG, instances of diversion/mis-utilisation of fund released as Central Loan Assistance (CLA) under AIBP had been noticed. The Ministry also informed that the States of Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal had diverted/mis-utilised the CLA under AIBP. The Committee were of the considered opinion that it was certainly a matter

of a grave concern as it showed the Ministry in poor light and its poor monitoring of the Scheme. The Committee had, therefore, desired the Ministry to enquire into the matter and apprise the outcome of the same to the Committee within three months from the presentation of this Report to the Houses of Parliament. The Committee also desired the Ministry to take urgent steps to prevent further diversion/mis-utilisation of CLA under AIBP so that the completion of incomplete projects might not be hampered due to diversion/mis-utilisation of CLA.

30. The Ministry has, in its action taken reply, stated that regarding instances of diversion/mis-utilization of AIBP funds by the State Governments as pointed out by the C&AG, it is to be mentioned that the States have been supplied with the copies of C&AG Report with the request that the replies pertaining to execution of projects, diversion, parking and mis-utilization of funds may be prepared by submitted to the Ministry of Water Resources/Central Water Commission urgently. Even though the reminders have been sent, no State Governments (except Karnataka State where the Public Accounts Committee paid a visit in November 2004) has so far submitted the requisite replies. The matter is being constantly pursued with the State Government for getting the needful done on priority. Secretary (WR) is proposing a meeting shortly with the State Irrigation Secretaries when this matter would also be discussed.

**31. The Committee in their Third Report (Fourteenth Lok Sabha) had recommended the Government to enquire into the matter regarding instances of diversion/mis-utilization of AIBP funds released as Central Loan Assistance (CLA) by the State Governments as pointed out by the C&AG and apprise the outcome of the same to the Committee within three months from the presentation of the Report in the House. However, the Ministry in their action taken reply have merely informed the Committee that the State Governments have been supplied the copies of C&AG Report with the request that the replies pertaining to execution of projects, diversion, parking and mis-utilization of funds may be prepared and submitted to Ministry of Water Resources/Central Water Commission urgently. The Committee are distressed to note that the Government have failed to enquire into the matter as desire by them and though more than four months have passed, the Ministry could obtain the requisite reply only from Karnataka and that too because the Public Accounts Committee had paid a visit to Karnataka in Novemebr 2004. The Committee feel that merely circulating the copy of C&AG Report and requesting the State Governments would**

not be sufficient in this matter. Further, the reply is also silent on the steps the Government have taken or proposed to take to prevent further misutilization/diversion of AIBP funds as desired by them in their Third Report. The Committee, therefore, desire that the Ministry should set a definite time-frame for submission of the requisite replies in order to prevent the further diversion/misutilization of AIBP funds and also inform them the steps taken to prevent possible diversion/misutilization of AIBP funds. The action taken in this regard may be intimated to the Committee at the earliest.

## CHAPTER II

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

#### **Plan allocation for North Eastern States—need for expeditious clearance of projects**

##### **Recommendation (Para No. 1.23)**

The Committee observe that 10 of total allocation of the Ministry amounting to Rs. 146.72 crore (15.89%) for 2005-06 has been earmarked for Schemes specifically planned for North Eastern States. The Committee are however distressed to find that there is shortfall in utilization of allocated funds in respect of Pagladia Dam Project etc. The Committee, therefore, recommend the Ministry to impress upon the Planning Commission and Ministry of Finance on the need to step up the Plan allocation for the Ministry in consonance with the policy of the Government to give priority to water management. The Committee would also like to emphasize on the need for earmarking additional allocations at the RE stage on the above-mentioned three sectors so that all on going schemes/projects are completed within the scheduled time-frame to maintain optimum cost-time-benefit ratio. The Committee also desire that allocations in respect of North Eastern States be better utilized and stepped up, if needed. Therefore, the Committee strongly believe that it is incumbent upon the Ministry to initiate necessary steps to address and overcome the predicament of non-approvals of schemes by strengthening the field offices of CWC, evolving single-window clearances for all aspects of project approvals, lessening procedural delays and improve submission of utilization certificates by the States. The Committee, therefore, desire that they be apprised of the steps taken in this direction.

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

The allocations for the schemes specially planned for the North Eastern region are as under:

(Rs. in crore)

Description	Allocation for all schemes	Allocation for schemes for N.E. Region	Percentage
Central Sector Schemes	621.00	66.72	10.74%
State Sector Schemes	300.00	80.00	26.67%
Total	921.00	146.72	15.89%

Apart from the above mentioned allocation of Rs. 146.72 crore (15.89% of total allocation) for specific schemes for the NE Region, some other schemes also include activities on NE Region. Thus, the overall share of funds available for North Eastern States out of the total allocation during the year 2005-06 will be more than 15.87%. The funds allocation is made as per the specific requirements of the NE Region. As regards shortfall in utilization of funds in respect of Pagladia Dam Project, it is submitted that the Project is duly cleared by TAC. However, the expenditure could not be incurred due to delay in land acquisition process, non-completion of Zirut Survey etc. by the State Government affecting the R&R work and revision of the cost due to change in design of structure etc. Similarly the allocation for the scheme Command Area Development and Water Management Programme has also been reduced to some extent because the State Government has not come forward with sufficient proposals despite every effort in this direction. The scheme for Flood Control in Brahmaputra Valley (Provision of Rs. 20 crore in BE 2004-05) and Artificial Recharge of Ground Water (Provision of Rs. 40 crores in BE 2004-05) could not be approved in time. As regards the schemes for flood control in Brahmaputra Valley, the North Eastern States including Sikkim and West Bengal (for the areas of North Bengal falling within Brahmaputra basin) were requested to send the list of prioritized schemes to the Brahmaputra Board for formulation of the Centrally Sponsored Schemes for taking up critical flood control/anti-erosion schemes in Brahmaputra and Barak Valley. There was however, delay in submission of the prioritised schemes by various North-Eastern States. Later on, the Planning Commission/Finance Ministry advised Ministry of Water Resources to take up the scheme in State Sector. Recasting the scheme in 'State Sector' also contributed to delay in approval of the scheme. As regards the scheme of Artificial Recharge of Ground Water, the delay in approval of the scheme is mainly attributable to frequent modification in the nature/modalities of the scheme by the Planning Commission as also in obtaining 'in principle' approval of Full Planning Commission/PM after the General Elections. Therefore, the allocation at RE stage was reduced to avoid unnecessary surrender. The existing procedure of project appraisal of Irrigation, Flood Control and Multipurpose Projects for both major and medium projects, which are having inter-state ramification is as under:

"The concerned State Government, in the initial stage will first submit preliminary report covering surveys and investigations, international/inter-state aspects, hydrology, irrigation planning, brief environmental aspects, intended benefits, etc. which are required to establish soundness of the project proposal. The project proposal

will be examined and if found acceptable, the CWC shall convey 'In Principle' consent for preparation of Detailed Project Report. Thereafter, Detailed Project Report (DPR) will be prepared with up-to-date cost and simultaneously the Project Authorities will process and obtain necessary clearances of the Ministry of Environment and Forests in respect of Environment Impact Assessment and Forest area being diverted. If Scheduled Tribe Population is diverted, the clearance of R&R Plans shall be obtained from the Ministry of Tribal Affairs. The DPR thus prepared will be examined in CWC. In States where central design and planning organizations do not exist, the CWC will check the designs also. The CWC will finalize the cost, B.C. ratio, internal rate of return, etc. and the State Government will obtain concurrence of the State Finance Department for this finalized cost. The project proposal will, thereafter, be put up to the Advisory Committee for clearance, which would be, by and large, like single window clearance.

Secretary (WR) has reviewed the procedure for techno-economic appraisal and clearance of irrigation/flood control/multipurpose projects and has made certain suggestions for improvement in the procedure. The Ministry is more actively engaging CWC in a dialogue to improve its role in techno-economic clearance of irrigation/flood management schemes."

### **Major and Medium Irrigation—Creation/utilisation of irrigation potential**

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

The Committee note that against a target of 9.9 million hectare for creation of irrigation potential under Major and Medium Irrigation only 6.5 million hectare irrigation potential is likely to be created by the end of the Tenth Plan resulting in a shortfall of 3.5 Million hectare. The Committee are not happy with the performance in this regard and desire the Ministry to make all out efforts to motivate the States to earnestly complete the projects in hand to achieve 9.9 million hectare target of potential creation. The Committee further expect the Government to take necessary steps to increase the utilization of the created potential simultaneously. The Committee be apprised of the action taken in this regard.

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

A Potential target of 9.9 M.ha. through Major and Medium Irrigation has been kept for the X Plan. This is of high order

considering the performance during previous Plans. However, to facilitate speedy completion of last to last mile projects under AIBP financial assistance in the form of grant and loan is being provided to State Governments. Further, under Bharat Nirman, an Action Plan has been proposed to bring additional 10 M.ha. under assured irrigation by 2009. Out of this, 6 M.ha. potential is to be created through Major and Medium Irrigation Projects during next four years and correspondingly, 2.40 M.ha. by the end of X Plan. The States are advised to pay more attention to non-farm development for improving the utilization of created irrigation potential.

### **Central Water Commission**

#### **Recommendation (Para No. 2.20)**

The Committee note that CWC has taken up 18 plan schemes/ activities with an outlay of Rs. 29.70 crore for 2005-06. The schemes include Data Collection, training of personnel at NWA, upgradation and modernization of information system, research, remote sensing, survey and investigation and consultancy to name a few. The allocation for four schemes was reduced at RE stage in 2004-05 due to not taking up works on technical grounds etc. A perusal of physical targets attained during 2004-2005 reveals that achievements in respect of training, consultancy (preparation of Design Memo), survey and investigation have been very low. The Committee, therefore, desire the Government to take steps to strengthen the monitoring/evaluation of the progress made by CWC in respect of the deficient areas so as to utilize the budgetary allocations to the maximum.

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

The outlay for 2004-05 was reduced at RE stage in some of the schemes of Central Water Commission. The reasons for reduction are explained below:

- (a) **Sedimentation, River morphology & other Remote Sensing Applications:** the hydrographic survey for six reservoirs planned to be taken up at an estimated cost of Rs. 1.2 crore at B.E. stage could not be taken up due to technical reasons.
- (b) **Upgradation & Modernization of Information System in CWC:** The Expert Group constituted for purpose recommended deferment of 'Establishment of Wide Area Network (WAN)' and 'WI-FI connectivity'. Also some of the major purchases proposed to be made during the

year 2004-05 were recommended to be made in phases spreading over to next year *i.e.* 2005-06.

- (c) **Setting up of specialized units in HE Design, pumped Storage & Instrumentation:** The training/consultancy proposed to be entrusted to various institutes of excellence during 2004-05 did not materialize as many of the institutes expressed their inability to commence training/consultancy during this year.
- (d) **Upgradation of facilities and skills in CWC regarding Dam Safety & Rehabilitation in India:** The allocation at R.E. stage was reduced due to slow progress in the work of preparation of PMP Atlas by the IITM, Pune. Further, the Consultancy work for development of Digital Terrain Model (DTM) proposed for Mahanadi Basin during the year was dropped as similar work is also proposed to be taken up by NRSA with funding from the Department of Space.

The progress made by Central Water Commission in respect of the deficient areas is closely monitored by the Ministry of Water Resources.

### **Minor Irrigation**

#### **Recommendation (Para No. 3.9)**

The Committee note that the works of Minor Irrigation are taken up by several Departments of the State Governments though the policy formulation aspects are vested in the Minor Irrigation Division of the Ministry. All Surface and Ground Water Schemes having Culturable Command Area upto 2,000 hectare individually are classified as Minor Irrigation Schemes. The Committee observe that out of a total 139.89 million hectare Ultimate Irrigation Potential, 81.43 million hectare Irrigation Potential is to be created under Minor Irrigation. Upto March, 2004, 58.28 million hectare Irrigation Potential has already been created and 50.15 million hectare Irrigation Potential has been utilized. As per Census of Minor Irrigation Schemes conducted by the Ministry for the year 1993-1994, the irrigation capacity created in the Minor Irrigation Sector covers about two-third of the country's total irrigation capacity. The Committee are of the firm opinion that the Minor Irrigation Projects are cost-effective and yield the desired results in quick time. The Committee observe that a sum of Rs. 100 crore has been earmarked for a pilot project for repair, renovation and restoration of water bodies for 2005-06. The Scheme stands transferred to State Sector and would be funded and monitored on the lines of AIBP. It aims at creation of

20,000 ha. of additional irrigation potential in 700 water bodies in 16 districts of the country. The Committee recommend that at least one water body in a district of each state be taken up for creation of additional irrigation potential under the scheme. The Committee are of the opinion that these small projects would go a long way in mitigating the needs of the people. The Committee, therefore, desire that the Minor Irrigation Sector be given top priority to facilitate the provision of best possible irrigation facilities to the people of the country at large.

### **Reply of the Government**

Irrigation being a state subject, the irrigation projects are planned, formulated, executed and funded by the State governments as per their priorities. Minor irrigation Sector covers about 60% of the total irrigation capacity of the country. The ultimate minor irrigation potential is estimated to be 81.43 Mha, out of which about 64.09 Mha is attributed to groundwater and the rest 17.34 Mha for surface minor water schemes. The groundwater resources in the country are depleting rapidly in some areas due to unrestricted withdrawal. Subsidized power tariff for agriculture also leads to sub-optimal utilization and excess drawal of groundwater resources. For reviving the Surface Minor Irrigation Sector and particularly for restoring the tank irrigation potential in the country, a pilot scheme "National Project Repair, Renovation and Restoration of Water Bodies Directly Linked to Agriculture" has been approved for a total outlay of Rs. 300 crore for implementation during the remaining period of the X Five Year Plan, under the State Sector. The objectives of the scheme are: (a) to restore and augment storage capacities of water bodies and (b) to recover and extend their lost irrigation potential. In the budget speech 2004-05 of Finance Minister, it was proposed to select at least one district in each of the five regions of the country. Detailed Project Reports (DPRs) were invited from all States for one or two districts in each State. In the first phase, 16 district projects in 9 States were approved for funding on the basis of DPRs submitted by these States. As other States submit project proposals, the same will be considered for funding on the basis of the guidelines for the Scheme.

### **Conservation and augmentation of ground water**

#### **Recommendation (Para No. 3.20)**

The Committee observe that Government have taken certain measures to arrest the decline of Ground Water Level by way of regulation of Ground Water withdrawal, adopting artificial recharge

methods to augment Ground Water in the States of Delhi, Punjab, Rajasthan and Tamil Nadu to name a few apart from restricting development of Ground Water, legislation for regulation and development of Ground Water and mandatory guidelines for roof top rain water harvesting by amendment of building bye-laws, etc. The Committee desire the Government to take steps to create the awareness among the people of conserve as well as put to good use the available limited ground water resource in the country. The Committee are also of the opinion that alternative methods be devised to put to use the sewerage and other waste waters after suitable treatment for irrigation and encourage the use of recycled waste water which in the long run would help conserve the ground water resources in the country. The Committee, therefore, desire to be apprised of the steps taken in this regard.

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

The steps taken by the Ministry of Water Resources/Central Ground Water Authority to create awareness among the people on conservation and augmentation of ground water resources through rain water harvesting and artificial recharge are as follows:—

- Mass awareness programmes in Rain Water Harvesting and Artificial Recharge to Ground Water are organised throughout the country involving Central/State/NGO's/VO's, resident welfare organizations, educational institutions, industries and individuals. A total of 239 mass awareness programmes have been organised so far. During the current year, 51 mass awareness programmes are proposed to be organised.
- Training programmes are conducted to generate resources persons as a measure of capacity building for designing rainwater harvesting structures to augment ground water in different terrains and diverse hydrogeological conditions. A total of 157 training programmes have been conducted so far. During the current year, 51 training programmes are proposed to be conducted.
- Central Ground Water Board provides technical guidance and design for rain water harvesting structures to various Government and non-Government agencies and individuals in various parts of the country. So far such technical guidance has been provided in around 1800 cases.

- Water conservation campaign was launched during Fresh Water Year (2003) for various target groups like youth and children, women, farmers and villagers, policy and opinion makers. Publicity through print media telecasting of spots on the television, broadcasting messages on radio, holding of seminars, workshops, conferences etc. were undertaken. Awareness was also created through Meghdoot post cards in Hindi and English, Slogans on mail vans and letter boxes through Department of Posts.
- Films have been produced on Rain Water Harvesting in urban areas, rain water harvesting in rural areas, ground water pollution etc. which are shown during various mass awareness and training programmes.
- Display of working models/fixing of stalls in various exhibitions and important functions is undertaken by the Central Ground Water Board.
- Observation of Rain Water Harvesting Week throughout the country.

As regards Committee's suggestion for taking steps to encourage recycling of waste water, it is mentioned that as 'Water' is a State subject, it is for the State Governments to take steps in this regard. However, the Ministry of Water Resources have also written to them that in major cities having population more than 20 lakh, action to recycle the waste water may be initiated.

#### **Comments of the Committee**

(Please See Para No. 19 of Chapter I of the Report)

#### **Poor performance in attainment of targets under various schemes**

##### **Recommendation (Para No. 3.21)**

The Committee are disappointed with the poor performance under the various schemes/activities of Central Ground Water Board against the laid down physical targets in respect of (a) Exploration Well Drilling, (b) RGNGW Training & Research Institute, (c) Mass awareness in ground water management regulation and conservation, and (d) Training on rain water harvesting. The shortfall in attainment of physical targets ranges between 62 and 92 per cent. The Committee desire the Ministry to monitor the physical progress of the Schemes effectively to realize the set targets in full under all the Schemes of

Central Ground Water Board during the current financial year 2005-2006. The Committee would be like to be apprised of the action taken in this matter.

### **Reply of the Government**

By the end of March 2005, there was no shortfall under exploration well drilling and mass awareness programmes. However, the observations of the Committee have been noted for compliance. Steps are being taken to monitor the physical progress on regular basis. For this purpose, regular meetings are being taken at different levels including at the level of Secretary (WR).

### **Achievements of Water Quality Assessment Authority (WQAA)**

#### **Recommendation (Para No. 3.28)**

The Committee are concerned to note that along with decline in the Ground Water level, the Ground Water quality has also deteriorated considerably in many areas of the country. The Committee, therefore, desire the Government to conduct studies in all the affected areas and make an all out effort to improve the quality of Ground Water. The Committee also note that Government have constituted Water Quality Assessment Authority (WQAA) to coordinate the activities of different agencies, prepare action plans, organize public awareness programmes as well as to overcome the problem of pollution of national water resources. Based on the decision taken by WQAA, an Expert Group and State-Level Water Quality Review Committees in 33 States/UTs were constituted. The Expert Group has submitted its Report and the recommendations of the Expert Group have been accepted by WQAA. Under WQAA, a Water Quality Monitoring Committee (WQMC) and a Task Force were also constituted to recommend measures for optimum water quality observation network and coordinate data collection and dissemination system to assist the WQAA. The Task Force has also submitted its Report. The Committee desire the Ministry to furnish a copy each of the Reports submitted by the Expert Group and the Task Force on the subject to them. The Committee also desire that the recommendations of the Expoert Group and Task Force be thoroughly examined for early implementation in order to help all the concerned Water Quality Monitoring Agencies/States and also provide the good quality water to the people. The Committee further desire that reports of the three Specific Groups formed to deal with specialized functions to be submitted very shortly be processed urgently to tackle the alarming situation arising out of pollution of ground water sources.

## Reply of the Government

Central Ground Water Board undertakes studies pertaining to geogenic contamination in ground water regularly as a part of its annual Action Plan. Areas affected with problems of geogenic contamination *viz.* Fluoride, Arsenic, Iron, Salinity, etc. are identified through these studies and remedial measures are suggested. Further alternative contaminant free aquifer zones are explored and delineated which can be developed by concerned State agencies. As regards ground water pollution through anthropogenic sources occurring in different States/UTs, studies are carried out by the Central Pollution Control Board and State Pollution Control Boards.

The WQAA was constituted to direct the agencies (Government, local bodies/non-Governmental) for identified water quality related matters e.g., to standardize methods for water quality monitoring, proper treatment of waste water, to draw action plan for quality improvement in water bodies and discharge of treated sewage/trade effluent on land, river and other water bodies, to identify "Hot-spots" for taking necessary action for improvement of water quality etc., as listed out in the Notification. As desired by the Committee, a copy each of the reports of the Expert Group and Task Force constituted by WQAA, have been sent to the Committee's Secretariat separately. On the basis of the report of the Expert Group it was decided that the National River Conservation Directorate, Ministry of Environment & Forest (MoEF) should bring out a Gazette Notification of Uniform Protocol of Water Quality Monitoring. As per information received from MoEF, the Gazette Notification of Uniform Protocol has been finalized in consultation with the Ministry of Law and notified on 17.6.2005. The Monitoring Protocol was prepared also on the basis of the report/recommendations of the Task Force. The report of the Task Force has been approved by the MoEF in April, 2005 and follow up action on the recommendations was considered in 4th WQAA meeting held in July, 2005. The recommendations of the Expert Group and Task Force and comments on the status of each recommendation are given in **Appendix-I**.

The three Standing Groups have been constituted to help WQAA to initiate action on the various functions of the Authority. These Groups, being Standing Groups, are to report to WQMC on regular basis and their works are reviewed by WQMC in its meetings. Out of 14 functions of WQAA, the Standing Group-I is to initiate action on 7 functions while Group-II & III on one function each. The progress made by these Groups is as follows:

### **Standing Group-I**

This Group has already submitted its report to WQAA/WQMC bringing out details about sewage treatment plant, R&D activities in Water Quality Monitoring, treatment of sewage and waste water, need for action plan for water quality improvement, study regarding self-assimilation capacity, non-point sources of pollution and "Hot-spots" already identified. Based on the studies carried out by CPCB and other expert organizations and critical issues on the subject, the Group is preparing an approach paper for finalizing the appropriate action plan.

### **Standing Group-II**

This Group is to initiate action regarding imposition of restriction in water abstraction and discharge of treated sewage/trade effluents with a view to mitigate crisis of water quality. Accordingly, this group is attempting to take up the studies on some of the polluted stretches already identified by CPCB for which the finalization of the terms of reference for engagement of the Consultant is under process.

### **Standing Group-III**

This Group under the Chairmanship of Member (SAM), CGWB is to initiate action on rain water harvesting. The group has reviewed its functions where it was decided that the promotion of on rainwater harvesting is a major and frontal activity of CGWA and since major initiatives have already taken in this regard by CGWA, any initiative by WQAA will be mere duplication. WQAA, in its 4th meeting held in July, 2005 decided that though CGWA is taking action on this activity, the Group is required to continue to take stock of rain water harvesting in the country by CGWA and report to WQAA on regular basis.

### **Comman Area Development and Water Management Scheme—PIM**

#### **Recommendation (Para No. 4.14)**

The Committee further note that Andhra Pradesh, Goa, Karnataka, Tamil Nadu, Bihar, Madhya Pradesh, Rajasthan, Orissa and Kerala have enacted PIM legislation. The Ministry also informed that all the State Governments have been requested to enact the necessary legislation on PIM in the forthcoming Sessions of their State Legislatures. The Committee also desire the Ministry to pursue the matter with the remaining State Governments for early enactment of necessary legislatoin on PIM.

Furthermore, a national level workshop on PIM is proposed in early 2005-2006. The Committee observe that the example set forth by the WUA functioning in the Surya Project command in the Thane District of Maharashtra needs to be replicated where even the tail end users are getting the same quantum of water as the first user. The interaction the Committee had there with the farmers revealed that they were very satisfied with the functioning of WUA in their area. The Committee, therefore, desire the Government to educate the users as well as administrators about this model of functioning of WUA at their forthcoming National Level Workshop on PIM. The Committee, therefore, desire to be apprised of the outcome of the deliberations of the workshop and the action taken thereon.

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

The National Level Workshop on PIM would be conducted during the month of September/October, 2005. The suggestions made by the Committee in the matter would be discussed in the Workshop and all the remaining States would be requested to enact the necessary legislation on PIM.

The observation made by the Committee about the example set for by the WUA functioning in the Surya Project Command in the Thane District of Maharashtra would also be discussed in the forthcoming Workshop and replication of the Project in other districts would be insisted.

The outcome would be intimated to the Committee, as desired.

#### **Flood Control**

##### **Recommendation (Para No. 5.15)**

The allocation for Flood Control during the Tenth Plan period so far amounts to more than 30 per cent of total Plan allocation of the Ministry in each year. However, the amount actually spent and the allocation at the RE Stages fail considerably to match the amount earmarked in the BEs over the years. The Committee are perturbed to note that despite huge allocation made for this Sector year after year, the Ministry have failed to spend the allocated amount. The reasons for slashing the BE at RE stage is mainly attributed to the little headway made in the work of the Pagladiya Dam project, *etc.* The allocation for flood control has increased by over 25% in 2005-2006 over the BE 2004-2005. The enhancement is in respect of critical anti-erosion works in Ganga Basin States and additional amount of Rs. 50

crore for Farakka Barrage Project for works in its extended jurisdiction. The Committee, therefore, desire that the allocation for the year should be spent fully to avoid spill over of projects from plan to plan and cost over runs.

The Flood Proofing programme is proposed to be discontinued *w.e.f.* April 2005. The Ministry through GFCC got the performance evaluation done of 20 schemes from WAPCOS whose proposal is under finalization. Meanwhile, the Minister of Water Resources reviewed the matter and the Planning Commission was requested to continue the Scheme during the remaining period of the Tenth Plan. The Committee recommend that the 'Flood Proofing Programme' be continued during the remaining period of the Tenth Plan till the evaluation of the efficacy of the Scheme is known for the benefit of the people facing the scourge of recurrent floods in flood-prone areas. They are perturbed to know that despite the fact that flood forecasting activities in India had begun in 1958, the issue of flood warning in advance has not moved beyond the range of 12 hours minimum and 48 hours maximum. The Committee desire that such warnings be issued at least 3-4 days in advance so that evacuation work could be undertaken timely to reduce the plight of the affected people in the flood-prone areas. The Committee also desire that the flood forecasting activities need to be modernized, value added and extended to other uncovered areas. The Committee further recommend that the inflow forecasting to reservoirs also needs to be instituted for the effective regulation of overflows from reservoirs to minimize loss of life and property during floods.

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

In Centrally Sponsored Scheme namely, "Critical anti erosion works in Ganga Basin States" the entire funds provided during 2004-05 was utilized. Under "Improvement of Drainage in the critica areas of the country" the budget provision for 2004-05 was Rs. 8 crore which was released to the State Governments. Subsequent to it enhancement of budget provision for 2004-05 was sought and thereafter an amount of Rs. 1.5 crore was released to the Government of Uttar Pradesh. Under the scheme namely, Maintenance of flood protection works of Kosi and Gandak Projects, the funds recommended by GFCC was released to Governments of Bihar and Uttar Pradesh which are based on the works actually executed. During the current year also *i.e.* 2005-06, efforts are on to ensure that funds earmarked during 2005-06 in respect of aforesaid ongoing schemes are fully utilized.

The Secretary (WR) *vide* D.O. letter No. 5/14/2000-ER/1586 dated 12/13 April 2005 (Appendix-II) wrote to Secretary, Planning

Commission for reviving the Flood Proofing Programme. Planning Commission had asked for some information/clarifications which have been sent to Planning Commission.

As regards flood forecasting activities, the forecasts are normally issued 12-48 hour in advance. However, depending on exigencies & specific requirement, this time is extended. The system is being modernized by installation of automatic sensors with satellite based transmitters. Such system was installed in Chambal and Mahandi basins during IX Plan. Krishna, Godavari, Jadhav & Siang sub-basins of Brahmaputra, Damodar, Yamuna, Rapti & Ghaghra basins are proposed to be covered in X Plan. The system is also to be strengthened in Mahanadi basin. MIKE 11 model is to be used for flood forecasting activities in such basins. This would increase advance warning time considerably. Under USAID Project, it is also proposed to develop a system to forecast area likely to be inundated in addition to water levels. Similar value addition is proposed for Brahmaputra & Barak basins under a joint project proposed to be implemented with Department of Information Technology under Ministry of Communication & Information Technology. To cover the hitherto uncovered areas by flood forecasts network requests from the State Governments/project authorities, who are the ultimate beneficiaries of flood forecasting services of CWC are considered and implemented after detail examination. Out of 70 reservoirs where daily levels and flows are monitored, the inflow forecasts are issued for 27 reservoirs. Inflow forecasts are issued to reservoirs regulating authorities under the State Governments. More reservoirs can be taken by CWC on request from the State Governments/project authorities. CWC also advises DVC on reservoir regulation in Damodar basin to optimize water conservation as well as to achieve maximum flood moderation to save lives and properties.

### **Critical Anti-erosion Works in Ganga Basin States**

#### **Recommendation (Para No. 5.26)**

The Committee observe that to assist States in Ganga Basin to take up critical anti-erosion and flood management schemes, a Centrally Sponsored Scheme with a central share of Rs. 136.17 crore was approved as a continuing scheme for implementation during 2004-07. The funding pattern for the scheme is 75:25 and funds are provided as advance to State Governments. The allocation for the Scheme has increased to Rs. 100 crore in BE 2005-2006 from Rs. 30 crore in 2004-05. The increased allocation is to implement the recommendation

of the Task Force on flood management and erosion control. The Task Force has since submitted its report on flood management and erosion control. The Task Force among other things recommended that total investment for flood management be increased from existing half per cent to one per cent of total outlay, creation of revolving fund of Rs. 50 crore with the Ministry of Water Resources for emergent flood management schemes etc. The Committee recommend the Government to implement the recommendations of the Task Force in right earnest after receiving the comments of State Governments, concerned Ministries and the Planning Commission. The Committee would like to be informed of the status of the action taken on the Task Force recommendations.

### **Reply of the Government**

1. The report of the Task Force has been circulated to the various Ministries/Planning Commission and the concerned State Governments.

2. The Task Force had recommended certain immediate measures to be taken up by the Ganga Basin States as well as north eastern States. In this connection, Secretary (WR) had discussed at Patna with the officials of Government of Bihar and at Shillong with the concerned Secretaries of the north eastern States. Based on the discussions, 4 schemes amounting to Rs. 15.42 crore have been included in the existing continuing schemes namely "Critical anti erosion works in Ganga basin states" and are under process for release of funds.

3. As regards north-eastern region, the Government of Assam and Arunachal Pradesh have been requested to furnish necessary clearances in respect of the schemes of immediate nature costing Rs. 3 crore and above in order to enable the Ministry to take further action for release of funds. In addition an amount of Rs. 100 crore was also provided in the task force recommendations for taking up breach closure works. In this regard, the matter was taken up with the Planning Commission which informed that the Planning Commission has already sanctioned Rs. 25 crore under the Assam Reconstruction Plan as one time additional Central assistance for flood protection works during 2004-05 and similarly, the Working Group on Irrigation and flood control for the Annual Plan 2005-06 has recommended Rs. 60 crore under the Reconstruction plan to be made available to the flood control schemes for which the proposals will be sent by other State Government and therefore it is left to the State Government to propose increase in this allocation for flood sector. It has been further informed by Planning Commission that during Working Group discussions, the

Commissioner & Secretary, Flood Control Department, Government of Assam informed that more than 50% of the breach closure work (at estimated cost of Rs. 100 crore) had been carried out with the NCCF and CRF funds as the embankments were also serving as communication links/roads to various points. As per the latest information received from Govt. of Assam closure of all breaches are nearing completion.

4. For the remaining schemes under the immediate and short term measures, the necessary proposal has been formulated and referred to Planning Commission for 'in principle' approval for funding the same under the existing continuing schemes of the Ministry.

5. Under the institutional arrangements recommended by the Task Force, action has already been initiated by the Ministry as under:

- (i) As recommended by the Task Force the jurisdiction of Farakka Barrage Project has been extended upto Rajmahal including Diaras in the upstream (40 Km from Farakka Barrage) and upto Jalangi in the downstream (80 Km from the Farakka Barrage) for speedy implementation of anti erosion works;
- (ii) Action initiated for setting up of North Eastern Water Resources Authority (NEWRA). In this regard, inter-ministerial consultations were held and the modified draft note has been sent to Government of Arunachal Pradesh and Ministry of Power who had some reservation earlier on the proposal;
- (iii) For creation of Sikkim and North Bengal River Management Board, covering areas in North Bengal and Sikkim, a Concept Note was prepared and sent to Government of West Bengal and Sikkim who have given their concurrence. Based on the observations of the State Governments. A modified Note has been sent to Planning Commission seeking their 'in principle' approval for creation of such a Board.

**Critical Anti-erosion works in Coastal and Other than Ganga Basin States-National Coastal Protection Project.**

#### **Recommendations (Para No. 5.43)**

The planning and implementation of anti-erosion works primarily rests with the concerned State Governments. However, no request for additional funding and submission of utilization certificates for the fund expended in the previous year has been received from the State

Governments. The Committee believe firmly that it is incumbent upon the Ministry to impress on the State Governments to utilize the funds allocated as well as to submit utilization certificates timely for early completion of the project. The Centrally Sponsored Scheme regarding critical anti-erosion works in Coastal Areas was approved for a total cost of Rs. 20.64 crore in respect of sea-erosion works only. This has been taken up by the Government of India in February 2004 on pilot basis. The Central Government shall be sharing 75% of the cost of the Scheme as grant in aid to be implemented by State Governments. The Committee, therefore, recommend that special steps should be taken to address drainage and water stagnating problems at the ayacut and command area in coastal States where water logging has resulted in loss of crops and increased salinity of land. The Committee observe that a National Coastal protection project has been prepared based on approach paper from State Governments. The project envisages identification of suitable external funding agencies for exploring possibilities of getting external funding for the sector. The Committee appreciate that an initiative has been taken for anti-sea erosion works in coastal States but at the same time caution the Government to take all the conditionalities into consideration to protect the national interest before accepting the external funding for the project. The Committee also desire to be informed of the action taken in the matter.

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

Planning and implementation of anti-erosion works primarily rests with the State Governments concerned. However, Ministry of Water Resources had taken up a Centrally Sponsored Scheme "Critical anti-erosion works in Coastal & other than Ganga basin States" for a total cost of Rs. 20.64 crore in March 2004. So far a sum of Rs. 4.50 crore has been released to various State Governments. The next instalment will be released after receipt of necessary proposal alongwith utilisation certificates. The matter is being pursued with State Governments. Regarding National Coastal Protection Project, it is submitted for kind information that the Planning Commission has since forwarded the approach paper submitted by the Ministry of Water Resources to the Department of Economic Affairs for identification of suitable external funding agencies. Further action can be taken only after seeking the views and obtaining the concurrence of all concerned. The observations of the Committee regarding protection of the national interest has been noted and appropriate action would be taken accordingly.

#### **New Schemes for Majuli Island in Assam, Dihang Project**

##### **Recommendation (Para No. 5.57)**

The Committee observe that in Phase-I, Rs. 41.28 crore are allocated for protection of Majuli Island from floods and erosion in the Tenth

Plan. In the short term, immediate anti-erosion measures for Majuli Island were approved and works completed at the cost of Rs. 6.22 crore. Apparently, this phase is independent of the Model Studies despite it being a long-term measure. The Committee desire the Ministry to get the Model Studies completed in a time bound manner as the erosion problems of Majuli Island are distinct from others. The Committee are of the opinion that without proper base studies it may not be possible to control flood and erosion. The Committee, therefore, recommend that the funds be released before the onset of monsoon in Assam so that the project works could be carried out as pre-planned and not remain hostage to the vagaries of the weather as it had happened in the past. The Committee desire that they be apprised of the steps taken in this regard.

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

Protection of Majuli Island from flood and erosion Phase-I (Long-term) estimated to cost Rs. 41.28 crore was approved in January, 2005. The Model Studies are a part of the Phase-I works costing Rs. 41.28 crore, the works are proposed to be completed during X Plan. The Brahmaputra Board has already taken up implementation of Phase-I works.

#### **Accelerated Irrigation Benefits Programme**

##### **Recommendation (Para No. 6.17)**

The Committee are happy to note that the allocation for Accelerated Irrigation Benefits Programme (AIBP) has been enhanced substantially from Rs. 2,800 crore to Rs. 4,800 crore which is 71.42% more allocation for the current financial year 2005-06 as compared to last financial year 2004-05. A sum of Rs. 250 crore has also been enhanced for AIBP at the Revised Estimates stage 2004-05 against the Budget Estimates of Rs. 2,800 crore. The reasons cited by the Ministry for higher allocation are ostensibly to complete the last-to-last mile projects as identified. The Committee observe that out of 181 Major/Medium Irrigation Projects which have been included under AIBP, only 32 projects have been completed so far since the inception of the Scheme in 1996-97. As per the Guidelines, only those projects are to be included under the Scheme which are nearing completion and could be completed within two working seasons or one year. The Committee are dissatisfied with the slow progress of completion of these projects and recommend the Ministry to take all the necessary steps to resolve all the causative factors as attributed for slow progress of completion of AIBP projects. The Committee are of the firm opinion that with sufficient allocation

of funds for the Scheme, it is the responsibility of the Ministry now to complete all the projects expeditiously in order to achieve the very objectives specifically mentioned in NCMP.

### **Reply of the Government**

After commencement of AIBP in 1996-97, 39 Major & Medium Irrigation Projects have now been completed upto 2004-05 as per reports, so far, received from the State Governments.

The AIBP guidelines stipulate that projects on which more than 50% of the estimated expenditure has been incurred should get higher priority but other cases will also be considered if funds are available after meeting the demand of priority projects.

The Ministry of Water Resources have taken necessary steps in the modified AIBP for accelerating completion of projects. The State Governments are now required to submit Memorandum of Understanding for each individual project under the programme indicating the balance cost, balance potential and year-wise phasing of expenditure and potential creation with date of completion. This will help to monitor better the progress of the projects for their timely completion. Ministry on its part will strive for higher outlays under AIBP in the coming years so that the projects under this Programme are completed expeditiously.

### **Fast Track Programme of AIBP**

#### **Recommendation (Para No. 6.23)**

The Committee observe that under AIBP a fast track component was introduced in February, 2002 under relaxed funding and other criteria. These criterion were further relaxed in January, 2004 wherein conditions pertaining to loan and grant components were relaxed and the time-limit for completion for Fast Track Projects was extended to 6-8 working seasons. Further, the criteria for providing CLA under AIBP was again relaxed in March, 2005 wherein minor surface irrigation projects with 100 ha potential in non-special category States benefiting tribal and drought-prone areas were included. The Ministry is in the process to include 31 pre-Fifth and Fifth Plan Major and Medium Irrigation Projects under Fast Track Programme for 100% funding by the Centre to achieve the target. Out of 32 Major/Medium Irrigation Projects included in the Fast Track Programme, only 8 projects have been completed since February, 2002. The Ministry stated that the remaining 24 projects will be completed during 2005-06. The Committee

find that as in the case of other projects under AIBP, the pace of completion of projects under the Fast Track component of the AIBP leaves much to be desired. The Committee, therefore, desire that the monitoring of the progress of projects under Fast Track Programme needs to be strengthened to achieve the set targets.

### **Reply of the Government**

Under Fast Track Programme (FTP) of AIBP upto 2003-04, 32 projects/project components were included. Out of these, 10 projects/project components have, so far, been completed.

The completion of the projects under FTP has been delayed for various constraints such as land acquisition, contractual problems, litigations, law & order problems, delay in transfer of AIBP funds by the State Finance Department etc. However, from the scenario of value addition in terms of development of irrigation, the achievement of the programme can be reckoned as satisfactory. The irrigation potential created during two years' period (2002-04) has been 279.651 th.ha. against the cost of Rs. 1340.329 crore incurred for the creation of above potential. Accordingly, the cost per ha of development of irrigation works out to Rs. 48,000 which is quite reasonable.

However, the suggestion of the Standing Committee to strengthen the monitoring mechanism has been noted. The State Governments have already been advised to take appropriate action by forming State level monitoring committees having a representative from Central Water Commission.

### CHAPTER III

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

##### **Major and Medium Irrigation Projects—expeditious implementation of ILR Projects**

###### **Recommendation (Para No. 2.11)**

The Committee note that the allocation for Major and Medium Irrigation during 2004-05 was earmarked at Rs. 71.73 crore. However, it has been reduced by Rs. 17.92 crore to Rs. 63.81 crore at the Revised Estimates stage. The reduction reportedly was necessitated as the work relating to preparation of Detailed Project Reports in connection with Ken-Betwa and Parbati-Kalisindh-Chambal Link Projects could not be taken up due to non-signing of Memorandum of Understanding (MoU) between the Co-Basin States. The Committee, therefore, recommend the Government to resolve all the technical issues expeditiously in connection with the above links and obtain final concurrence from the concerned State Governments so that the DPRs can be prepared timely for early implementation of these links.

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

###### **(i) Efforts for consensus on Ken-Betwa links**

The Feasibility Report of the Ken-Betwa link was completed in November, 1996. For preparation of DPR for this link, a General Agreement on Interlinking of Rivers Project was sent to UP and MP in November, 2003. The Government of Madhya Pradesh conveyed its consent for signing of General Agreement on Interlinking of Rivers Project on December 17, 2003.

Uttar Pradesh Govt., however, has certain apprehensions on signing MoU for preparation of DPR such as the investment made by UP Govt. on Rajghat Dam will become waste due to implementation of this link project; the agreements made between UP and MP States on 1.8.1972 and 13.1.1977 regarding water sharing of Ken river should be taken care of, and hydropower generation at Rajghat and Matalia Power Houses would be hampered etc.

The Ministry of Water Resources had earlier constituted a Group under the chairmanship of Chairman, Central Water Commission (CWC) in June, 2002 to discuss and expedite the process of arriving at a consensus amongst States regarding the sharing of surplus water as per the proposal of inter-basin water transfer by NWDA as well as the issue of preparation of DPRs. The Secretaries of Water Resources/ Irrigation Departments of concerned States are members of this Group. This Group earlier held its meeting on 10.02.2003, 12.11.2003 and 1.7.2004 to address the apprehensions of Uttar Pradesh. The issues raised by UP Government have also been discussed with the officers of UP Government in different meetings of the technical experts from Task Force on Inter Linking of Rivers, CWC and National Water Development Agency (NWDA).

An inter-State meeting at the level of Chief Secretary of the concerned States of Uttar Pradesh, Madhya Pradesh and Rajasthan was held by the Secretary (Water Resources) on 11 January, 2005 to discuss issues related to Ken-Betwa & Parbati-Kalisindh-Chambal links. The said meeting was attended by Chief Secretary of Madhya Pradesh and Principal Secretary (Irrigation) of Rajasthan and Uttar Pradesh. In the meeting almost all issues related with Ken-Betwa link were resolved and officials of UP Government agreed to convey the decision of their Government by 31 January, 2005. Subsequently, Government of UP sent its consent in March, 2005 subject to certain conditions. Now modified MoU for preparation of DPR for Ken-Betwa link has been sent to Government of MP & UP on 19.5.2005 for their concurrence.

**(ii) Efforts for consensus of Parbati-Kalisindh-Chambal link (P-K-C)**

An MoU on Parbati-Kalisindh-Chambal link was sent to MP and Rajasthan in January, 2004. The Government of Madhya Pradesh conveyed its consent for signing of Memorandum of Understanding (MoU) for interlinking of Parbati-Kalisindh and Chambal link between Madhya Pradesh and Rajasthan on January 19, 2004. Subsequently, a meeting between officers of Ministry of Water Resources and officers of Government of Rajasthan was held on 15.1.2004 at Jaipur to address the concerns of Government of Rajasthan regarding preparation of DPR of PKC link based on Pre-Feasibility Report (PFR) studies. In this meeting the representatives of Government of Rajasthan had raised some reservations. Some additional issues were also raised by the Hon'ble Chief Minister, Rajasthan in her letter dated 21.6.2004 addressed to Minister (WR).

The Feasibility Report (FR) of PKC link was completed in March, 2004 and was circulated by NWDA. Discussions on the FR were held

in 33rd Technical Advisory Committee (TAC) meeting of NWDA held on 2.9.2004.

The Ministry of Water Resources had earlier constituted a Group under the Chairmanship of Chairman, Central Water Commission in June, 2002 to discuss and expedite the process of arriving at a consensus amongst States regarding the sharing of surplus water as per the proposal of inter-basin water transfer by NWDA as well as the issue of preparation of DPRs. The Secretaries of Water Resources/Irrigation Departments of concerned States are members of this Group. In view of the technical nature of the issues raised by the States, the matter was taken up by the Consensus Group in its meeting held on 2 November, 2004.

An inter-State Meeting at the level of Chief Secretary of the concerned States of Uttar Pradesh, Madhya Pradesh and Rajasthan was held by the Secretary (Water Resources) on 11 January, 2005 to discuss issues related to Ken-Betwa and Parbati-Kalisindh-Chambal links. The said meeting was attended by Chief Secretary of Madhya Pradesh and Principal Secretary (Irrigation) Rajasthan and Uttar Pradesh. Regarding Parbati-Kalisindh-Chambal link it was decided that more technical discussions are required and it was agreed to complete the discussions by middle of March, 2005. In the meeting held in March, 2005, it was suggested by the representative of Government of Rajasthan that the decision for the preparation of DPR shall be conveyed after the meeting of the Chamal Board headed by Chief Ministers of both the States is held.

### **(iii) Preparation of DPRs of Links**

National Water Development Agency is entrusted only with preparation of Feasibility Report of links under Peninsular and Himalayan Component of National Perspective Plan prepared by Government. The work of preparation of DPR of the Ken-Betwa link was entrusted to Central Water Commission (CWC) in November, 2003. Actual work on DPR will commence after signing of MoU. In respect of Parbati-Kalisindh-Chambal link, no agency has been identified so far for taking up preparation of DPR for want of consensus.

### **Major and Medium Irrigation—Strengthening of monitoring mechanism for expeditious completion of old on-going projects**

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

The Committee observe that there are 388 on-going Major and Medium Irrigation Projects pending completion which have spilled over

from the Ninth Plan to Tenth Plan (169 Major, 219 Medium). The Committee are highly distressed to find that as many as 28 Major and 5 Medium Irrigation Projects from pre-Fifth Plan and 44 Major and 44 Medium Irrigation projects from Fifth Five Year Plan are pending for completion. The Committee are dismayed at the very slow pace of completion of these projects and are of the firm opinion that it does not justify the huge investment made under the projects. The Committee, therefore, recommend the Government to strengthen the monitoring mechanism further so that these projects can be completed at the earliest possible.

### **Reply of the Government**

As on 1-4-2004, there are 388 on-going irrigation projects out of which 169 are Major and 219 Medium. In regard to their approval status by Planning Commission, 103 Major and 118 Medium projects totalling to 221 are approved projects.

Most of the projects targeted to be completed in X Plan and remaining in XI Plan. An effective monitoring system of the projects is already under implementation in CWC. From time to time, the Project Authorities/State Governments are requested to expedite the completion of old on-going projects. Considering the slow progress of the pre-Fifth and Fifth Plan projects, Ministry of Water Resources proposes to bring those projects not included under AIBP, in the Fast Track Programme, so that they could be completed during Tenth Five Year Plan. The States have been advised accordingly. The observations of the Committee have been noted monitoring mechanism has been strengthened. The States have been asked to set up State level monitoring committees to strengthen the monitoring mechanism of projects. Reports of formation of State level committees are awaited.

### **National Water Development Agency (NWDA)**

#### **Recommendation (Para No. 2.28)**

The Committee note that NWDA has been entrusted with the task of preparation of DPRs in respect of Ken-Betwa and Parbati-Kalisindh-Chambal links under the Peninsular component of the programme of ILR. Their present focus of the programme is restricted to the preparation of DPRs of the above links as the subject is being examined by them in detail separately. The Committee further note that a provision of Rs. 14 crore allocated in 2004-05 for the above link projects could not be utilized as the concerned States, *i.e.* Uttar Pradesh-Madhya Pradesh and Madhya Pradesh-Rajasthan have not been able to arrived

at a consensus on various aspects of the links and MoUs for the same could not be signed by them. The Ministry informed the Committee that the work of DPRs is likely to take 3 years after the consensus is arrived at. The Committee, therefore, urge the Government to take urgent steps to persuade the State Governments to arrive at a consensus and sign MoUs at an early date so that work of DPR preparation starts and work on these two links of the peninsular component of ILR gets underway and the objectives are realized. The Committee, therefore, desire to be informed of the progress made in this regard.

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

The position has been explained in reply to Recommendation Para No. 2.11.

## CHAPTER IV

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

#### **Reduction in plan allocation for the Ministry of Water Resources for 2005-06**

##### **Recommendation (Para No. 1.21)**

The scrutiny of Demands for Grants 2005-2006 of the Ministry of Water Resources reveals that the total outlay of Rs. 899.66 crore for 2005-2006 shows an overall increase of Rs. 45.30 crore over the BE of the previous year. It also shows an overall hike of Rs. 41.00 crore (6.92%) in the plan outlay for 2005-2006 of Rs. 633.00 crore in comparison to Rs. 592.00 crore in 2004-2005. Whereas there is an increase of Rs. 38.04 crore (6.91%) on the Revenue Section (Plan), the Capital Section (Plan) shows an increase of Rs. 2.96 crore (7.01%). On the other hand, the non-plan allocation for both the Revenue and the Capital sections show an increase of Rs. 4.15 crore (1.7%) and Rs. 0.15 crore (0.79%) respectively over the same for the year 2004-2005. Further, the Committee observe that though the Ministry had proposed Rs. 946.21 crore as plan allocation for the year 2005-2006, the Planning Commission allocated Rs. 921 crore, Rs. 621 crore for Central Sector and Rs. 300 crore for State Sector which is Rs. 25.21 crore less than the proposed allocation by the Ministry. The Committee also observe that it is difficult to understand the rationale behind the reduction of allocations, which are at variance with the commitment of Government to give top priority to equitable and effective water management in the country. The reduction in allocation by the Planning Commission is to the extent of Rs. 7.00 crore for Major and Medium Irrigation, Rs. 14.00 crore for Minor Irrigation, Rs. 23.21 crore for Flood Control against the proposals of the Ministry for 2005-2006. The Committee fail to understand the basis for reduction of allocation by the Planning Commission in respect of the above three vital components which in their opinion may adversely affect the pace of implementation of on-going projects and their timely completion. The Committee are disconcerted to note that allocations for Command Area Development and Water Management had been reduced at the RE stage for two consecutive years 2003-2004 and 2004-2005. Apparently, the Ministry's lacklustre performance is reflected from the very fact that not enough proposals under CADWM come forward from the State Governments.

### **Reply of the Government**

Ministry of Water Resources proposed a total outlay of Rs. 946.21 crore for the year 2005-06 to the Planning Commission. Planning Commission, however, approved a total outlay of Rs. 921.00 crore. The outlay approved by the Planning Commission is Rs. 25.21 crore less than the outlay proposed by the Ministry. This reduction is marginal and will not adversely affect the pace of implementation of ongoing projects and their timely completion. The funding pattern was changed during the year and the consequent changes in processing conditions, clearance procedure etc. necessitated a reduction of outlays in the RE for 2003-04. The allocation for the scheme for CAD&WM during the year 2004-05 has also been reduced to some extent because the State Governments have not come forward with sufficient proposals despite every effort in this direction.

### **Comments of the Committee**

(Please See Para No. 7 of Chapter I of the Report)

**Monitoring of State Sector Schemes—utilisation of irrigation potential already created.**

### **Recommendation (Para No. 1.22)**

The Committee note that three major Centrally Sponsored Schemes *viz* Flood Control in Brahmaputra Valley; Repair, Renovation and Restoration of Water Bodies and Artificial Recharge of Ground Water etc. amounting to an outlay of Rs. 300 crore stand transferred to the State Sector ostensibly in fulfilment of the provision in the NCMP that all Centrally Sponsored Schemes except in national priority areas be transferred to the State Sector. The Committee based on their past experiences and the current pace of implementation of various schemes executed by the State Governments and administered and monitored by the Ministry observe that numerous problems are being encountered in timely implementation of projects. Further, the schemes transferred to State Sector would continue to be monitored by the Ministry though the projects under these programmes would be planned and executed by the State Governments. The Committee are of the firm view that the Union Government cannot abdicate its responsibility on the State Sector Schemes as these Schemes *inter-alia* entail creation of more irrigation potential, Recharge of Ground Water and checking floods and erosion across the country and desire the Ministry to further strengthen the monitoring mechanism in respect of these schemes. Further, the Committee observe that though policy thrust of the

Ministry is on drawing up time schedule for completion of on going Major Irrigation Projects, they, however, desire that there need to be more emphasis on the utilization of irrigation potential already created.

### **Reply of the Government**

The three schemes *viz.* (a) Flood Control in Brahmaputra Valley, (b) Repair, Renovation and Restoration of water bodies and (c) Artificial Recharge of Ground Water etc. have been approved as State Sector schemes. However, the implementation of schemes continues to be monitored by the Ministry of Water Resources. As regards utilisation of irrigation potential already created, it is stated that the objective of scheme on "Command Area Development & Water Management" being implemented by the Ministry is to bridge the gap between irrigation potential created & its utilisation and to optimise agricultural productivity/production through integrated and coordinated approach for efficient land and water management in the irrigation commands. However, certain gap in potential created and potential utilized is inevitable as command takes time to develop. Regarding monitoring mechanism, it is stated that a three tier system of monitoring at Centre, State and Project level is being followed. The main objective of monitoring is to ensure the achievement of physical and financial targets for timely completion of projects, identification of the inputs required, analysis of the reasons for any shortfalls/bottlenecks and suggest remedial measures etc. with a view to complete them in a time bound manner and to achieve the targets of creation of irrigation potential. At Centre level this work is entrusted to Central Water Commission. As per the present arrangement, Inter-State, Externally Assisted and Centrally Sponsored projects are being monitored by monitoring unit at CWC Headquarters and the other projects by various field units of CWC. Monitoring Directorates are located at various stations under field formations of CWC.

### **Comments of the Committee**

(Please See Para No. 7 of Chapter I of the Report)

**Need for a single Administrative Ministry for dealing with all issues concerning "Water"**

### **Recommendation (Para No. 1.30)**

The Committee also observe that National Development Council at its 50th meeting held in December 2002 considered the matter on the need for a Single Administrative Ministry for dealing with all

issues concerning 'Water'. Further, the Planning Commission too was of the view that the subject of 'Water' and all its related issues be dealt with at the Union level in one Ministry *viz.* the Ministry of Water Resources to pave the way for integrated planning, development and management of water resources in the country for their optional utilization. This has also been emphasized in the National Water Policy. The Secretary, Ministry of Water Resources had rightly admitted during his deposition before the Committee that having the same Secretary for both the Water Resources and Drinking Water Departments is probably a step in the direction of creation of a Single Administrative Ministry for water and related subjects. The Committee strongly believe that the 'Single Administrative Ministry for Water' is long overdue as a policy initiative by the Government. The Committee feel that it would be in the fitness of the things to designate the Ministry of Water Resources as the nodal agency for dealing with all aspects of Water at the Central Government level at the earliest. The Committee, therefore, desire to be apprised of the progress made in this regard.

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

The relevant paras from the Tenth Five Year Plan (2002-07) Volume-II are as under:

“8.1.63 Presently water is a subject that is being dealt with in different ministries.

8.1.64 While at the policy formulation level, the National Water Resources Council representing all the concerned ministries was set up in 1983 under the Prime Minister the Planning Commission is of the view that the subject of water and all its uses should be dealt with at the Centre by only one ministry—the Ministry of Water Resources.

8.1.65 To begin with, it is desirable that a National Water Resources Programme Coordination Committee under the chairmanship of Member (Agriculture and Water Resources), Planning Commission is set up to ensure that everyone's interests and concerns are taken into account when framing and implementing all programmes having a bearing on the use, development, conservation, augmentation, productivity and protection of water resources. Secretaries of the concerned ministries as well as the Chairman of CWC, CGWB and Chairman and Managing Director of the National Hydroelectric Power Corporation (NHPC) would be members and the Secretary, Water Resources, would be the Member Secretary. The role of each Ministry in the use and management of water should be clearly identified by the Committee.”

In this regards, it is submitted for information that the proposed National Water Resources Programme Coordination Committee has not yet been constituted. It is further submitted for information that the Ministry of Water Resources and Department of Drinking Water Supply are now having two different Secretaries.

#### **Comments of the Committee**

(Please See Para No. 10 of Chapter I of the Report)

**Major and Medium Irrigation-Identification of completed projects not declared as completed.**

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

The Committee also observe that in pursuance of the recommendation of the Committee to identify all completed projects not declared as completed by State Governments contained in their First Report on Demands for Grants (2004-05), an exercise was carried out by CWC to identify such projects. This has resulted in identification of 16 Major and 25 Medium Projects in 10 States which attained 90% or more of targeted irrigation potential. It is further disconcerting to observe that though the main aim is creation of additional irrigation potential, the Government finds it difficult to ignore the creation of the balance 10% potential. The CWC carried out a further analysis of the above projects and found that 10 Major and 12 Medium Irrigation Projects were receiving CLA under AIBP and only 2 Major and one Medium Projects were treated as completed. The States have reportedly given undertakings that 8 Major and 11 Medium Projects would be completed in 2004-05 or 2005-06. It is furthermore surprising that out of the identified projects, 3 Major and 4 Medium Projects are in the unapproved category though they attained the targeted irrigation potential.

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

There are 41 projects (16 major and 25 medium) as on 01.04.2004 where 90% and above potential with respect to ultimate irrigation potential has already been created. These 41 major/medium projects include 3 major and 4 medium unapproved projects which have attained 90% or more targeted potential. Considering the attainment of irrigation potential by these unapproved project, Central Water Commission has been requested to take up the matter of 3 major and 4 medium unapproved project with the State Governments for getting these projects declared as completed. In view of large number of

projects spilling over from plan to plan, the Working Group for X Plan recommended that such projects are to be declared completed for practical purposes leaving the balance potential (which is less than 10%) to be created in due course by respective State Governments. This could be made applicable to these projects were the figure showing the 90% achievement has been static for the past few years and the progress is not making headway due to certain constraints like non-availability of land from the farmers etc. The policy for declaring these projects as completed will be finalized in consultation with the Planning Commission and taken up with the State Governments for follow up action.

#### **Comments of the Committee**

(Please See Para No. 13 of Chapter I of the Report)

**Major and Medium irrigation—to stop further flow of funds to projects—identified as completed as per recommendation of Working Group on Major & Medium Irrigation.**

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

The Committee are appalled at the above sorry state of affairs prevailing in the Major and Medium Irrigation Sector which has been the light of the day owing to their persistent prodding to the Government to take a serious view of the hitherto prevailing situation. The Committee, therefore, reiterate their earlier recommendation contained in their Second Action Taken Report on the subject to stop further flow of funds to projects now identified as it is their considered opinion that the created irrigation potential be put to optimum use rather than creating additional potential and not putting it to good use which in itself is wastage of public funds. The Committee, therefore, desire the Government to accept/implement the recommendation of the Working Group on Major and Medium Irrigation in full. The committee desire to be apprised of the action taken in the matter.

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

Irrigation being a State subject, the formulation, funding and implementation of the projects are done by the State Governments. The recommendation of the Working Group in respect of completion of on-going projects of previous plans and to derive benefit from already locked in investment has been brought to the notice of the State Governments. Ministry fully agrees with the views of the Standing Committee regarding putting to optimum use the created irrigation potential than creating additional irrigation potential in the projects having balance potential of 5-10%. However, the States may have to examine each case separately, as in some projects, it may be the creation of distributaries and minors preventing full achievement of the

envisaged potential. However, Ministry will be conveying the views of the Committee as given in para 2.14 to the States. But, whenever the concerned States are desirous of attaining the balance irrigation potential through a fast track mode or otherwise under the Accelerated Irrigation Benefits Programme (AIBP), the ministry proposed to consider such cases favourably to achieve the balance irrigation potential.

#### **Comments of the Committee**

(Please See Para No. 13 of Chapter I of the Report)

#### **Command Area Development and Water Management Scheme**

##### **Recommendation (Para No. 4.13)**

The Committee note that the outlay under Command Area Development Programme during the Tenth Plan was earmarked at Rs. 1,208.00 crore. However, only Rs.436.54 crore i.e. 36.14% could be utilized during the years 2002-2003, 2003-2004 and 2004-2005 and remaining Rs. 771.46 crore, i.e. 63.86% is yet to be utilized in the last two financial years 2005-2006 and 2006-2007. During 2004-2005, the allocation for Command Area Development Programme was kept at Rs. 181.50 crore and an amount of Rs. 41.14 crore remained unspent. The Ministry have admitted that this reduced utilization would affect the work on renovation of land and correction of system deficiencies adversely. The Committee are unhappy to note the low utilization of Plan allocation under the Scheme and recommend the Ministry to sort out all the causative factors under the Scheme and ensure that the allocated funds are fully utilized during the year.

Further, the Committee note that the Command Area Development Programme has been restructured and renamed as Command Area Development and Water Management Scheme for implementation during 2004-2007. Under the restructured Scheme, the State Governments have been advised to submit fresh Detailed Projects Reports of all the project by the end of August 2004. It is very disturbing to observe that despite repeated recommendations of the Committee, the Government failed to obtain the fresh DPRs of all the projects expeditiously from the States. The Ministry so far could obtain DPRs from only 8 States. The Committee fail to understand the manner in which the Ministry propose to achieve the targets under the Scheme with such slow pace of submission of DPRs by States. The Committee, therefore, desire the Ministry to pursue the matter vigorously with all the concerned State Governments to submit the fresh DPRs of all the projects at the earliest possible so that the implementation of Scheme may not be hampered.

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

The Ministry provides Central Assistance to States on 50:50 basis keeping in view their performance/requirement. The utilization of

central outlays, therefore, depends on the matching allocations provided by the State Governments. Thus the reduced utilization of central allocation is on account of the overall reduction in allocation of matching funds by State Governments. The State Governments are being regularly persuaded to enhance their matching outlay so as to utilize the allocated central outlays.

Regarding submission of DPR, it is stated that till May 2005, 11 States have submitted the DPR and the remaining States are being followed up for expediting the submission of DPRs. In pursuance of CCEA directive, fresh DPRs were sought from the State Governments with the objective of assessing the quantum of works completed by 31 March 2004, the targets for the remaining period of X Plan indicating *inter-alia* the time frame budget and action plan for the same. Since the project activities are being continued, efforts will be made to achieve the targets.

#### **Comments of the Committee**

(Please See Para No. 22 of Chapter I of the Report)

#### **Extension of Embankments on Lalbakeya, Kamla, Bagmati and Khando rivers**

##### **Recommendation (Para No. 5.34)**

The project of Raising, Strengthening and Extension of Embankments on Lalbakeya, Kamla, Bagmati and Khando Rivers was envisaged in order to prevent spilling of flood water from these rivers from Nepal side into Bihar. Being an International commitment, this project needs special attention from the Government. The Committee is disconcerted to note that the Ministry's less than impressive performance in regard to under-utilization of funds at the actual stage for 2003-2004 stems from the fact that the concerned State Governments have failed to revise/finalize the DPRs for the project in time. They feel that this is a long standing problem with the State Governments for not only this project but also in other projects. The Committee note that the Central assistance under the project is released in advance to enable the State Governments to take up the works on urgent basis. The Ministry should pursue with the State Governments to avoid procrastination in this regard to ensure timely completion of the project. The State Governments have proposed the work on Bagmati embankment from India-Nepal Boarder upto the confluence point of Bagmati-Kosi rivers. This entails more funds as additional length of embankments are to be raised to complete the project. The Committee want to know the rationale for earmarking only Rs. 14.00 crore in BE 2005-06—that too only for DPRs for Kamla and Bagmati Scheme on Indian side for the project only. The Committee desire the allocation for 2005-2006 be increased at the RE stage to accommodate all necessary expenditure for effective and timely completion of the project. The

Committee also desire that they be apprised of the steps taken in this direction.

A Committee known as India-Nepal Sub-Committee on Embankments Construction was set up in January, 2001 to conduct scientific studies and to accelerate the process of construction. It held its last meeting in June 2004. Negotiations are on with Nepal for construction of multi purpose storage dams on Kamla and Bagmati rivers. The preliminary studies are to be carried out by JPO-SKSKI High Dam Project authorities. The Committee desire that the above preliminary studies be completed expeditiously so that the menace of recurring floods and erosion in North Bihar could be minimized. The Committee also desire that the requisite funds may soon be released to JPO-SKSKI to complete this project in time to avoid cost over runs. The Committee further desire that they be apprised of the steps taken in this direction.

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

Secretary (WR) took a meeting at Patna on 22nd April 2005 wherein officials from the State Govt. and GFCC attended. Besides other issues, the scheme namely, Raising, strengthening & extension of existing embankments on Lalbakeya, Kamla, Bagmati & Khando rivers was also discussed. It was decided in the meeting that an amount of Rs.14 crore earmarked as BE during 2005-06 will be utilised for works related to Kamla and Bagmati rivers in conformity with provision contained in the approved SFC. Meanwhile an amount of Rs. 3.5 crore has been released to Government of Bihar for execution of works on Kamla river as included in the approved SFC. The Committee has desired to know the rationale for earmarking of Rs. 14 crore in BE in 2005-06. Government of Bihar submitted DPR to GFCC for Bagmati Flood Control Scheme. In this regard design parameters etc. are yet to be finalised. The matter has been referred to CWC to examine the case and take a holistic view in this regard. It is stated in this regard that pending finalisation of DPRs submitted by Govt. of Bihar works included in the approved SFC are being taken up. As regards increase at the RE stage, it is intimated that it depends upon the expenditure incurred by the State Government by the time RE is discussed.

In the 2nd meeting of JCWR headed by respective Secretaries, Ministry of Water Resources of India and Nepal, it was agreed that the feasibility study of the Kamla and preliminary study of Bagmati Multipurpose Projects would also be carried out by the Joint Project Office of Sapta Kosi-Sun Koshi Projects to ascertain the likely constraints in implementation of these projects so that these could be appropriately addressed. JPO-SKSKI has already initiated action in respect of Kamla and Bagmati rivers as well. In pursuance of the decision on Kamla

and Bagmati rivers taken in the 2nd JCWR meeting, the Joint Team of Experts in its 6th meeting (12-13 June 2005) at Biratnagar authorized Joint Project Office, Sapta Kosi High Dam Multipurpose Project and Sun Kosi Storage Cum Diversion Scheme to take up following additional works in respect of Kamla and Bagmati projects.

- a. Feasibility Level Survey and Investigation for preparation of feasibility report for Kamla Multipurpose Project.
- b. A preliminary study comprising reassessment of Bagmati Dam based on available information in light of present environmental and socio economic problems of the project will be carried out. Field verification by JPO-SKSKI officials and experts will be conducted as required.

An amount of Rs. 7.00 crore has been kept as BE during 2005-06 for the Sapta Kosi Project which may be modified/enhanced at RE stage depending on requirement submitted by Central Water Commission.

#### **Comments of the Committee**

(Please See Para No. 25 of Chapter I of the Report)

#### **Pagladia Dam Project**

##### **Recommendation (Para No. 5.50)**

The Committee are constrained to observe that the implementation and the cost of Pagladia Dam Project have been hostage to the physical problem, viz. ecological, environmental and R&R issues. These unsolved issues have cast their spell on the utilization of funds for the project, as is evident from the reduced allocation in the actuals for 2003-2004 and at the RE stage 2004-2005. It is incumbent upon the Ministry of Water Resources to impress upon the State Governments to take up these issues in right earnest with project affected people in the area and evolve a strategic road map to sort out of the existing problems urgently. The Committee also observe that the project cost had escalated from Rs. 542.90 crore to Rs. 1,069.40 crore to accommodate, like many others, a subject change in design/quality due to additional investigation. The Committee in their First Report on Demands for Grants (2004-05) recommended for early clearance by PIB and CCEA. However, clearances are still awaited. The Ministry informed that Zirat Survey by State Government is yet to be taken up. The Committee can not but conclude that both these actions are stuck up in the maze of procedures. The Committee, therefore, desire the Government to take urgent steps to clear the project at the earliest for implementation otherwise a stage might come when the project itself becomes unviable.

The Committee also desire that they be apprised of the steps taken in this regard.

### **Reply of the Government**

Brahmaputra Board as well as Ministry of Water Resources are persistently pursuing the matter with the Government of Assam for completion of the Zirat Survey which is essential before the implementation of the Pagladiya Dam Project. The issue of early implementation of the Pagladiya Project came up during the discussion of the Hon'ble Union Minister of Water Resources with the Chief Minister of Assam during his visit to Guwahati in September 2004. The Additional Secretary (WR) had a meeting with Chief Secretary, Government of Assam on 21.09.2005 wherein the expeditious completion of the Zirat Survey was emphasized in order to take up the implementation of the project. The Chairman, Brahmaputra Board had a meeting with the Additional Chief Secretary, Government of Assam on 25.10.2004.

A Review Meeting on the progress of implementation of Pagladiya Dam Project was held on 02.02.2005 where the Commissioner and Secretary to the Government of Assam, Revenue Department and Principal Secretary, Bodoland Territorial Area Districts (BTAD), officials from Central Water Commission and Brahmaputra Board were present. The Hon'ble Union Minister of Water Resources had *vide* D.O. letter dated 28.02.2005, requested the Hon'ble Chief Minister of Assam to sort out the matter at his level and to communicate the firm resolve of the Government of Assam in consultation with the Bodoland Territorial Area District, so that the work can be taken up further by the Brahmaputra Board.

The Hon'ble Chief Minister, Government of Assam has constituted a Cabinet Committee on Implementation of the Pagladiya Dam Project *vide* notification dated 23.03.2005 to examine and resolve all outstanding issues leading to non-completion of Zirat Survey in the areas under Bodoland Territorial Area Districts (BTAD).

The first meeting of the Committee was on 22.04.2005 where it was decided that the matter would be pursued by Government of Assam with the representatives of the BTAD after the Bodo Territorial Council (BTC) election of 13.05.2005.

### **Comments of the Committee**

(Please See Para No. 28 of Chapter I of the Report)

## CHAPTER V

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

#### **Artificial Recharge of Ground Water**

##### **Recommendation (Para No. 3.19)**

The Committee find that the Ground Water level is declining very rapidly in almost every part of the country. The Artificial Recharge of Ground Water Scheme is one of the most effective Schemes to arrest the further decline of Ground Water level. While the Committee are happy to note that the Planning Commission has cleared the Scheme "Artificial Recharge of Ground Water" which was pending since long will now be implemented in the State Sector and an allocation of Rs. 92.00 crore is earmarked for the year 2005-2006 to implement the Scheme during the year 2005-2006 and 2006-2007. The Secretary, Ministry of Water Resources during the evidence informed the Committee that the note for CCEA is under preparation and the Scheme will be taken up in the first quarter of current financial year 2005-2006. The Committee hope that the Government would endeavour to clear the Scheme from CCEA at the earliest and implement the Scheme without further loss of time.

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

The Planning Commission's in principle' approval has been received. Thereafter, a draft Note for Cabinet Committee on Economic Affairs (CCEA), duly approved by Hon'ble Minister (WR), has been circulated to concerned Ministries/Departments on 20.04.2005 seeking their comments before finalizing the draft Note. Comments of some of the concerned Ministries/Departments are still awaited. The matter is being pursued with them and as soon as their comments become available, the Note for CCEA will be finalized and sent to CCEA for approval.

##### **Comments of the Committee**

(Please See Para No. 16 of Chapter I of the Report)

#### **Performance Review of AIBP by C&AG**

##### **Recommendation (Para No. 6.29)**

The Committee note that C&AG had made a performance review of AIBP for the period 1996-97 to 2002-03 and a performance appraisal Report No. 15 of 2004 was presented to the Houses of Parliament. The

Committee are, however, dismayed to note that in the Report of C&AG, instances of diversion/mis-utilisation of fund released as Central Loan Assistance (CLA) under AIBP have been noticed. The Ministry also informed that the States of Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal have diverted/mis-utilised the CLA under AIBP. The Committee are of the considered opinion that it is certainly a matter of grave concern as it shows the Ministry in poor light and its poor monitoring of the Scheme. The Ministry had reportedly sent the observations of C&AG to all State Governments and compliance reports from them are awaited. Their present focus is limited to the budgetary allocations, *etc.* and a cursory view has been taken in respect of other matters as the Committee has selected AIBP for detailed examination separately. The Committee, therefore, desire the Ministry to enquire into the matter and apprise the outcome of the same to the Committee within three months from the presentation of this Report to the Houses of Parliament. The Committee also desire the Ministry to take urgent steps to prevent further diversion/mis-utilisation of CLA under AIBP so that the completion of incomplete projects may not be hampered due to diversion/mis-utilisation of CLA.

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

Regarding instances of diversion/mis-utilization of AIBP funds by the State Governments as pointed out by the C&AG, it is to be mentioned that the States have been supplied with the copies of C&AG Report with the request that the replies pertaining to execution of projects, diversion, parking and mis-utilization of funds may be prepared and submitted to Ministry of Water Resources/Central Water Commission urgently. Even though the reminders have been sent, no State has so far submitted the requisite replies (except Karnataka State where the Public Accounts Committee paid a visit in November, 2004). The matter is being constantly pursued with the States for getting the needful done on priority. Secretary (WR) is proposing a meeting shortly with State Irrigation Secretaries during which this matter would also be discussed.

#### **Comments of the Committee**

(Please See Para No. 31 of Chapter I of the Report)

NEW DELHI;  
11 November, 2005  
20 Kartika, 1927 (Saka)

R. SAMBASIVA RAO,  
*Chairman,*  
*Standing Committee on Water Resources.*

## APPENDIX I

(Mentioned in Reply to Recommendation Para No. 3.28)

### RECOMMENDATION OF THE EXPERT GROUP

Recommendations	Present Status
1	2
<p>1. A "Protocol for Water Quality Monitoring" as detailed in Chapter 7 of this report has been recommended by the Expert Group for implementation in the Water quality monitoring agencies, which deals with the various components of water quality monitoring as assigned to the group by the Ministry of Environment and Forests (MoEF) from network design to quality assurance and quality control for reliable data generation. The Expert Group has also recognized the software developed under the Hydrology Project and the CPCB for data entry, data validation and analysis for promoting computerized data processing and storage to facilitate data user agencies in planning pollution control programmes.</p>	<p>The report of the Expert Group on Uniform Monitoring Protocol was generally accepted and approved by WQAA. As decided in the meeting, National River Conservation Directorate (NRCD) of Ministry of Environment &amp; Forests on the basis of recommendations of Expert Group and Task Force formulated the Uniform Protocol on Water Quality Monitoring. Considering the suggestions received from Ministry of Law, the Gazette Notification on Uniform Protocol by NRCD has been made on 17.6.2005</p>
<p>2. The Expert Group has recommended (Chapter 8) various types of quality assurance tests <i>viz.</i> analytical quality control (AQC) tests <i>viz.</i> within 'laboratory' and 'inter-laboratory' AQC, programme, to be performed by the laboratories for ensuring reliability in data generation.</p> <p>In addition to the 'referral laboratory' of the CPCB in Delhi, the Group</p>	<p>CWC and CGWB already declared the Referral Laboratories at Delhi (in respect of surface water) and at Lucknow and Hyderabad (in respect of ground water) respectively for providing expert guidance to surface and ground water laboratories.</p>

suggests paragraph 8.2) that there is an urgent need for developing two 'referral laboratories'—one with the Central Water Commission and the other with the Central Ground Water Board—for providing expert guidance to the surface water and ground water laboratories respectively, and for conducting 'inter-laboratory AQC' exercise once a year among the laboratories. The two Referral Laboratories should be equipped with state-of-the-art instruments and adequate qualified and trained scientists/chemists. The CPCB shall include these two laboratories in its 'Inter-laboratory AQC' exercise, which is conducted for the laboratories recognized under the provisions of the Environment (Protection) Act, 1986.

3. It was observed by the Group that the most vulnerable aspect in water quality monitoring programme is the lack of qualified and trained manpower. To estimate the manpower requirement, an approach has been suggested (paragraph 7.5.3) for surface water and groundwater laboratories based on the number of samples and the parameters to be analysed.

4. There is an imperative need for establishing a Central Training Institute for Water quality monitoring assessment and management (paragraph 8.3), preferably located in

The matter was discussed in the 4th meeting of WQAA held in July, 2005. It was decided that CWC & CGWB will work out a proposal in this regard in consultation with CPCB for further action.

This matter was discussed in the 4th Meeting of WQAA held in July, 2005. It was decided that rather than establishing one training institute, it would be

the CPCB, Delhi for better coordination.

more useful to identify reputed institutions like IIT, in each region for providing training support. This will also take care of related issues like optimum utilization of faculty members and need for upgradation of knowledge and skills for taking up training.

5. Incidentally, the scope of the report is restricted to the study of the monitoring systems for inland surface water and ground water only as envisaged in its terms of reference. Monitoring systems for coastal water and lake ecosystem being of equal concern, the Group recommends that the same may be studied separately and at the earliest.

This matter was discussed in the 4th Meeting of WQAA held in July, 2005. It was decided that a separate study on this is not required. While considering the monitoring system in these specific areas, some experts specialized in this field can be co-opted in deciding appropriate monitoring system.

#### RECOMMENDATION OF THE TASK FORCE

1. It is recommended that the water quality monitoring strategies recommended by the Expert Group Constituted by WQAA may be implemented with modification as suggested by CPCB and incorporated in this report.

Gazette Notification of Uniform Monitoring Protocol has been made by NRCD (MoEF) on 17.6.2005.

2. The State level committees constituted under aegis of Ministry of Water Resources may be activated with defined tasks and time targeted action plan on Water Quality data collection, collation and dissemination.

This matter also came up in the National Conference on Water Quality held on 14-15th October at Kolkata. It was recommended that State Level Water Quality Review Committees need to be more effective to coordinate and

address water quality problems. The recommendations of the Conference were sent to all State Governments, Central Agencies and all State Level Water Quality Review Committees for taking necessary action. Subsequently, a Strategy Workshop for Water Quality Review Committees was held on 20-21st July, 2005 at New Delhi in which Chairmen and Member Secretaries of State level WQRCs and members of WQAA were invited for effective interaction. This workshop also recommended on this aspect stating that State Level Water Quality Review Committees need to be made more effective towards Water Quality Management (WQM) to address related issues like need, infrastructure, manpower management, funding etc.

3. As the information on micro-pollutants is required to be generated, all the agencies involved in water quality monitoring may take up this task initially at all the location on surface water bodies and 10% of the groundwater monitoring locations in high pesticide consuming.

Uniform Protocol on Water Quality Monitoring as notified by NRCD covers this aspect also.

4. The guidelines developed by CPCB for quality assurance and accreditation of the laboratory may be implemented in order to generate authentic data.

Uniform Protocol on Water Quality Monitoring as notified by NRCD covers this aspect also.

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5. The task force decided that the data generated by all the agencies shall be shared through websites. For this purpose a data bank at National level needs to be set-up to integrate the information on water quality and its dissemination to user groups.

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In this regard it was decided in the 5th meeting of WQMC that there is already a website of MoEF. The matter related to WQAA would be put in the hyperlink of this website for which CPCB would take up action.

## APPENDIX II

(Mentioned in Reply to Recommendation Para No. 5.15)

J. HARINARAYAN  
Tel. 23/159919  
Fax. 23/10305  
E mail. ....

Government of India  
Ministry of Water Resources  
Shram Shakti Bhavan, Rafi Marg,  
New Delhi-110 001

D.O. No. 5/14/2002-ER/1586

April 12-13, 2005

Dear Shri Shah,

I am writing this in connection with the Plan scheme on "Flood Proofing Programme in North Bihar". The scheme has been discontinued as a Centrally Sponsored Scheme (CSS) *vide* Planning Commission letter dated 5.2.2005 and no budgetary provision for the same has been kept for the Annual Plan 2005-06. I would like to inform that the Ministry of Water Resources had proposed for the transfer of the scheme from Centrally Sponsored Schemes to State Sector Schemes with effect from the financial year 2005-06.

Realizing the importance of providing facilities such as raised platform with some minimum facilities in providing immediate relief to the flood affected people, this scheme was taken up by this Ministry. In this regard, I would like to inform that in view of the importance of the scheme, a higher allocation of Rs. 20 crore was initially made during the 10th Five Year Plan with a view to expand the scope of the scheme to cover the States of Uttar Pradesh, Bihar, West Bengal, Orissa, Assam and Andhra Pradesh which are frequently affected by floods. However, the expanded scheme was not prepared in view of the advice of the Planning Commission to carry out the performance evaluation of the existing scheme. The Ministry of Water Resources is in the process of getting the evaluation studies conducted and the work for the evaluation has already been awarded to WAPCOS and we expect the outcome of the study soon. In the meantime, the Task Force for Flood Management/Erosion Control set up by the Ministry of Water Resources under Chairman, Central Water Commission has strongly recommended the flood proofing measures in view of this being very useful for people to take shelter during flood.

In view of the above position, I request you to re-consider the decision of the Planning Commission for discontinuation of the scheme

on "Flood Proofing in North Bihar" and allow the operation of the scheme for which allocation could be made from within the overall budgetary provisions of the Ministry.

With regards,

Yours sincerely,

Sd/-  
(J. Hari Narayan)

Shri Rajeeva Ratna Shah  
Secretary  
Planning Commission  
Yojana Bhawan  
New Delhi.

### APPENDIX III

STANDING COMMITTEE ON WATER RESOURCES (2005-2006)

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE  
HELD ON FRIDAY, 21 OCTOBER, 2005

The Committee sat from 1100 hours to 1215 hours in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

#### PRESENT

Shri R. Sambasiva Rao—*Chairman*

#### MEMBERS

##### *Lok Sabha*

2. Shri Bhanwar Singh Dangawas
3. Shri Bikram Keshari Deo
4. Shri Rajen Gohain
5. Dr. M. Jagannath
6. Smt. Preneet Kaur
7. Shri Raghuveer Singh Kaushal
8. Smt. Manorama Madhavraj
9. Shri Munshiram
10. Shri Lonappan Nambadan
11. Shri Laxmanrao Patil
12. Smt. Minati Sen

##### *Rajya Sabha*

13. Shri Indramoni Bora
14. Shri Manoj Bhattacharya
15. Dr. Gyan Prakash Pilonia

#### SECRETARIAT

1. Shri N.K. Sapra — *Joint Secretary*
2. Shri A.S. Chera — *Director*
3. Shri P.V.L.N. Murthy — *Under Secretary*



#### APPENDIX IV

[Vide Para 4 of the Introduction]

#### ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE THIRD REPORT (FOURTEENTH LOK SABHA) OF THE COMMITTEE

(i)	Total number of Recommendations/Observations	27
(ii)	Recommendations/Observations which have been accepted by the Government Para Nos. 1.23, 2.13, 2.20, 3.9, 3.20, 3.21, 3.28, 4.14, 5.15, 5.26, 5.43, 5.57, 6.17 and 6.23	
	Total	14
	Percentage	51.86%
(iii)	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies Para Nos. 2.11, 2.12 and 2.28	
	Total	3
	Percentage	11.11%
(iv)	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee Para Nos. 1.21, 1.22, 1.30, 2.14, 2.15, 4.13, 5.34 and 5.50	
	Total	8
	Percentage	29.63%
(v)	Recommendations/Observations in respect of which final replies of the Government are still awaited Para No. 3.19 and 6.29	
	Total	2
	Percentage	7.40%