23

STANDING COMMITTEE ON ENERGY (2011-2012)

FIFTEENTH LOK SABHA

MINISTRY OF POWER

[Action Taken on the recommendations contained in the Fourteenth Report (15th Lok Sabha) on "Transmission and Distribution Systems and Networks"]

TWENTY THIRD REPORT



LOK SABHA SECRETARIAT NEW DELHI

December, 2011/Pausa, 1933 (Saka)

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Presented to Lok Sabha on 22 December, 2011 Laid in Rajya Sabha on 22 December, 2011



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Price: Rs. 55.00

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Fourteenth Edition) and printed by M/s. The Indian Press, Delhi-110 033.

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INTRODUCTION

- I, the Chairman, Standing Committee on Energy having been authorized by the Committee to present the Report on their behalf, present this 23rd Report on the action taken by the Government on the recommendations contained in 14th Report of the Standing Committee on Energy (15th Lok Sabha) on "Transmission and Distribution Systems and Networks".
- 2. The 14th Report was presented to the Lok Sabha on 18th March, 2011 and laid in Rajya Sabha on the same day. Replies of the Government to all the recommendations contained in the Report were received on 12th July, 2011.
- 3. The Report was considered and adopted by the Committee at their sitting held on 21st December, 2011.
- 4. An Analysis on the Action Taken by the Government on the recommendations contained in the 14th Report of the Committee is given at Appendix-II.
- 5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

New Delhi; 21 December, 2011 30 Agrahayana, 1933 (Saka) MULAYAM SINGH YADAV, Chairman, Standing Committee on Energy.

CHAPTER I

REPORT

This Report of the Standing Committee on Energy deals with the action taken by the Government on the Observations/Recommendations contained in their Fourteenth Report (Fifteenth Lok Sabha) on the subject 'Transmission and Distribution Systems and Networks' pertaining to the Ministry of Power.

- 2. The Fourteenth Report was presented to Lok Sabha on 18th March, 2011 and was laid on the Table of Rajya Sabha on the same day. The Report contained 19 Observations/Recommendations.
- 3. Action Taken Replies in respect of all the nineteen Observations/ Recommendations contained in the Report have been received from the Government. These have been categorized as follows:—
 - (i) Observations/Recommendations which have been accepted by the Government:

Serial Nos. 1, 3, 6, 7, 12, 13, 14, 15, 16, 17, 18 and 19.

Total-12 Chapter-II

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

Serial Nos. 8, 9 and 11.

Total-03 Chapter-III

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

Serial Nos. 4, 5 and 10.

Total-03 Chapter-IV (iv) Observation/Recommendation in respect of which the final reply of the Government is still awaited:

Serial No. 2.

Total-01 Chapter-V

- 4. The Committee desire that Action Taken Notes on the Observations/Recommendations contained in Chapter-I of the Report and final reply to the Observation/Recommendation contained in Chapter-V of the Report in respect of which Government has submitted interim reply, may be furnished to the Committee within three months of the presentation of this Report. The final reply to the Observation/Recommendation contained in Chapter-V of this Report may be furnished in coordination with the Ministry of Environment and Forests.
- 5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

A. National Grid and Regional Transmission System

(Recommendation SI. No. 3)

6. The Committee in their Fourteenth Report had observed that development and upkeep of the National Grid, which is an important component for facilitating the delivery of electricity without congestion, was not being given the importance it deserves. The Committee had found that the capacity of the National Grid was only 20,750 MW and the anticipated growth of inter-regional transmission capacity by March, 2012 (*i.e.* end of the 11th Plan) was reportedly 32,650 MW. In view of the revised capacity addition target of 62,000 MW in the 11th Plan, the Committee were apprehensive of the inadequacy of the transmission system and had emphasized upon the proper development and efficient upkeep of the National Grid for transfer of power from surplus to deficit areas along with the creation of High Capacity Transmission Highway Corridors for smooth transmission of power in peak periods. Considering the huge electricity generation targets for the 12th Five Year Plan, the Committee

had recommended the Ministry to fix the matching growth and enlargement of the National Grid in the 12th Plan period.

7. In their action taken replies, the Ministry of Power *inter-alia* have stated:—

"...Till date, National Power Grid with an inter-regional power transmission capacity of about 22,400 MW has been established to meet inter-regional power transfer requirement of the country. It is pertinent to mention that no power evacuation constraint has been faced in the country for central sector generation projects for want of POWERGRID transmission system."

The Ministry of Power have added:

"In order to meet the growing power demand of the country, the Government of India has envisaged generation capacity addition through private sector participation and a number of Independent Power Producers (IPPs) have been setting-up/plans to set-up power generation plants of different capacity with various time schedules in the country. These power generation plants are mainly coming-up in resource rich States, *i.e.* Orissa, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh etc. and the power generated is required to be transmitted to load centers located across the States and Regions.

For this, to grant connectivity and Long Term Access to the IPPs, POWERGRID, the Central Transmission Utility has been made the nodal agency. Till April 2011, POWERGRID has granted Long Term Open Access to 135 Nos. of IPP projects. These IPP projects propose to add generation capacity of about 1,16,000 MW and have been granted long term access for about 90,000 MW.

Keeping in view of staggered commissioning schedule of generation projects and techno economic feasibility for transfer of power from these generation projects to load centers, 9 Nos. of High Capacity Power Transmission Corridors (HVDC links/765 kV EHVAC) have been evolved in consultation with CEA, IPPs & beneficiaries catering to Orissa, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh,

Andhra Pradesh, Tamil Nadu etc. The expected cost of these transmission highways is about Rs 58,000 crore."

They further informed that

"Regulatory approval has been accorded by Central Electricity Regulatory Commission for implementation of these corridors and POWERGRID is in the process of developing these high capacity transmission corridors. Implementation of these transmission corridors is being taken up in phased manner matching with the generation capacity addition to the extent possible. In this regard, investment approval has already been accorded to 2 high capacity corridors of Orissa & Sikkim and accordingly, these have been taken up for implementation. Other corridors are under various stages of finalization/approval and shall be taken up matching with the generation capacity addition."

8. The Committee in their recommendation had emphasized upon proper development and efficient upkeep of the National Grid for smooth transmission of power all over the country in view of massive capacity addition targets during the 11th and 12th Five Year Plans. While acknowledging the steps taken by the Ministry to improve inter-regional power transfer, the Committee feel that a lot more requires to be done in this regard. It has been noted that the Government has planned considerable capacity addition through private sector participation and a number of projects by Independent Power Producers (IPPs) are being set up in different parts of the country adding the generation capacity of about 1,16,000 MW. For transfer of power from these generation projects to load centers, 9 Nos. of High Capacity Power Transmission Corridors (HVDC links/ 765 kV EHVAC) have been evolved with the expected cost of about Rs. 58,000 crore. The Ministry has stated in its reply that implementation of these transmission corridors is being taken up in phased manner matching with the generation capacity addition to the extent possible. It has also been brought to the notice of the Committee that investment approval has already been accorded to the two high capacity corridors and other seven corridors are under

various stages of finalization/approval. However, from the replies of the Ministry, the Committee are unable to clearly comprehend whether the proposed expansion of high capacity power transmission corridors would be adequate to match the massive targets of 11th and 12th Five Year Plans for capacity addition regarding generation of power and whether the source of required funds to the tune of Rs. 58,000 crore for the transmission projects have been firmed up. Though the Ministry has categorically stated that no power evacuation constraint had been faced in the country for central sector generation projects for want of POWERGRID transmission system, the Committee nevertheless strongly feel that there is acute need to evolve and establish an effective National Grid in a time bound manner for smooth transmission of electricity to every nook and corner of the country so as to complement the rapidly growing power sector. In view of the foregoing, the Committee re-emphasize the necessity of proper development and efficient upkeep of the National Grid for transfer of power from surplus to deficit areas and for smooth transmission of power in peak periods.

B. Sub-Station Programmes

(Recommendation Serial No. 4)

- 9. The Committee had observed that achievement of target under the transformation capacity of sub-stations programme and achievement for 11th Plan in the 765 kV and +500 kV HVDC had been very poor (achievement of only 20% & below) in the first three years of the Plan period and was far from satisfactory. The Ministry was asked to identify the reasons for such a dismal performance in the sector and take necessary steps to avoid the recurrence. Besides, the Committee had emphasized upon a focused approach and concerted efforts with proper planning for a well developed transmission system for achieving the targets set for the programme.
- 10. The Ministry of Power in their action taken reply has *interalia* stated that transformation capacity and sub-station addition programme is finalised based on the system requirement for dispersal of power to various beneficiaries. Commissioning of transmission projects comprising

various elements of different voltage levels depends on commissioning of generation projects in various regions and therefore year-wise achievements may vary.

Regarding establishment of +500 kV HVDC, the Ministry stated:

"With regard to establishment of +500kV HVDC, it may be mentioned that due to deferment of Barh generation project (anticipated now in June'2012 from its original schedule of Mar., 2009), transmission system associated with Barh generation project was slowed down to match the generation project. However, considering the fact that the system can be used for facilitating exchange of operational surpluses from ER to NR constituents, POWERGRID, with the concurrence of regional power utilities, has already put in operation 1st pole of Balia-Bhiwadi HVDC line (1500 MW) during FY 2010-11 and 2nd pole (1500 MW) is expected to be added during FY 2011-12."

11. On the basis of the data provided by the Ministry, the Committee in their recommendation had strongly commented on poor performance of the Ministry under the transformation capacity of sub-station programme and during first three years of the 11th Plan and had urged the Ministry to identify the reasons for dismal performance and take remedial actions. However, the Committee find that the Ministry instead of critically examining its underperformance, has chosen to vehemently defend it in the camouflage of (delay in) commissioning of generation projects in various regions. Similarly, poor show in the establishment of +500kV HVDC has been attributed to deferment of Barh generation project. The Committee do understand that delay in generation project affects the pace of establishment of transmission system, yet they do not agree that this is the sole reason for a poor achievement, that is 20% below the target. The Committee reiterate their recommendation that the Ministry must revisit and re-analyze the execution of transmission system so as to achieve the balance targets during the remaining months of the 11th Five Year Plan itself. This would certainly achieve the objective of timely completion of the National Grid and Regional

Transmission system. The Ministry should address the reasons responsible for its low performance and come up with proper planning in future particularly for the 12th Five Year Plan as well as focus on timely execution of transmission system.

C. Open access in inter-State Transmission

(Recommendation Serial No. 5)

12. The Committee in their Fourteenth Report had noted that CERC had issued regulations for grant of connectivity, long term access and medium term open access in inter-state transmission and related matters with provision for sale and purchase of power under medium term open access up to a period of three years. Further the rates for such Bilateral Exchange of Power would be mutually negotiable and for collective transactions, the rates were determined through power exchanges. The Committee had urged the Ministry to encourage open access in transmission and also to devise some mechanism to facilitate Bilateral Exchange of Power safeguarding the interest of consumers in view of some States selling electricity in peak times at very high rates to deficit States. The Committee had recommended the Ministry to frame necessary suitable guidelines in this regard.

13. The Ministry of Power in their Action Taken Reply have stated:—

"In order to meet the growing power demand of the country, the Government of India has envisaged generation capacity addition through private sector participation and a number of Independent Power Producers (IPPs) have been setting-up/plans to set-up power generation plants of different capacity with various time schedules in the country. These power generation plants are mainly coming-up in resource rich States, *i.e.* Orissa, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh etc. and the power generated is required to be transmitted to load centers located across the States and Regions.

For this, to grant connectivity and Long Term Access to the IPPs, POWERGRID, the Central Transmission Utility has been made the nodal agency. Till April 2011, POWERGRID has granted Long Term

Open Access to 135 nos. of IPP projects. These IPP projects propose to add generation capacity of about 1,16,000 MW and have been granted long term access for about 90,000 MW.

Keeping in view of staggered commissioning schedule of generation projects and techno economic feasibility for transfer of power from these generation projects to load centers, 9 nos. of High Capacity Power Transmission Corridors (HVDC links/765 kV EHVAC) have been evolved in consultation with CEA, IPPs & beneficiaries catering to Orissa, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh, Andhra Pradesh, Tamil Nadu etc.. The expected cost of these transmission highways is about Rs. 58,000 crore.

The High Capacity Power Transmission Corridors includes:

- 1. Transmission System Associated with Phase-I Generation Projects in Orissa.
- 2. Transmission System Associated with IPP projects in Jharkhand.
- 3. Transmission System Associated with IPP projects in Sikkim.
- 4. Transmission System Associated with IPP projects in Bilaspur complex, Chhattisgarh & IPPs in Madhya Pradesh.
- 5. Transmission System Associated with IPP projects in Chhattisgarh.
- 6. Transmission System Associated with IPP projects in Krishnapatnam Area, Andhra Pradesh.
- 7. Transmission System Associated with IPP projects in Tuticorin Area, Tamil Nadu.
- 8. Transmission System Associated with IPP projects in Srikakulam Area, Andhra Pradesh.
- 9. Transmission System Associated with IPP projects in Southern Region for transfer of power to other regions.

Regulatory approval has been accorded by Central Electricity Regulatory Commission for implementation of these corridors and POWERGRID is in the process of developing these high capacity transmission corridors. Implementation of these transmission corridors is being taken up in phased manner matching with the generation capacity addition to the extent possible. In this regard, investment approval has already been accorded to 2 high capacity corridors of Orissa & Sikkim and accordingly, these have been taken up for implementation. Other corridors are under various stages of finalization/approval and shall be taken up matching with the generation capacity addition."

14. The Committee in their Fourteenth Report had raised an important issue of sale and purchase of power under medium term open access in inter-state transmission and had expressed concern over selling of electricity by some States at very high rates in peak times to deficit States. In this backdrop, the Committee had asked to the Ministry frame necessary suitable guidelines. But the Committee are astonished to find that the Ministry in their belaboured reply, instead of replying to an important issue of Bilateral Exchange of Power, has reproduced a major portion of repeated reply as furnished to some other Recommendations regarding development and upkeep of the National Grid. The Committee are very clear that the two issues viz. development of the National Grid reflected in Recommendation Sl. No. 3 and that of issuing guidelines for power exchange in inter-State transmission dealt with in Recommendation Sl. No. 5 are two distinct issues. The Committee therefore, expect that the Ministry's replies to the recommendation of the Committee are specific and to the point. They therefore, reiterate that the Ministry should encourage open access in transmission and devise some fair and transparent mechanism to facilitate Bilateral Exchange of Power safeguarding the interest of consumers by framing some suitable guidelines in this regard. The Committee would await Ministry's specific reply to this vital recommendation of the Committee.

D. Distribution — Implementation of R-APDRP

(Recommendation Sl. No. 10)

15. In their Fourteenth Report, the Committee had noted that the Restructured Accelerated Power Development and Reforms Programme

(R-APDRP) was launched in 2008 with the focus on actual, demonstrable performance in terms of Aggregate Technical & Commercial (AT&C) loss reduction. The Programme with budget outlay of Rs. 51,577 crore was divided in two parts. The Committee were given to understand that the entire amount of loan for Part-A projects covering baseline system and IT applications would be converted into grant on the completion of projects and up to 50% (90% for special category States) loan of Part-B projects (i.e. regular distribution strengthening projects) would be converted in to grant on achieving the 15% AT&C loss in the project area on a sustainable basis. In view of the fact that the projects under Part-B were sanctioned in only 70% of the towns, the Committee had recommended to make special efforts to sanction projects under Part-B of the scheme in all the towns and also to take up periodic monitoring of the programme to ensure that the targets set are achieved within the stipulated time with a view to encourage those States where improvements are significant whereas slow improving areas should be brought in for some harsh remedial measures.

- 16. The Ministry of Power in their Action Taken Reply have *interalia* stated that as on 31.03.2011, Part-B schemes worth scheme cost of Rs. 15,975 crore had been sanctioned for 823 of 1100 eligible towns in the country *viz*. in 75% of eligible towns and an amount of Rs. 2,236 crore had been disbursed. Further Part-B schemes in balance 277 eligible towns are envisaged to be sanctioned by September 2011.
- 17. The Committee in their Fourteenth Report had shown their concern over slow pace of sanction as well as implementation of R-APDRP projects at various places and had recommended to take up periodic monitoring of the programme to ensure that the targets set are achieved within the stipulated time with a view to encourage those States where improvements are significant whereas slow improving areas be brought in for some harsh remedial measures. They are, however, dissatisfied with the replies furnished by the Ministry as the replies do not cover the entire gamut of the Committee's well considered issues in their recommendation. It appears that the Ministry has adopted a complacent and tentative

approach towards the recommendation of the Committee. The Committee would like the Ministry to take action on their recommendation in letter and spirit and furnish an updated follow up action on their recommendation.

E. Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

(Recommendation Sl. No. 14)

18. The Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) was launched in March, 2005 with an objective to electrify over one lakh unelectrified villages and to provide free electricity connections to 2.34 crore rural BPL households. It was informed by the Ministry that a provision of Rs. 28,000 crore capital subsidy was made during the 11th Five Year Plan against the proposed requirement of Rs. 42,000 crore for comprehensive rural electrification in the country. The Committee had observed from the data supplied by the Ministry that 67.9% of un-electrified villages and 46.24% of BPL households were covered by May, 2010. The Committee had also found that the sanctions by REC under T&D which include short term loan and RGGVY were negligible for the States of Bihar, Jharkhand, Orissa and West Bengal in the year 2009-10 and 2010-11. In view of this, the Committee had desired that the Government should sanction the funds as required under the scheme so that the scheme did not suffer for want of funds. As a large number of villages remained to be electrified especially in the States of Orissa, Jharkhand, Assam, Uttar Pradesh and Bihar, the Committee had recommended to deal with these States as high priority areas and the implementation and execution of the projects be monitored under the aegis of the Ministry of Power and other related Central Government Departments in coordination with concerned State Governments.

19. The Ministry of Power in their action taken reply has *interalia* informed that as on 31st March, 2011, the electrification works in 96,562 number of un/de-electrified villages (86.09%) and 159.80 lakh number of BPL households (66.11%) have reportedly been completed under the scheme.

It has also been informed that all the available projects from the States of Bihar, Jharkhand, Orissa and Uttar Pradesh were already sanctioned before 2009-10. The Ministry further added:

"Progress is regularly monitored and reviewed by Ministry of Power (MoP), Monitoring Committee on RGGVY and Rural Electrification Corporation (REC), the nodal agency for RGGVY with the implementing agencies of the States. With the concerted efforts of all the stakeholders, good progress in the States of Orissa, Jharkhand, Assam, Uttar Pradesh and Bihar has been reported. The details are as under:

Sl.	Name of o. the State	Proposed	Coverage	Revised (Coverage		lative vement
		Un/De- electrified villages	BPL HH's	Un/De electrified villages	BPL HH's	Un/De- electrified villages	BPL HH's
1.	Assam	8525	991656	8307	983587	6019	574771
2.	Bihar	23211	2762455	22658	2762173	20981	1744098
3.	Jharkhand	19737	1691797	19639	1889319	17181	1161158
4.	Orissa	17895	3185863	16584	3277470	13187	2229813
5.	Uttar Pradesh	30802	1120648	27727	851388	27759	871920

20. With regard to the implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY), the Committee feel that the Ministry still have a long way to go. Even at the end of the financial year 2010-11, around 13 per cent of un-electrified villages and 34 per cent of BPL households were yet to be covered under the scheme. The Ministry had itself admitted that due to limitation of funds under RGGVY, a significant area of the country could not be covered for providing access to electricity, especially larger and smaller hamlets in the States of Assam, Bihar, Rajasthan and Uttar Pradesh and smaller hamlets in other States. The Committee had,

therefore, raised the issue of sanction of funds as required under the scheme particularly in the Eastern States of Bihar, Jharkhand, Orissa and West Bengal where sanction of funds by REC under T&D were negligible during the last two years. The Ministry has informed in their Action Taken Replies that all the available projects from the States of Bihar, Jharkhand, Orissa and U.P. were already sanctioned before 2009-10. Apart from sanction of the projects in these States, the Committee had urged the Ministry to deal with these States as high priority areas and monitor the execution of the projects under the aegis of the Ministry of Power and other related Central Government Departments in coordination with concerned State Governments. It has been informed by the Ministry in their reply that the programme is regularly monitored and reviewed by the Ministry of Power, monitoring Committee on RGGVY and REC with the implementing agencies of the States. The Ministry appears to be satisfied with their efforts and content with the results by stating that good progress in the States of Orissa, Jharkhand, Assam, U.P. and Bihar has been reported. However, the scrutiny of the data supplied by the Ministry reveals that as on 31st March, 2011, free electricity connections were provided in only 58.43% BPL households in Assam, 63.14% in Bihar, 61.46% in Jharkhand and 68.03% in Orissa and less than 80% un-electrified villages were covered for electrification in Assam and Orissa even if the revised targets are taken in to consideration. In other States also, a substantial quantum of work is left to be done. Against this backdrop, the Committee desire that the Ministry should make all efforts to complete the remaining work of the first phase of the RGGVY during the current financial year itself. The Committee also would like the Ministry to take up the matter with the Ministry of Finance and Planning Commission for making requisite funds available for the 12th Plan to take up intensive electrification of villages in the next phase.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

(Recommendation Serial No. 1)

Achievement of Targets in the Transmission Sector (10th and 11th Five Year Plans)

The Committee note that the targets for inter-regional transmission during the 10th Plan (2002-07) was kept as 15,400 MW, which was later revised to 12,200 MW due to the rescheduling of the Barh generation project. However, the total achievement was only 8,300 MW. No yearwise target for the 10th Plan was fixed. The Committee also find that the 11th Plan initially had a target of 18,600 MW only. No year wise target was fixed for 2007-08 and 2008-09 (the achievement being 2400 MW in 2007-08 and 3300 MW in 2008-09 respectively). Against a target of 2600 MW for 2009-10, the achievement was 1000 MW. The target for the year 2010-11 was kept at 1600 MW. The Ministry have further informed that the PGCIL has planned to add 7200 MW in the Financial Year 2010-11 and 2011-12 and a balance 4700 MW inter-regional capacity addition is under various stages of implementation, and it may slip to 12th Plan. The reasons for this have been attributed to deferment of Sasaram - Fatehpur line (2100 MW) and delay in generation and capacity addition in the Eastern Region like North Karanpura, Barh, Nabinagar. The South West Inter-regional link (1000 MW) is also likely to be commissioned in early 12th Plan. The Committee are dismayed to note that till the 10th and early 11th Plan periods yearly targets for inter-regional transmission systems were not fixed by the Ministry. The failure to fix adequate targets may have lead to lower achievement of only 8300 MW as against 15400 MW in the 10th Plan period. Similarly achievement in the first two years of the 11th Plan has been only 5700 MW (2400 MW in 2007-08 and 3300 MW in 2008-09). However, it sharply fell in the year 2009-10 to 1000 MW, 7200 MW are planned to be added in the Financial Years 2010-11 and 2011-12 which again appears to be a very

high target compared to assigned target of only 1600 MW in the year 2010-11. No cogent reasons have been furnished for such a sharp decline in maintaining even the previous year achievement. Now, the Government plan to aichieve 7200 MW in the remaining years of the 11th Plan. However, the target for 2010-11 has been fixed to be 1600 MW only. Thus, as to how the cumulative target of 7200 MW will be achieved during the remaining period of the plan i.e. upto March, 2012 is beyond any comprehension. The Ministry is also giving very varying figures with regard to the target of 2010-11 and 2011-12. It has not been clarified whether 1600 MW through competitive bidding transmission capacity will be achieved out of 7200 MW earmarked for the years 2010-11 and 2011-12 or otherwise. The Committee regret to note that 4700 MW is likely to slip in the 12th Plan. The main reasons adduced by the Ministry being deferment of Sasaram - Fatehpur line (2100 MW) and delay in addition of generation capacity in the Eastern region. Considering the performance in transmission sector in the year 2009-10 and the target for 2010-11, it will be Utopian target of 7200 MW to be achieved by the end of the 11th Plan. The Committee recommend that realistic yearly targets need to be fixed in the transmission sector based on basic assessment parameters like generation time, transmission from projects, availability of clearances etc. as these can be well foreseen and are not insurmountable. For new projects of transmission and distribution synchronization is needed with the Ministry of Power, State Government, PSUs and all parties involved (i.e. Stakeholders) to overcome all major hurdles of non-achievement of targets. Similarly, the Committee find that land acquisition policies with regard to transmission lines and projects differs from State to State with variations in J&K and Kerala vis-a-vis other States. The Ministry should take up this issue with the State Governments so as to develop a uniform pattern in this regard.

Reply of the Government

In the 1990's, transmission planning was shifted from mere generation evacuation system planning to integrated system planning leading to formation of National Power Grid in the country. The inter-regional power transmission capacity addition has been planned and implemented as part of transmission systems for generation projects considering the power supply situation in various regions and development of projects with

beneficiaries located in more than one region and/or beneficiaries in a region other than where the generation project is located. Therefore, the interregional power transmission capacity addition depends upon commissioning of generation projects in various regions and every year achievements may vary.

The initial target for intjr-regional transmission capacity during 10th Plan was to add 15,400 MW and due to rescheduling of Barh generation project from 10th Plan, the target was revised to 12,200 MW. As against 12,200 MW, the actual achievement was addition of 8,300 MW as given below:—

Sl.No.	Regions	Target (MW)	Achievement (MW)
1.	ER-SR	3,000	2,500
2.	ER-NR	5,700	3,300
3.	ER-WR	2,400	1,400
4.	NR-WR	1,100	1,100
	Total	12,200	8,300

The shortfall of 3,900 MW in achievement of 10th Plan target was on account of non completion of (a) upgradation of Talcher-Kolar (500 MW), (b) Ranchi-Sipat 400 kV D/C (Double Circuit) (1,000 MW), (c) Biharshariff-Balia 400 kV D/C quad (1,600 MW) and (d) one circuit of Patna-Balia 400 kV D/C (quad) line (800 MW), which was mainly on account of slippages in generation projects.

During 11th Plan (2007-12), inter-regional transmission systems of 18,600 MW capacity were planned. It was intimated to the Committee that 4,700 MW of inter-regional power transmission capacity addition was likely to slip to XII plan. Out of the balance programme of 13,900 MW for 11th Plan, 9,700 MW has been added till date *i.e.* 2,400 MW capacity was added during 2007-08, 3,300 MW during 2008-09 and 1,000 MW during 2009-10, 1,600MW [Barh-Balia 400 kV D/C (Quad)] during FY 2010-11 and 1,400 MW during the current financial year *i.e.*, (Rourkela-Raigarh 400 kV D/C (2nd) Line — 1400 MW.

It is expected that balance addition of 4,200 MW — 765 kV S/C Gaya-Balia Line — 2100 MW and 765 kV S/C Sasaram-Fatehpur Line — 2100 MW is likely to be achieved in FY 2011-12.

The generation addition capacity during the XII Five Year Plan is being worked out on corresponding inter-regional transmission capacity is also being assessed.

For all matters relating to the Land Acquisition and the National Rehabilitation and Resettlement Policy, the Ministry of Rural Development is the Nodal Ministry and therefore, a consultation with the aforesaid Ministry is a pre-requisite before taking any policy decision which may lead to deviation from the established Policy/Law/Guidelines.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 3)

National Grid and Regional Transmission System

The Committee note that except for the Southern Region, the rest of the country operates at single synchronous frequency. The transmission systems of regional grids facilitate delivery of power to the State grids, the National Grid is an important component for facilitating the delivery of electricity without congestion. The Committee find that development and upkeep of the National Grid is not being given the importance it deserves. As the exploitable energy resources of our country are concentrated in certain pockets and transfer of power becomes important to the other regions which do not have adequate natural resources for setting up power plants. The Committee also find that efforts are not being made to create high capacity transmission highways corridors for smooth transmission of power. The Committee find that four major power regions in the country namely, North-Eastern, Eastern, Western and Northern are operating in one synchronous grid, the Southern region is yet to be attached to the Grid. The Committee are also anguished that the present capacity of the National Grid was only 20,750 MW and the anticipated growth of inter-regional transmission capacity by March, 2012 (end of XI Plan) is 32,650 MW. With a capacity addition target of 62,000 MW, the committee are not very sure that the system would be able to

cope up with the demand. The Committee, therefore, strongly recommend the proper development and efficient upkeep of the National Grid for transfer of power from surplus to deficit areas alongwith the creation of High Capacity Transmission Highway Corridors for smooth transmission of power in peak periods. Considering the huge electricity generation targets for the 12th Five Year Plan the Committee recommend that matching growth and enlargement of the National Grid in the XII Plan period need to be fixed.

Reply of the Government

During the 1980s, regional grids were developed with construction of power evacuation lines planned and implemented as associated transmission system of central sector generation schemes for benefits within the regions. The initial set of inter-regional links developed for building inter-State infrastructure was utilized to facilitate exchange of operational surpluses among the various regions in a limited manner because the regional grids were operated independently and had different operational frequencies and the power exchanges on these inter-regional links could take place only in radial mode.

Subsequently, transmission planning was shifted from earlier generation evacuation system planning to integrated system planning leading to formation of National Power Grid in the country based on the perspective planning done by CEA. Considering the then prevailing operational regime in all the regions, to start with asynchronous connections between the regional grids were established to enable exchange of regulated quantum of power. Accordingly, asynchronous HVDC back-to-back links of 500 MW between the Northern Region and the Western Region at Vindhyachal, 1000 MW between Western Region and Southern Region at Bhardawati, 1000 MW between Eastern Region and Southern Region and 500 MW between Eastern Region and Northern Region at Sasaram were established during 90s and early 2000s.

Subsequently, considering the power profile of various regions and projects with beneficiaries in more than regions, synchronous interconnection between regions was taken up. The Eastern Region (ER) and the North-Eastern Region (NER) have been operating in parallel since 1992. Western Region (WR) was inter-connected to ER-NER system

synchronously in 2003. The Northern Region was also synchronously integrated with the ER/NER/WR system in August, 2006. Presently, four regions namely, North-Eastern, Eastern, Western, and Northern Regions, out of five regional grids are operating in synchronous mode (at same frequency).

Southern Region (SR) is well connected with neighboring regions *i.e.* ER & WR through HVDC & HVAC links having total inter-regional power transfer capacity of 5,350 MW. SR Grid is likely to be connected synchronously (*i.e.* operating at the same frequency) with rest of the regions by early XII Plan as per materialization of planned generation capacity addition.

Presently, POWERGRID carries about 50% of the total power of the country through various EHV transmission lines and has transformation capacity of more than 90,000 MVA. POWERGRID facilitate transfer of power within and across the regions for optimum utilisation of generation resources and for meeting power demand in various parts of the country. Till date, National Power Grid with an inter-regional power transmission capacity of about 22,400 MW has been established to meet inter-regional power transfer requirement of the country. It is pertinent to mention that no power evacuation constraint has been faced in the country for central sector generation projects for want of POWERGRID transmission system.

Through its State-of-the-art Regional Load Despatch Centres and deployment of modern Operation and maintenance techniques like Emergency Restoration Systems, Hot Line Maintenance, Live line washing of insulators through helicopters, POWERGRID has been maintaining its Regional Grids and National Grid without any major grid disturbances since last more than 8 years.

POWERGRID has been facilitating transfer of power from one part of the country to any other part and has been successfully managing grid parameters, *viz.* voltage and frequency as per IEGC code.

In order to meet the growing power demand of the country, the Government of India has envisaged generation capacity addition through private sector participation and a number of Independent Power Producers (IPPs) have been setting-up/plans to set-up power generation plants of

different capacity with various time schedules in the country. These power generation plants are mainly coming-up in resource rich States, *i.e.* Odisha, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh, etc. and the power generated is required to be transmitted to load centers located across the States and Regions.

For this, to grant connectivity and long term access to the IPPs, POWERGRID, the Central Transmission Utility has been made the nodal agency. Till April, 2011, POWERGRID has granted long term open access to 135 nos. of IPP projects. These IPP projects propose to add generation capacity of about 1,16,000 MW and have been granted long term access for about 90,000 MW.

Keeping in view of staggered commissioning schedule of generation projects and techno economic feasibility for transfer of power from these generation projects to load centers, 9 nos. of High Capacity Power Transmission Corridors (HVDC links/765 kV EHVAC) have been evolved in consultation with CEA, IPPs and beneficiaries catering to Odisha, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh, Andhra Pradesh, Tamil Nadu, etc. The expected cost of these transmission highways is about Rs. 58,000 Crore.

The High Capacity Power Transmission Corridors includes:—

- 1. Transmission System Associated with Phase-I Generation projects in Odisha.
- 2. Transmission System Associated with IPP projects in Jharkhand.
- 3. Transmission System Associated with IPP projects in Sikkim.
- 4. Transmission System Associated with IPP projects in Bilaspur complex, Chhattisgarh and IPPs in Madhya Pradesh.
- 5. Transmission System Associated with IPP projects in Chhattisgarh.
- 6. Transmission System Associated with IPP projects in Krishnapatnam Area, Andhra Pradesh.
- 7. Transmission System Associated with IPP projects in Tuticorin Area, Tamil Nadu.

- 8. Transmission System Associated with IPP projects in Srikakulam Area, Andhra Pradesh.
- 9. Transmission System Associated with IPP projects in Southern Region for transfer of power to other regions.

Regulatory approval has been accorded by Central Electricity Regulatory Commission for implementation of these corridors and POWERGRID is in the process of developing these high capacity transmission corridors. Implementation of these transmission corridors is being taken up in phased manner matching with the generation capacity addition to the extent possible.

In this regard, investment approval has already been accorded to 2 high capacity corridors of Odisha and Sikkim and accordingly, these have been taken up for implementation. Other corridors are under various stages of finalization/approval and shall be taken up matching with the generation capacity addition.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

Comments of the Committee

(Please see Para 8 of Chapter-I of the Report)

(Recommendation Serial No. 6)

The Committee also learn that some special schemes have been launched by the Government for strengthening the transmission system in the country *i.e.* for instance, the Rashtriya Sam Vikas Yojana in Bihar and inter-State transmission system of Jammu and Kashmir has been included in the Prime Minister's Reconstruction Plan sanctioned in 2007. However, the Committee note that AT&C losses even after these schemes were taken up have not comedown. The Committee, therefore, strongly recommend that special attention be given under the special schemes for reduction of AT&C losses in the States.

Reply of the Government

AT&C losses in the States are taken care of under the R-APDRP scheme of the Ministry of Power.

Cabinet Committee on Economic Affairs (CCEA) approved the "Restructured APDRP" for XI Plan as a Central Sector Scheme in its meeting held on 31.07.2008. The focus of the programme is on actual, demonstrable performance in terms of AT&C loss reduction. As approved by CCEA note of R-APDRP, towns and cities having population greater than 30,000 (10,000 in case of special category States) as per 2001 Census are eligible for assistance under the programme. All APDRP towns satisfying above criterion are also eligible under the scheme.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 7)

The Committee note that recently a Power System Operation Corporation (POSOCO) has been registered as a wholly owned subsidiary of Power Grid Corporation of India Ltd. All the employees of RLDCs and NLDC who are now POWERGRID employees will become the employee of POSOCO which will be responsible for the operation and management of NLDC and RLDCs. The Committee would like the Ministry/PGCIL to review and monitor the working of POSOCO to ensure that the aims and objectives for which POSOCO has been set up are achieved fully.

Reply of the Government

Power Operation System Co. Ltd. (POSOCO), a wholly owned subsidiary of Power Grid Corporation of India Limited, was established to look after the grid management functions of the company. POSOCO has been fully operationalised in October, 2010 and currently it operates National Load Despatch Centre (NLDC) and five Regional Load Despatch Centers (RLDCs). For monitoring the performance, recently POWERGRID has signed MoU with POSOCO detailing various targets to be achieved for 2011-12 as per guidelines of Department of Public Enterprises. Quarterly monitoring of the progress *vis-a-vis* targets is an integral part of the MoU. The MoU shall serve the dual purpose of guidance as well as monitoring the progress made by POSOCO. Further, CMD, POWERGRID is the Chairman of POSOCO and also have its Director (Operations) on the Board of POSOCO to review and monitor the working of POSOCO.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial Nos. 12 and 13)

The Committee are also anguished to learn that R-APDRP is not applicable in States where privatization has taken place and distribution companies have been established. These will be considered under the scheme after two years from the date of sanction of the R-APDRP. The Committee recommend that private players who performed well to achieve the objective of the scheme should also be given a chance to benefit from the scheme. The Committee would like to know about the policy in this regard as two years of commencement of the scheme are already over. Further, the Committee desire that projects relating to renovation of existing lines and feeder separation programmes should also be covered under the scheme.

The Committee note that about 8 years have passed since enactment of Electricity Act, 2003. One of the measures aimed at in power reforms was to provide open access to create competitiveness in the supply of electricity. From the material furnished, the Committee observe that there is hardly any progress in this matter. The Committee, therefore, would like to be informed about the status of implementation of this vital aspect.

Reply of the Government

Ministry of Power has already held a preliminary meeting on 9th March, 2011 on the issue of extending R-APDRP assistance to private distribution companies. In the meeting, Power Finance Corporation, designated as nodal agency for operationalising R-APDRP, presented draft discussion paper regarding R-APDRP assistance to private distribution companies and all members were requested to forward their comments. Once the comments from all members are received and discussions with CERC and other stakeholders is complete, the draft discussion paper shall be suitably modified and presented to CCEA for their consideration.

The projects relating to renovation of existing lines and feeder separation programmes in R-APDRP project areas are already covered for assistance under Part-B of the scheme.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 14)

Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

The Committee note that the Rajeev Gandhi Grameen Vidyutikaran Yojana (RGGVY) is a flagship endeavour of the Government to electrify over one lakh un-electrified villages and 2.34 crore rural BPL households was initiated in 2005. The scheme was taken up in the year 2005 and 9819 villages were electrified in the year 2005-06. The No. of villages electrified in 2006-07 was 28.706 against a target of 40,000. The Committee have been informed that the XI Plan was sanctioned by the Government on 3rd January, 2008 with a provision of Rs. 28,000 crore capital subsidy at that stage against the proposed requirement of Rs. 42,000 crore for comprehensive rural electrification in the country. The Ministry in the data supplied to the Committee have informed that 67.9% of unelectrified villages and 46.24% of BPL households have been electrified by May, 2010. As seen from the Data available to the Committee, the sanctions made by REC under RGGVY under loan and grant decreased from the FY 2007-08 to FY 2009-10. Similarly, the sanctions under T&D which includes Short term loan and RGGVY were negligible for the States of Bihar, Jharkhand, Orissa and West Bengal in the year 2009-10 and 2010-11. The Committee desire that the Government should sanction the funds as required under the scheme so that the scheme does not suffer for want of funds. The Committee also find that the pace of scheme should be monitored more stringently as achievement of targets is below 70% in case of village electrification and below 50% in the case of BPL households. The Committee find that a large number of villages remain to be electrified especially in the States of Orissa, Jharkhand, Assam, Uttar Pradesh and Bihar. These States need to be deal with as high priority areas and the implementation and execution of the projects need to be monitored under the aegis of the Ministry of Power and other related Central Government departments in coordination with concerned State Governments.

Reply of the Government

So far, under Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY), 573 projects have been sanctioned covering electrification of 1.18 lakh un/de-electrified villages (provisionally revised to 1.12 lakh un/de-electrified

villages after field survey) and providing free electricity connections to 2.46 crore BPL households (provisionally revised to 2.41 crore BPL households after field survey). The award cost of these projects is Rs. 32,333.59 crore.

So far, fund flow for the sanctioned projects has been smooth and significant progress has been made in respect of electrification of villages and BPL households. As on 31.03.2011, the electrification works in 96,562 number of un/de-electrified villages (86.09%) and 159.80 lakh number of BPL households (66.11%) have reportedly been completed under the scheme.

The sanctions under RGGVY decreased during 2009-10 because the majority of the available outlay during the 11th Plan was committed during 2007-08 and 2008-09 itself so that majority of the work could be completed during the current Plan. All the available projects from the States of Bihar, Jharkhand, Orissa and U.P. were already sanctioned before 2009-10.

Progress is regularly monitored and reviewed by Ministry of Power (MOP), Monitoring Committee on RGGVY and Rural Electrification Corporation (REC), the nodal agency for RGGVY with the implementing agencies of the States. With the concerted efforts of all the stakeholders, good progress in the States of Orissa, Jharkhand, Assam, Uttar Pradesh and Bihar has been reported and details are enclosed at **Annexure-I.**

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

Comments of the Committee

(Please see para 20 of Chapter-I of the Report)

(Recommendation Serial No. 15)

The Committee further note that the revised targets of the scheme are to electrify one lakh villages and 1.75 crore BPL connections by March, 2012. The Government have attributed the delay in the scheme to the fact that there was delay in sanction of continuation of scheme in the XI Plan, some States took long time in awarding the projects, delay on their part in allotment of land for new sub-stations, delay in release of BPL lists by States, delay in forest clearances, delay in energisation and delay in the taking over of completed villages. In the opinion of the Committee these are the problems which can well be foreseen and

preemptive measures could be taken to ensure that pace of the scheme and results to be achieved do not suffer on account of avoidable problems. The Committee once again, reiterate that more effective coordination is required between the State agencies and Rural Electrification Corporation in execution of the projects. The Ministry of Power should help in implementation process by becoming a facilitator for solving the issues which hinder the implementation of the scheme in the States. Moreover, the Committee as such feel that preparation of BPL lists should have been a pre-requisite for implementation of the scheme to avoid the delay. The Committee have also desired that the Ministry of Finance and Planning Commission should in principle sanction phase II of the RGGVY so that ground work in this area can be initiated and the hurdles experienced earlier can be done away with when implementing Phase II of the scheme is taken up.

Reply of the Government

Progress under RGGVY is regularly monitored and reviewed by Ministry of Power (MOP), Monitoring Committee on RGGVY and Rural Electrification Corporation (REC), the nodal agency for RGGVY with the implementing agencies of the States. REC is also conducting review meetings at State level; especially in the focused States of Bihar, Jharkhand, Orissa and North-eastern States, to resolve the bottlenecks hampering the progress. Ministry had also advised States to constitute a State level Committee headed by State Chief Secretaries to resolve inter-departmental issues. States, where such Committees have regular meetings, have shown better progress.

Preparation of BPL lists in advance may be considered as prerequisite in restructuring of RGGVY in 12th Plan. Ministry of Power and Planning Commission have initiated the planning work for extension of RGGVY in the 12th Plan.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 16)

It has also been brought to the notice of the Committee that out of 84618 villages where works have reportedly been completed under the scheme village electricity infrastructure, in 66497 villages electrification has been energized. The Committee find no logic in mere completion of the process of RGGVY without actual availability of electricity in these villages. The Ministry have attributed the delay to reasons such as delay in statutory clearances by Electrical inspectorate due to limited electrical inspectors, delay in completion of new sub-stations due to non-acquisition of land, inadequate capacity of back up transmission and sub-transmission system in some States, shortage of manpower with concerned State Power utility for energizing and operations and delay in deployment of franchisees to manage the rural distribution etc. The Committee hope that the Ministry of Power/REC and concerned States will work in a tandem to solve these problems and ultimately help in bringing electricity to the villages which may have access to the infrastructure without electricity for lack of coordination and other technical reasons. The Committee once again stress that a strong regional transmission system should have been a pre-requisite for implementation of the RGGVY scheme and therefore the Committee would like the Ministry to sanction more schemes for improving the regional transmission network with Central Sector funds and grants.

Reply of the Government

Ministry has constituted a working group for expediting energisation of villages where village electricity infrastructure has been completed. In order to ensure timely energisation of completed villages, the working group has finalized a schedule of 3 months for various activities involved in energisation process viz. (i) submission of documents to respective State power utility/Electrical Inspectorate, (ii) Inspection and reporting deficiencies, if any, by the inspecting authority, (iii) Rectification of defects, if any reported by the inspecting authority and (iv) Energisation of completed works. Accordingly, all implementing agencies have been advised to adhere to the prescribed schedule and ensure energisation of completed villages within 3 month from completion of works. The working group also looked into the various issues hindering the process of energisation and found that energisation of 6319 villages could not be taken up to due to various reasons like inadequate backup sub-transmission and transmission system, pending forest clearance, pending railway crossing clearance, theft of conductor etc. which are not directly under control of implementing agencies. The implementing agencies have also been advised to resolve such issues with the support of concerned State Government,

and State power utilities. The status of energisation as on 31.03.2011 with respect to progress as on 31.12.2010 is as under:—

Works completed as on 31.12.2010 : 89675

Energisation affected due to various reasons : 6319

Villages available for energisation (w.r.t. 31.12.2010) : 83356

Villages reported Energised as on 31.03.2011 : 78810

Effective Gap as on 31.03.2011 w.r.t. progress : 4546

of 31.12.10

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 17)

Although the Ministry have informed that considering the poor status of rural electrification in the NE region and districts having international border all projects have been sanctioned in these areas irrespective of their costs. They are being implemented by State Agencies, except 6 in Assam and 2 in Tripura which are being implemented by PGCIL. The Committee hope that the progress in these projects will pick up as achievement so far has been quite low *i.e.* 31% villages and 34% BPL households have been covered in the North East Region of the country. The Committee hope that the Ministry will work more aggressively to achieve their targets in this region of the country which is still lacking in basic infrastructure and development.

Reply of the Government

Specific review meetings have been conducted in North-eastern States like Assam, Arunachal Pradesh, Meghalaya, Mizoram and Tripura keeping in view the diverse geographical, climatic and economic conditions of the areas and also to closely understand and resolve the various issues hindering the progress under the scheme. As on 31.03.2011, the achievement with respect to revised coverage of villages and BPL households has increased to 54% and 50% respectively. The State-wise progress is enclosed at **Annexure-II.**

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 18)

As brought out in preceding paragraphs, the Committee, strongly recommend that owing to the importance of the scheme and consequent benefit accruing to the end beneficiary of the scheme as envisaged, a holistic view covering the entire gamut of activity separately as well as collectively need a revisit to refurbish the scheme based on the past experience and rectifying inaccuracies that have been experienced hitherto. To sum up it should be ensured that there are no paucity of funds in implementing the scheme. The reasons enumerated for non energisation of large number of villages should have been addressed before commencement of the projects as they are not insurmountable in nature. A clear and authentic availability of data on BPL households/ families, availability of a strong regional transmission system, special attention to electrification of border villages in the NE region in a definite time frame and introduction of accountability factor in RGGVY is required for successful and timely implementation of the scheme.

Reply of the Government

Consultation process for restructuring the RGGVY for 12th Plan has been started by the Ministry. Ministry will try to rectify various issues, which affected the implementation during 11th Plan.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 19)

It has come to the notice of the Committee that projects relating to RGGVY programme are assigned to various utilities in different States. These utilities are sub-contracting the work and the sub-contractors are further sub-contracting the job which, in turn, has reportedly affected the quality of the work of the projects completed under the Scheme. The Committee, taking a serious view in the matter, would like the Government to examine this aspect and issue necessary guidelines to the implementing agencies so that the only reliable/experienced/reputed agencies with proven track record are assigned the jobs/projects.

Reply of the Government

Projects under the scheme are being implemented by the implementing agencies through turnkey contracts. Implementation on turnkey basis has been prescribed under the scheme so that reputed firms with adequate project management and engineering capabilities execute the works efficiently and effectively. However, keeping in view the local conditions and to ensure speedy execution of works, the turnkey contractors have also associated local sub-contractors. Assignment and subletting of contract is permissible under guidelines for procurement of goods and services for implementation of Rural Electrification Projects issued by REC. Further, to ensure quality of material and execution of works, a 3-tier quality control mechanism has been put in place.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

CHAPTER III

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

(Recommendation Serial Nos. 8 and 9)

Distribution of Electricity

The Committee note that distribution is the key segment of electricity supply chain. The distribution system should be such that it caters to the rural and urban populations satisfactorily. The Committee feel that the two areas have to be dealt with in specific manner quite different to each other. The rural distribution is characterized by low paying capacity of the people, large number of subsidized customers, practical difficulties, low load etc. whereas the urban distribution is characterized by high density and higher growth rate of load. The Committee are happy to know that two major schemes of the Government i.e. the Accelerated Power Development and Reforms Programme (APDRP) and Rajeev Gandhi Vidyutikaran Yojana (RGGVY) have been launched to look into these areas. The Committee note that the Electricity Act, 2003 had heavily stressed on the unbundling/corporatisation of the distribution sector. The Ministry have been informed that 19 of the 29 States have unbundled their distribution sector, three States i.e. Jharkhand, Kerala and Bihar have State Electricity Boards and Electricity Departments exist in J&K, Manipur, Mizoram, Nagaland, Arunachal Pradesh, Sikkim and Goa. Six Union Territories also have Electricity Departments Andaman and Nicobar, Dadra and Nagar Haveli, Lakshadweep, Daman, Diu, Chandigarh and Puducherry. The Committee hope that each State would be able to take care of their specific problems in their own way and ensure rationalization of tariff, increase in billing efficiency and lowering AT&C losses as also independent Energy accounting and auditing and prevention of theft of electricity. Needless to point out that all these steps are also aimed at passing the benefit to the consumers at large.

The Committee have been informed that the APDRP scheme was launched in 2002-03 as additional Central assistance to the States for strengthening an upgradation of Sub-transmission and distribution systems with the main objective of reduction of AT&C losses, improve quality and reliability of supply of power. The original scheme had 574 projects and the total fund utilized was Rs. 14,077.86 crore. The 10th Plan APDRP was closed on 31.3.2009 except in Jammu and Kashmir. The Committee find that there was only a marginal decrease in the AT&C losses at national level from 38.86% in 2001-02 to 28.44% during 2008-09 and most of the States have not been able to bring down the loss below 15%. However, feeder metering and consumer metering improved in the country. 25 States also constituted their State Electricity Regulatory Commissions (SERCs). AT&C losses have been reported below 20% in 215 APDRP towns in the country and below 15% in 163 towns after implementing the APDRP, however the Ministry have pointed out that no specific study has been made to assess the currency of AT&C losses of towns covered under the 10th Plan APDRP. The Committee feel that a meaningful study for change in the format of APDRP scheme should have included the towns covered under the 10th Plan APDRP.

Reply of the Government

Cabinet Committee on Economic Affairs (CCEA) approved the "Restructured APDRP" for 11th Plan as a Central Sector Scheme in its meeting held on 31.07.2008. The focus of the programme is on actual, demonstrable performance in terms of AT&C loss reduction. As approved by CCEA note of R-APDRP, towns and cities having population greater than 30,000 (10,000 in case of special category states) as per 2001 Census are eligible for assistance under the programme. All APDRP towns satisfying above criterion are also eligible under the scheme.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

(Recommendation Serial No. 11)

The Committee also note that presently the AT&C losses in the country are to the tune of 28.44% whereas the shortage of power in the country was 12.6% in the year 2009-10. The Committee recommend that a detailed study should be carried out to assess the impact of loss reduction under the APDRP and R-APDRP schemes and how this would help in bridging the Demand and Supply position of power in the country.

Reply of the Government

- Energy losses occur in the process of supplying electricity to consumers due to technical and commercial reasons. A combination of technical and non-technical factors are contributing to AT&C losses including the Commercial losses. Technical losses can be reduced up to a certain limit and the extra energy can be made available for supply to consumers by reducing the technical losses. In case of commercial losses, the energy is being used but not paid for. As such, the reduction of commercial losses would only result in the increase of revenue realization of Discoms and not the increase in energy.
- AT&C losses in the country during FY 2008-09 are 28.44%, while in 2009-10, the energy shortages were 12.6%.
- Government of India launched Restructured-Accelerated Power Development and Reforms Programme (R-APDRP) during 11th Plan period as a Central sector scheme to reduce the AT&C losses upto 15% and to encourage energy audit and accounting through IT intervention in power sector. The programme size of the R-APDRP scheme is Rs. 51,577 crore. The focus of R-APDRP Scheme is on actual demonstrable performance by utilities in terms of sustained AT&C loss reduction. Projects under the scheme are being taken up in two Parts. Part-A includes the projects for IT applications for energy accounting/auditing, GIS, consumer indexing, SCADA & IT based

consumer service centers etc. and Part-B includes regular distribution strengthening projects including separation of agricultural feeders from domestic and industrial ones and High Voltage Distribution System (HVDS) etc.

The R-APDRP scheme is under various stages of implementation in all the states and the achievements would be known only after the completion of the works.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

CHAPTER IV

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

(Recommendation Serial No. 4)

The Committee are unhappy to find that achievement of target under the transformation capacity of sub-stations programme and achievement for XI Plan in the 765 kV and +500 kV HVDC has been very poor (achievement of only 20% & below) in the first three years of the plan period and is far from satisfactory. The reasons for such a dismal performances in the sector should be identified and necessary steps taken to avoid their recurrence. A focused approach and concerted efforts with proper planning are essential for a well developed transmission system for achieving the set targets set for the programme.

Reply of the Government

Transformation capacity and sub-station addition programme is finalised based on the system requirement for dispersal of power to various beneficiaries. Commissioning of transmission projects comprising various elements of different voltage levels depends on commissioning of generation projects in various regions and therefore year-wise achievements may vary.

As far as POWERGRID is concerned, the achievement of transformation capacity addition *vis-a-vis* the targets finalised under Memorandum of Understanding signed between POWERGRID and MoP has been satisfactory. Achievement of Transformation capacity addition/ready for commissioning during 11th plan is furnished below:—

FY	Target (Very Good)	Achievement
1	2	3
2007-08	11,280	13,075

1	2	3
2008-09	5,655	6,400
2009-10	9,000	10,290
2010-11	5,010	5,010
2011-12	16425 (proposed)	_

With regard to establishment of + 500kV HVDC, it may be mentioned that due to deferment of Barh generation project (anticipated now in June'2012 from its original schedule of Mar'. 2009), transmission system associated with Barh generation project was slowed down to match the generation project. However, considering the fact that the system can be used for facilitating exchange of operational surpluses from ER to NR constituents, POWERGRID, with the concurrence of regional power utilities, has already put in operation 1st pole of Balia-Bhiwadi HVDC line (1500 MW) during FY 2010-11 and 2nd pole (1500 MW) is expected to be added during FY 2011-12.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

Comments of the Committee

(Please see para 11 of Chapter-1 of the Report)

(Recommendation Serial No. 5)

The Committee note that CERC has issued regulations for grant of connectivity, long term access and medium term open access in interstate transmission and related matters with a provision for sale and purchase of power under medium term open access up-to a period of three years. The rates for such Bilateral Exchange of power will be mutually negotiable. For collective transactions, the rates are determined through power exchanges. The Committee hope that the Ministry would encourage open access in transmission and also devise some mechanism to facilitate Bilateral Exchange of power safeguarding the interest of consumers as some States

sell electricity in peak times at very high rates to deficit States and therefore, some suitable guidelines should be framed in this regard.

Reply of the Government

In order to meet the growing power demand of the country, the Government of India has envisaged generation capacity addition through private sector participation and a number of Independent Power Producers (IPPs) have been setting-up/ plans to set-up power generation plants of different capacity with various time schedules in the country. These power generation plants are mainly coming-up in resource rich States, *i.e.* Orissa, Jharkhand, Sikkim, Madhya Pradesh, Chhattisgarh etc. and the power generated is required to be transmitted to load centers located across the States and Regions.

For this, to grant connectivity and Long Term Access to the IPPs, POWERGRID, the Central Transmission Utility has been made the nodal agency. Till Apr. 11, POWERGRID has granted Long Term Open Access to 135 nos. of IPP projects. These IPP projects propose to add generation capacity of about 1,16,000 MW and have been granted long term access for about 90,000 MW.

Keeping in view of staggered commissioning schedule of generation projects and techno-economic feasibility for transfer of power from these generation projects to load centers, 9 nos. of High Capacity Power Transmission Corridors (HVDC links/ 765 kV EHVAC) have been evolved in consultation with CEA, IPPs & beneficiaries catering to Orissa, Jharkhand, Sikkim, Madhya Pradesh, Ckhattisgarh, Andhra Pradesh, Tamil Nadu etc.. The expected cost of these transmission highways is about Rs. 58,000 Crore.

The High Capacity Power Transmission Corridors includes:

- Transmission System Associated with Phase-I Generation Projects in Orissa.
- 2. Transmission System Associated with IPP projects in Jharkhand.
- 3. Transmission System Associated with IPP projects in Sikkim.

- 4. Transmission System Associated with IPP projects in Bilaspur complex, Chhattisgarh and IPPs in Madhya Pradesh.
- 5. Transmission System Associated with IPP projects in Chhattisgarh.
- 6. Transmission System Associated with IPP projects in Krishnapatnam Area, Andhra Pradesh.
- 7. Transmission System Associated with IPP projects in Tuticorin Area, Tamil Nadu.
- 8. Transmission System Associated with IPP projects in Srikakulam Area, Andhra Pradesh.
- Transmission System Associated with IPP projects in Southern Region for transfer of power to other regions.

Regulatory approval has been accorded by Central Electricity Regulatory Commission for implementation of these corridors and POWERGRID is in the process of developing these high capacity transmission corridors. Implementation of these transmission corridors is being taken up in phased manner matching with the generation capacity addition to the extent possible.

In this regard, investment approval has already been accorded to 2 high capacity corridors of Orissa & Sikkim and accordingly, these have been taken up for implementation. Other corridors are under various stages of finalization/approval and shall be taken up matching with the generation capacity addition.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

Comments of the Committee

(Please see para 14 of Chapter-I of the Report)

(Recommendation Serial No. 10)

The Committee are aware of the fact that the distribution of power is the primary responsibility of the State Governments and financial

assistance to States under APDRP is limited to project areas only. The Committee have been informed that Re-structured APDRP (Revised) was approved on 31.7.2008, keeping the size of the programme is Rs. 51,577 crore. Expected investment in part A (Baseline System) would be Rs. 10,000 crore and part B would be Rs. 40,000 crore. The Committee note that the entire amount of loan for part 'A' projects would be converted into grant on the completion of the projects and upto 50% (90% for special category States) loan of achieving the 15% AT&C loss in the project area on sustainable basis. The Committee have been informed that part 'A' and part 'B' projects can be implemented simultaneously with a gap of three to six months which is needed to establish the baseline figure of AT&C loss of the project areas by installing boundary (import/export) energy meters and collecting revenue data for three billing cycles. However, the Committee find as per the data given by the Ministry part 'B' has been sanctioned in only 70% of the towns and the balance projects are likely to be sanctioned in March, 2011. The Committee therefore, strongly recommend that special efforts be made for sanctioned part 'B' of the project as successful implementation will greatly help in reducing the AT&C losses. Periodic monitoring of the programme should be taken up to ensure that the targets set are achieved within the stipulated time with a view to encourage those States where improvements are significant whereas slow improving areas should be brought in for some harsh remedial measures.

Reply of the Government

As on 31.3.2011, Part-B schemes worth scheme cost of Rs. 15975 crores have been sanctioned for 823 of 1100 eligible towns in the country *viz.* in 75% of eligible towns and an amount of Rs. 2236 crores have been disbursed. Part-B schemes in balance 277 eligible towns are envisaged to be sanctioned by September 2011.

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

Comments of the Committee

(Please see para 17 of Chapter-I of the Report)

CHAPTER V

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

(Recommendation Serial No. 2)

Environment and Forest Clearance for the Transmission Sector

The Committee note that the clearance from the Ministry of Environment and Forests are also required for the transmission projects. The Ministry have informed that one inter-regional transmission line namely 400 kV D/C Ranchi, Rourkela, Raigarh line associated with East West Transmission corridor strengthening got delayed on account of forest clearance. However, recently the matter has been resolved and as a special case the Ministry of Environment and Forest (MoEF) have permitted the PGCIL to go ahead with construction activity pending final clearance. The Committee also find that the first stage clearance for transmission projects takes about one year. However, as per recent MoEF circular dated July/ August, 2009, written consent of all Gram Sabhas in transmission line route is compulsory under the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights Act, 2006) (FRA 2006). The Ministry have brought out difficulty in obtaining these clearances which are lengthy and complex. The Committee are anguished at the attitude of the Ministry of Environment and Forests. They have remained non responsive to the request of the Ministry of Power to the issue of forest clearances of PGCIL transmission projects. It is amazing that every possible conceivable obstacle has been put vide MoEF Circular 11-09-1988/FC/PT 3rd August, 2009 in granting forest clearance for transmission projects. The environment impact of transmission projects are minimal and hence all efforts should be made to pave the way for smoother and faster clearance and the extraneous exercise of getting clearance from endless Gram Sabhas with its own appendixes is bound to adversely impact the timely completion of the projects. The Committee

feel that obtaining such clearances will be cumbersome and as there is no acquisition of land for construction of transmission lines, the Ministry of Environment and Forests should look into this matter so as to make the procedure streamlined and that the laying of transmission lines can progress without much hassles. The Committee therefore, recommend that being a public sector entity PGCIL should be allowed to start work as soon as First stage clearance is obtained and an undertaking should be taken by them to comply with the other requisite conditions. The Committee also lay stress on the fact that any inordinate delay in the commissioning of transmission lines would result in bottling of generated power and heavy losses and therefore, to resolve this all clearance related issues need to be taken up on priority basis. Generally the laying of transmission lines has negligible impact on Forests and there is no alteration of land use patterns, therefore, existing stringent procedure for according clearance need to be reviewed. The Committee therefore, also recommend that the MoEF should deal with the transmission related issues more liberally so that work is not hampered for want of clearances. It has been stated that laying of transmission lines underground will not be cost effective but it has not been explained as to how this will be so. With the advancement of technology efforts should be made to explore as to how the cost involved therein can be rationalized as laying of underground lines, wherever possible and suitable will not only be safer but will also invite less opposition from the concerned villages and other stakeholders.

Reply of the Government

The observations of the Committee regarding forest clearance issues has been communicated to Ministry of Environment and Forests (MoEF) on 3rd June, 2011. The comments of the MoEF are awaited.

Besides, Minister of Power has taken up with the Minister of State (Independent Charge) of Environment and Forests *vide* DO letter dated 16.6.2011 requesting that transmission projects may be exempted from the purview of the circulars of Ministry of Environment and Forests dated 3.8.2009 and 30.7.2009 as a special case relating to compliance of Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights Act, 2006) for transmission projects. He has also requested

that Ministry of Environment and Forests may consider formation of a Joint Task Force for facilitating clearance of Forest Rights Act cases for transmission projects.

In case of Extra High Voltage (EHV) cable line (400kV/765kV level), charging current *i.e.* reactive power generation is much higher than overhead transmission line (typically in the range of 13-14 times). Therefore, for long distance EHV cable circuit, the reactive power management to control the voltages and ensure grid security under different operating conditions is of major concern. For this, unlike overhead line, suitable reactive power compensation devices are to be provided at number of intermediate locations along the route of long EHV cable circuit. This requires development of new establishments at a number of intermediate locations to accommodate reactive compensation devices besides reactive compensation devices at the cable terminal substations. Such arrangement would increase the cost of transmission through long distance cable line.

In addition, for long distance underground cable transmission there will be number of cable joints to be provided in order to maintain continuity. However, the joints are prone to failure which may interrupt power supply and shall affect the reliability of the transmission system. Further, cost of EHV cable is much higher than that of overhead transmission lines. All the above aspects shall result into increased cost of transmission in turn will lead to high transmission tariff to the end consumers.

However, upto 220kV level, POWERGRID has used underground cables of short length in some of the substations like Maharani Bagh, Gurgaon etc. and shall be using in substations where it has been practically impossible to obtain Right of Way (RoW) for termination of lines in very densely populated city areas like Navi Mumbai, Manesar etc..

[Ministry of Power OM No. 9/3/2011-PG, dated 12.7.2011]

New Delhi; 21 December, 2011 30 Agrahayana, 1933 (Saka) MULAYAM SINGH YADAV, Chairman, Standing Committee on Energy.

ANNEXURE I

(vide page 25 Chapter II of Report)

State-wise coverage and achievement of electrification of villages and release of BPL connections for the sanctioned projects under RGGVY

(as on 31.03.2011)

Sl. Name of No. the State		Proposed Coverage		Revised Coverage		Cumulative Achievement	
		Un/De- electrified villages	BPL HH's	Un/De- electrified villages	BPL HH's	Un/De- electrified villages	BPL HH's
1.	Assam	8525	991656	8307	983587	6019	574771
2.	Bihar	23211	2762455	22658	2762173	20981	1744098
3.	Jharkhand	19737	1691797	19639	1889319	17181	1161158
4.	Orissa	17895	3185863	16584	3277470	13187	2229813
5.	Uttar Pradesh	30802	1120648	27727	851388	27759	871920

ANNEXURE II

(vide page 28 Chapter II of Report)

State-wise coverage and achievement of electrification of villages and release of BPL connections for the sanctioned projects under RGGVY in North Eastern region

(as on 31.03.2011)

Sl.	Name of the State	Proposed Coverage		Revised Coverage		Cumulative Achievement till date	
		Un/De- electrified villages	BPL HH's	Un/De- electrified villages	BPL HH's	Un/De- electrified villages	BPL HH's
1.	Arunachal Pradesh	2129	40810	2129	40810	679	10172
2.	Assam	8525	991656	8307	983587	6019	574771
3.	Manipur	882	107369	882	107369	271	9393
4.	Meghalaya	1943	116447	1866	109696	150	31976
5.	Mizoram	137	27417	137	27417	36	8507
6.	Nagaland	105	69900	105	69899	57	17802
7.	Sikkim	25	11458	25	11458	20	7187
8.	Tripura	160	194730	81	77448	78	58971
	Total	13906	1559787	13532	1427684	7310	718779

APPENDIX I

MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON ENERGY (2011-12) HELD ON 21st DECEMBER, 2011 IN COMMITTEE ROOM '62', PARLIAMENT HOUSE, NEW DELHI

The Committee sat from 1500 hrs. to 1630 hrs.

PRESENT

Shri Mulayam Singh Yadav — Chairman

MEMBERS

Lok Sabha

- 2. Dr. Baliram
- 3. Shri P.C. Chacko
- 4. Shri Adhir Ranjan Chowdhury
- 5. Shri Syed Shahnawaz Hussain
- 6. Shri Baliram Jadhav
- 7. Shri Shripad Yesso Naik
- 8. Shri Ravindra Kumar Pandey
- 9. Shri C. Rajendran
- 10. Shri Baju Ban Riyan
- 11. Shri Sushil Kumar Singh
- 12. Shri Vijay Inder Singla

Rajya Sabha

- 13. Shri Govindrao Adik
- 14. Shri V.P. Singh Badnore
- 15. Shri Bhagat Singh Koshyari
- 16. Shri Mohammad Shafi
- 17. Shri Veer Pal Singh Yadav

SECRETARIAT

1.	Shri Brahm Dutt		Joint Secretary	
2.	Shri N.K. Pandey	_	Additional Direct	or
3.	Shri Rajesh Ranjan	Kumar —	Deputy Secretary	
	***		***	***

2. At the outset, the Chairman welcomed the Members of the Committee and briefly apprised them of the Agenda for the sitting. The Committee then took up for consideration the draft Report on Action Taken on the recommendations contained in the 14th Report on "Transmission and Distribution Systems and Networks".

3. The Committee discussed the draft Report on the subject and the Action Taken Replies of the concerned Ministry in detail. Thereafter, the Committee adopted the aforementioned Action Taken Report without any amendment. The Committee also authorized the Chairman to finalise the Report and present the same to both the Houses of Parliament.



The Committee then adjourned.

APPENDIX II

(Vide Introduction of Report)

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/RECOMMENDATIONS CONTAINED IN THE FOURTEENTH REPORT (15TH LOK SABHA) OF THE STANDING COMMITTEE ON ENERGY

(i)	Total number of Recommendations:	19
(ii)	Observations/Recommendations which have been accepted by the Government:	
	Sl. Nos. 1, 3, 6, 7, 12, 13, 14, 15, 16, 17, 18 and 19	
	Total: Percentage	12 63.16%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies:	
	Sl. Nos. 8, 9 and 11	
	Total: Percentage	03 15.79%
(iv)	Observations/Recommendations in respect of which the replies of the Government have not been accepted by the Committee and which require reiteration:	
	S1. Nos. 4, 5 and 10	
	Total: Percentage	03 15.79%
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited:	
	S1. No. 2	
	Total: Percentage	01 5.26%

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