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**STANDING COMMITTEE ON WATER RESOURCES**  
(2011-2012)

**FIFTEENTH LOK SABHA**

**MINISTRY OF WATER RESOURCES**

**DEMANDS FOR GRANTS**  
(2011-2012)

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

**THIRTEENTH REPORT**



**LOK SABHA SECRETARIAT**

**May, 2012/Vaisakha, 1934 (Saka)**

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**(2011-2012)**

**(FIFTEENTH LOK SABHA)**

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Presented to Lok Sabha on 03.05.2012

Laid in Rajya Sabha on 03.05.2012



**LOK SABHA SECRETARIAT  
*NEW DELHI***

May, 2012/Vaisakha, 1934 (Saka)

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## COMPOSITION OF THE STANDING COMMITTEE ON WATER RESOURCES (2011-12)

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2. Shri B.S. Dahiya - Director
3. Smt. Rita Jaikhani - Additional Director
4. Shri G. Guite - Committee Officer
5. Shri Samresh Kumar Parcha - Sr. Committee Assistant

## INTRODUCTION

I, the Chairman, Standing Committee on Water Resources (2011-2012) having been authorised by the Committee to submit the Report on their behalf, do present the Thirteenth Report on the Action Taken by Government on the recommendations/observations contained in the Eighth Report (Fifteenth Lok Sabha) of the Standing Committee on Water Resources (2010-2011) on Demands for Grants (2011-2012) of the Ministry of Water Resources.

2. The Eighth Report of the Committee was presented to Lok Sabha on 17 August 2011. The replies of the Government to all the recommendations contained in the Report were received on 13 December 2011.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 21 March 2012.

4. An analysis of the Action Taken by the Government on the recommendations/observations contained in the Eighth Report (Fifteenth Lok Sabha) of the Committee is given in Appendix-II.

**NEW DELHI;**  
26 March, 2012  
6 Chaitra, 1934 (Saka)

DIP GOGOI,  
**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 Eighth Report (15<sup>th</sup> Lok Sabha) on "Demands for Grants (2011-12)" of the Ministry of Water Resources which was presented to Lok Sabha on 17 August 2011.

2. Action taken notes were received from the Government in respect of all the 25 observations/recommendations of the Committee which have been categorised as follows:-

- (i) Recommendations/Observations which have been accepted by the Government:  
Para Nos. 2.54, 2.55, 2.56, 2.58, 2.59, 2.60, 3.13, 3.14, 3.15, 4.21, (Total - 18)  
4.22, 4.23, 5.23, 5.24, 5.27, 5.28, 6.3 and 7.9
- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies:  
Para Nos. NIL (Total - NIL)
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:  
Para Nos. 2.53, 4.24, 4.25, 5.25, 5.26 and 7.8 (Total -06)
- (iv) Recommendation/Observation in respect of which final reply of the Government is still awaited:  
Para No. 2.57 (Total - 01)

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

#### **A. Budgetary Allocation**

##### ***Recommendation (Para No. 2.53)***

4. The Committee noted that in regard to actual utilization of allocated funds during 2009-10 it was less than Budget Estimate in all sections except in the revenue section of Non-Plan allocations. In 2010-11 at revised estimate stage there was decrease of Rs.116.00 crore in the Plan allocation and an increase of Rs.84.36 crore in the Non-Plan allocation. The Committee, therefore, recommended the Ministry to strictly monitor all projects/schemes/field offices/attached offices, etc. through the well defined monitoring system leading to effective utilization of the funds allocated. The Committee impressed upon the Ministry to incur expenditure strictly under the Rules/Regulations/Directions/orders framed or issued by the Ministry of Finance from time to time. The Ministry should also minutely watch the flow of expenditure throughout the year so that funds are released after due scrutiny and satisfaction.

5. The Ministry, in its action taken note replied as under :

"A number of factors are attributed for delay in completion of programmes/ projects. However, all possible efforts are made by the Ministry to foresee the factors attributed to delay of projects so that there is no need to reduce allocation at RE stage. Further, the progress is closely monitored in the Ministry of ensure that the allocated funds are fully utilized and budget estimate is not reduced at the RE stage. The guidance issued by Ministry of Finance from time to time is noted."

6. **Not convinced with the reply of the Ministry, the Committee are of the view that the Ministry make thorough pre-Plan exercise to identify problem areas causing delay in completion of programmes/projects before making budgetary allocations, specially for**



those schemes which run for a full period of Five Years Plan. They further desire that the Government take concrete and effective, corrective measures to complete the projects within the stipulated time and allocations and the Committee be apprised of the initiative taken in this regard. The Committee also reiterate that strict and effective monitoring of the projects/schemes/field offices/attached offices, etc. be made by the Ministry through a well-defined, centralised monitoring system at the Centre. The Committee desire to be apprised of further action taken in this regard.

***B. Participatory Irrigation Management (PIM)***

***Recommendation (Para No. 2.55)***

7. The Committee had noted that the National Water Policy 2002 had emphasized that the management of Water Resources should incorporate a participatory approach by involving not only the Government agencies but also all stakeholders in various aspects of planning, design and management. While noting that more emphasis had been given to participatory approach for which there has been an increased consciousness in States about the need for actively involving farmers in the management of irrigation system, the Committee had recommended the MoWR to persuade all remaining States/UTs by way of holding meetings/seminars etc. to make PIM a grand success so that benefits are reaped by ultimate beneficiaries. The Committee had also desired that a periodic monitoring and review mechanism on the working and performance of WUAs be devised by the Ministry so that shortcomings may be removed by taking necessary corrective steps.

8. The Ministry, in its action taken note replied as under :

"The Ministry of Water Resources since 1985 has been encouraging farmers' participation in water distribution and management of irrigation system in the projects under Command Area Development Programme (CADP). Guidelines were issued in 1987 by MoWR for farmers' participation in water management primarily for projects under CADP which cover all aspects like past experience of PIM in India and abroad, objectives of PIM, area of operation of farmers, their duties and responsibilities, training and monitoring.

MoWR has been organizing national level training programmes on PIM in various parts of the country for CAD functionaries.

The remaining states/union territories are being persuaded to enact PIM legislation through writing letters and meeting state officials. The issue of PIM legislation was recently discussed during the "Annual Conference of Principal Secretaries/Secretaries of Irrigation, Water Resources & Command Area Development Departments" held on April 27, 2011 at New Delhi. As per the information provided by the State Governments, 63,167 Water Users' Associations (WUAs) have been formed in various States covering an area of 14.62 Mha under different commands of Irrigation Projects.

The field offices of Central Water Commission (CWC) have been entrusted to monitor the progress of implementation of PIM programme as well as working and performance of WUAs in the states. The MoWR also monitors through progress reports and field visits of its officers."

**9. The Committee note that 63,167 Water Users' Association (WUAs) have been formed in various States covering an area of 14.62 Mha. under different commands of Irrigation Projects, which is an increase from 56,934 WUAs covering an area of 13,538 Mha. under different command of irrigation projects. Underlining the fact that end users involvement is a vital element for distribution and management of water, the Committee reiterate that the Ministry give focused attention to PIM programme by vigorously pursuing with the remaining States/UTs so that the goal of PIM programme are achieved within the XII Plan. They also desire that the Ministry keep continuous tab on the monitoring work of the CWC on the progress of implementation of PIM programme as**

well as working and performance of WUAs in the States. The Committee further recommend the Ministry to explore the viability of giving financial incentives to performing organizations (WUAs) / individuals working in the PIM programme so that increased involvement of farmers, water users, and other stakeholders to make the programme a grand success.

**C. *Bharat Nirman***

***Recommendation (Para No. 2.57)***

10. The Committee had noted that one of the six components for development of rural infrastructure under 'Bharat Nirman' is irrigation. The irrigation component of Bharat Nirman aimed at creation of Irrigation potential of 10 Mha. during 2005-06 to 2008-09. However, it was estimated that 7.2 Mha. of irrigation potential has been created during the said period. Against this, as per information received from the States, irrigation potential of 2.37 Mha. has been created upto September 2010. The Committee while observing that there is still a shortage of 1.13 Mha. of irrigation potential which is required to be created, had hoped that remaining irrigation potential would have been created by March 2011 without any shortfall. The Committee had desired to be apprised about total irrigation potential created upto March 2011.

11. The Ministry, in its action taken note replied as under :

"As per the information received from the State Governments in respect of creation of irrigation potential during 2009-10, irrigation potential of 1.85 million hectare has already been created. So far, limited information has been received in respect of creation of irrigation potential during 2010-11. Creation of 1.23 MHa of irrigation potential has been reported so far by the States during 2010-11. The total irrigation potential created under Bharat Nirman upto March 2011 is 10.39 Mha. However, the complete information is yet to be received from 5 State Governments."

12. The Committee note that a total of 10.39 Mha. irrigation potential has been created upto March 2011 under Bharat Nirman indicating that a meagre irrigation potential of only 0.71 Mha. has been created since 2008-09 upto March 2011 under Bharat Nirman. The information is yet to be received from 5 States but surprisingly the names of the said States have not been revealed. The Committee would like the Ministry to gather the requisite data from these 5 States and inform them about the total irrigation potential created. They would also like the Ministry to pull its socks and take corrective steps/strategy for achievement of targets set for Bharat Nirman.

***D. Major and Medium Irrigation (MMI)***

***Recommendation (Para No. 3.14)***

13. The Committee had noted that the target of creation of irrigation potential through MMI during XI Plan was 9.0 million hectares, which was revised to 5.00 Mha. at MTA stage. The Committee were disappointed to note that target for creation of irrigation potential had been reduced at MTA stage and had, therefore, recommended that the MoWR make concerted efforts to find the crux of the problem and remove all shortcomings which create hurdles in achieving the targets. The Committee had also recommended that before setting the targets the Ministry should do complete and thorough ground work, so that realistic targets are fixed and also achieved within the stipulated time frame.

14. The Ministry, in its action taken note replied as under :

"The Ministry of Water Resources has analyzed the reasons for delay in completion of the projects. It is observed that projects get delayed due to land acquisition problems, contractual problems, Resettlement and rehabilitation problems, geological surprises during the project implementation, works related to projects to be executed by other than water resources/ irrigation department such as highway crossing, railway crossing,

short working seasons in the hilly states, law and order problems etc. In order to get the projects completed in short possible time, thereby leading to early creation of irrigation potential as also to achieve the targets set of irrigation potential, the Ministry of Water Resources has taken several measures. The AIBP guidelines have been modified from time to time. The State government is to also inform remedial measures taken by them to remove bottlenecks in project implementation. However, Ministry will continue to monitor that the targets set are achieved expeditiously."

**15. The Committee note various reasons attributed to delay in project completion.**

**They also note that the AIBP guidelines have been modified from time to time and the State Governments are also asked to inform remedial measures taken by them to remove bottlenecks in project implementation. The Committee would like to reiterate that a complete and thorough ground work needs to be done by the Ministry to foresee possible impediments on the track of each individual MMI projects and thereafter work out the corrective measures in consultation with the respective State Governments. They, therefore, desire the Government in the first place to set to work in right earnest in this regard and then set targets achievable within a stipulated time frame. The Committee, therefore, recommend that the Ministry strictly monitor all the set targets including giving of directions/instructions to States responsible for delay in project implementation.**

***E. Ground Water Management & Regulation***

***Recommendation (Para No. 4.24)***

16. The Committee had expressed their serious concern over ground water management, depletion of ground water level and recharge of ground water. The Committee had noted that the Central Government in the Ministry of Environment and Forests has constituted the Central

Ground water Board as an authority for the purpose of regulation and control of Ground Water Management and Development to regulate and control, management and development of ground water in the country and to issue necessary regulatory directions for the purpose. The Committee had noted that CGWA has issued directions to Chief Secretaries in 12 States and 2 Union Territories to adopt artificial recharge to ground water and to promote rain water harvesting in order to ensure augmentation of depleting ground water resources and desire that similar directions be issued to the remaining States/UTs in this regard.

17. The Ministry, in its action taken note replied as under :

"Central Ground Water Authority has issued directions to the Chief Secretaries on 8<sup>th</sup> August, 2006 to adopt artificial recharge to ground water and promote rainwater harvesting in order to ensure augmentation of depleting ground water resources, in the states/UTs of Andhra Pradesh, Haryana, Gujarat, Punjab, Madhya Pradesh, Maharashtra, Rajasthan, Tamilnadu, Kerala, Karnataka, Uttar Pradesh, Uttaranchal, UT of Daman & Diu, UT of Pondicherry. As large number of "**Over Exploited**", "**Critical**" and "**Semi Critical**" blocks in respect of ground water development exist in these states/UTs. Immediate attention for Regulation and Management of ground water was required.

All the above States have amended building bye-laws to make Rain Water Harvesting Mandatory. Besides these many States/UTs are undertaking various measures to promote rain water harvesting. Implementation of Sardar Patel Sahbhagi Jal Sanchay Yojana & Sujlam Suflam Yojna by Government of Gujrat, Bhagidari Programme by Delhi Government, Shivkalin Pani Sathawan Yojana by Maharashtra Government, implementation of rain water harvesting on massive scale in Government buildings, private housed/institutions and commercial building in urban & rural areas by Government of Rajasthan and revival of conventional methods of rain water harvesting in ponds, lakes, wells, step wells by Government of Karnataka are a few such measures initiated by the State Governments.

Subsequently Central Ground Water Authority has also issued direction for regulation of ground water and rainwater harvesting:

- Direction dated 5<sup>th</sup> October, 2007 to Civic Bodies dealing with drinking water supply network in the notified "Over Exploited areas" for construction of ground water abstraction structures for drinking and domestic use and structures of Rainwater Harvesting/Artificial recharge to ground water.

- Direction dated 8<sup>th</sup> October, 2009 for implementation of Scheme of ground water recharge measures along all National Highways, State Highways and other major roads by CRRRI, National Highways Authority of India, CPWD, State PWDs; along rail tracks and other establishments of India Railways, in the Stadiums by Sports Authority of India, BCCI, Departments of Sports and Youth Affairs and in the Airports by Airport Authority of India, Ministry of Civil Aviation for Promoting Rain Water Harvesting/adoption of artificial recharge to Ground Water in the country (except in the water logged areas).
- Direction dated 8<sup>th</sup> October, 2009 for adoption of rainwater harvesting by all the Group Housing Societies/Institutions/Schools/Hotels/Industrial Establishment falling in the Over Exploited and Critical areas.
- Direction dated 25<sup>th</sup> September, 2010 to large and medium Industries using ground water in the over exploited and critical areas in the country to take up water conservation measures and including recharge of ground water/rain water harvesting and adopt practices of treatment, recycle and reuse of waste water in their premises.

In all 82 areas in the country have been notified for ground water regulation through various notifications, which include recent notifications for 39 areas in Punjab (12), Rajasthan(20) and Haryana(7) vide public notice dated 13.08.2011 and also entire Gurgaon District. Regulation of ground water in notified areas is being done through Authorized Officers appointed under Section 4 of EPA (1986).

Ministry of Water Resources had circulated Model Bill to all States and Union Territories for enacting a legislation in their respective States. So far 11 states & UTs have enacted legislation and 19 states and UTs have initiated the action for enactment of legislation on the lines of Model Bill."

**18. The Committee note that in response to CGWA's directions dated 8th August, 2006, the States/UTs of Andhra Pradesh, Haryana, Gujarat, Punjab, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, Kerala, Karnataka, Uttar Pradesh, Uttaranchal, UT of Daman & Diu, UT of Pondicherry have amended building bye-laws to make rain water harvesting mandatory, and many other States/UTs are undertaking various measures to promote rain water harvesting. They also note that the Ministry of Water Resources had circulated Model Bill to all the States/UTs for enacting a legislation in their respective States/UTs, as a result of which 11 States had enacted legislation on**

the lines of the Model Bill and 19 other States/UTs have initiated action for the same. The Committee, while appreciating these efforts made by different States/UTs and the CGWA for augmenting ground water in the country, would like the Ministry to prod the remaining 19 States/UTs to complete the enactment of legislation on the line of the Model Bill. Additionally, these States/UTs may also be financially incentivized, specially in case of States/UTs having water scarcity areas. The Committee are of the opinion that if earnest and concerted efforts are made by the Government, States/UTs and the concerned implementing organizations to implement the provisions of the Model Bill on ground water, the day may not be far off when the country will see the depleting trend in ground water become stabilized and available water in aquifers is augmented in volume and its quality improved.

***F. Shortfall in achieving Targets under GWM & R***

***Recommendation (Para No. 4.25)***

19. The Committee had noted that Physical targets vis-à-vis achievement under the Ground Water Management Regulation during XI Plan (2007-12) and year-wise target fixed for the years 2007-08, 2008-09, 2009-10 and 2010-11 have not been achieved in almost all the schemes. While deploring that the MoWR has failed to achieve the various targets fixed for Hydro Chemical Studies, the Committee had recommended that the Ministry identify the bottlenecks, fix responsibility on the officers responsible for the delays and complete the targets in the remaining period of the XI Plan. They had expected complete action taken note on each of the aforesaid recommendations within next three months. Further, considering the



significance and viability of the minor irrigation projects in the hilly areas, more funds need to be allocated and schemes sanctioned for their early execution including the Renuka dam project in Himachal Pradesh.

20. The Ministry, in its action taken note replied as under :

"The shortfall in achievement of targets fixed for XI Plan has been mainly due to vacant posts of Chemists. During the period, 2007-2011, there have been vacant post of Senior Chemist, Asstt. Chemist, STA and Suptdg. Chemist. Eight posts of Senior Chemist remained vacant during 2007-08 and 2008-09 and one post of Suptdg. Chemist remained vacant during 2009-10 and 2010-11, which could not be filled up due to non-availability of eligible Chemists. Further, three posts of Asstt. Chemist and four posts of STA were abolished during 2007-08. In addition, requisitions had been sent for filling up of direct quota posts of Asstt. Chemists through UPSC and those of STA through SSC. Four posts of STA are under process for revival. As on 31<sup>st</sup> March, 2011, out of a total of 79 posts of Chemists at different levels, 21 posts are vacant and are under different stages of recruitment/revival. Year wise status of vacancy position of chemists is given in Annexure - I."

21. **The Committee note with concern that the shortfall in achievement of targets fixed for XI Plan has been mainly due to vacancy in the posts of chemists, numbering 21 altogether, viz. the posts of Senior Chemist, Assistant Chemist, STA and Superintending Chemist during the period 2007-2011. They deplore the fact that the Ministry has chosen to sit on the matter which was already in the making since 2007, and recommend that the Ministry take concrete steps immediately to ensure that the 21 vacant posts of Chemists are filled up urgently through new recruitments or by the process of revival of posts. The Committee note that the reply of the Ministry is silent about the recommendation of the Committee for enhanced allocation of funds for minor irrigation projects located in hilly areas, including the Renuka Dam Project in Himachal Pradesh and also their early sanction to ensure their early execution. Hopefully, the Government**

will pay attention to the problem of hilly States so that minor irrigation projects are allocated adequate funds and the projects commissioned without delay. The Committee also desire the Ministry to promptly address the problems of old rigs, non-availability of major components of such models of oil rigs, manpower shortage etc. which have been identified as other reasons for non-achievement of targets.

**G. Flood Control**

***Recommendation (Para No. 5.25)***

22 The Committee had noted that Government of India has formulated National Water Policy 2002 incorporating various guiding principles for better flood management and circulated to all the States and concerned agencies for implementation. The Committee had further noted that for implementation of the Flood Plain Zoning approach in the country, a model draft bill for flood plain zoning legislation was circulated by the Union Government in 1975 to all the states. The Committee had liked to be apprised of further progress made by the MoWR to pursue all the remaining States to enact the aforesaid legislation to control the menace of recurrent floods.

23. The Ministry, in its action taken note replied as under :

"The Central Water Commission has been continuously impressing upon the states the need to take follow up action to implement the flood plain zoning approach. A model draft bill for flood plain zoning legislation was also circulated by the Union Government in 1975 to all the states.

There has been resistance on the part of the states to follow up various aspects of flood plain management including possible legislation. The state of Manipur had enacted the flood plain zoning legislation way back in 1978 but the demarcation of flood zones is yet to be done. The state of Rajasthan has also enacted legislation for flood plain

management in the state but enforcement thereof is yet to be done. The government of Uttar Pradesh has decided to take suitable measures for regulating the economic / development activities in the flood plains. The Government of Bihar initiated action to prepare flood plain zoning maps, which are essential before any executive measures could be undertaken. The Government of West Bengal had intimated that a draft bill on flood plain zoning was under process. Other States are yet to take action for enactment of legislation."

**24. The Committee note that there have been resistance from the States other than Manipur and Rajasthan who have enacted legislation for follow-up action on various aspects of the Flood Plain management including the possible legislation and afterwards the demarcation of flood zones/enforcement on the line laid down by the Model Bill circulated by the Union Government in 1975 to the States. The Committee also note that although the States of Manipur and Rajasthan have enacted legislation on Flood Plain Zoning, further action taken has been impeded in these States, due to non-demarcation of flood zones in Manipur and non-enforcement of legislation in Rajasthan. A draft bill on this subject is under process with Government of West Bengal and two other States, namely Uttar Pradesh and Bihar have also initiated preliminary measures. However, all the remaining States are yet to take action for enactment of Flood Plain Zoning legislation. The Committee desire the Ministry to identify areas/zones in the country which are prone to the annual menace of floods and initiate special plan/scheme to tackle the menace of recurring floods within a definitive time frame. They also reiterate that the remaining States may be persuaded to enact the legislation on Flood Plain Zoning expeditiously in their own benefit.**

**H. Need to increase per capita storage capacity of water**

**Recommendation (Para No. 5.26)**

25. The Committee had noted that in the last few years floods have caused havoc in the country and a large amount of water was allowed to flow out to the sea. The Committee also noted that as per the Report of the Working Group on Water Resources for the XI Five Year Plan (2007-2012) constituted by the Planning Commission, the per capita storage in the country is only about 210 M<sup>3</sup> which is way behind the achievement in many of the developed and developing countries. The Committee were of the considered view that at present total live storage capacity created by completed dams in the country is about 253 BCM but they would like the MoWR to furnish a comparative table indicating the live storage capacity created by other countries. The Committee, therefore, desired that the MoWR take all necessary steps to increase the per capita storage and apprise the Committee in this regard.

26. The Ministry, in its action taken note replied as under :

"Water being a State subject, several measures for development and management of water resources are undertaken by the respective State Governments which include creation of storages, restoration of water bodies, rainwater harvesting, artificial recharge to ground water and adoption of better management practices etc.

Government of India is providing central assistance to the State Governments through various schemes/programmes such as Accelerated Irrigation Benefits Programme (AIBP), Command Area Development and Water Management (CAD & WM); Repair Renovation and Restoration of Water Bodies etc.

Storage based water resources projects in the country are vital for conservation of rainfall/runoff and mitigating the spatial and temporal variations in water availability. Therefore, to overcome the shortage of water during non-monsoon months, a large number of dams have been constructed in the country in different river basins. As a result of this, the total live storage capacity of the dams completed in the country has gone up during successive Five Year Plans. In addition to this, minor storage projects, diversion structures functioning as run of river schemes, minor irrigation schemes utilizing surface water and ground water also cater to the conservation and

management of water. A Statement indicating the total dam capacity in the countries referred to in the Para is given at Annexure-II."

**27. The Committee are not convinced with the reply of the Ministry. The Committee would like to point out that the figure of 210 M<sup>3</sup> of per capita storage of water for India as reported by the Working Group on Water Resources for XI Plan (2007-12) constituted by Planning Commission is way below corresponding figures for several other countries, viz. Russia, USA, Turkey and China. Considering the vast need of water by our agro-based economy and the country's rapidly increasing population, the Committee would like the Government to make vigorous and concrete efforts to increase the per capita storage of water specially in flood prone river systems of the country, which will also lead to flood moderation while at the same time arrest a large volume of water allowed to flow out annually to the sea.**

***I. Initiatives in North East***

***Recommendation (Para No.7.8)***

28. The Committee had noted that the MoWR has taken significant initiatives through Brahmaputra Board, Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Institute of Hydrology and National Projects Construction Corporation Ltd. (NPCC) for the development of North Eastern Region. The Committee had also noted that no new major/medium project was taken up under AIBP during the last five years because no new proposal has been received from the NE Region. The Committee were

emphasised the need to launch a special drive to attract the North Eastern States to start new projects for accelerating their development.

29. The Ministry, in its action taken note replied as under :

"Irrigation being a State subject, the irrigation projects planned, executed and funded by the State Governments themselves as per their priorities. However, this Ministry provides Central assistance under AIBP (started in 1996-97) to State government for expeditious completion of ongoing irrigation projects which were in advance stage of construction. It has been observed that in North-Eastern States, the State Governments have shown their thrust towards minor irrigation projects in general. During last 5 years 3302 new surface minor schemes of North-Eastern States have been included in AIBP, out of which 1968 schemes have been completed and 2.06248 lakh Ha. of irrigation potential has been created. During this period, Central assistance of Rs.2293.6465 crore under AIBP has been released to these projects."

**30. The Committee note the Ministry's reply that State Governments in the North-Eastern region have generally shown preference towards minor irrigation projects. The Committee feel that considering the relative geographical remoteness and economic backwardness of the North-Eastern region, which is otherwise richly endowed with water resources, the Ministry should make special efforts to encourage and incentivise the State Governments of this region to submit proposals for taking up Major and Medium Irrigation projects. The Committee would like to be apprised of the see fresh efforts made by the Government for development of Major and Minor Irrigation in the North-Eastern region.**

**CHAPTER II**  
**RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED**  
**BY THE GOVERNMENT**

**Recommendation (Para No.2.54)**

The Committee note that during the XI Plan, process was initiated for selection of potential basins where River Basin Organisations (RBOs) can be created in consultation with co-basin States by the MoWR. The establishment of three RBOs were planned in the XI Plan period. In regard to status of creation of RBOs, the Ministry informed that they proposed to establish two RBOs for rivers basins namely Mahanadi and Godavari during XI Plan under River Boards Act, 1956. The RBOs are to be established in consultation with the interested States. The proposals for above two RBOs in this regard have been sent to the co-basin states for their comments which are awaited. Their establishment would depend upon consensus and co-operation of the concerned States. The Committee are happy to note that the Ministry has made all out efforts at various levels to get the concurrence/comments of all co-basin States of Mahanadi and Godawari basins for establishment of River Basin Organisations. However, all the co-basin States have not concurred for establishment of River Basin Organisation of Mahanadi and Godavri River Basins. The Committee feel that the MoWR needs to convince the co-basin States regarding benefits envisaged for them in the Scheme. The Committee desire the Ministry to vigorously pursue the matter with renewed zeal with the co-basin States for the establishment of River Basin Organisation/Authority for the enormous benefits that would accrue to them.

## **Reply of the Government**

The proposals for above two RBOs in this regard have been sent to the co-basin states for their comments. The Ministry has made efforts at various levels to get the concurrence/comments of all the co-basin states of Mahanadi and Godavari basins for establishment of River Basin Organisations. However, concurrence of all co-basin states have not been conveyed. The suggestions of the Standing Committee has been noted and matter will be pursued with them.

## **Recommendation (Para No.2.55)**

The Committee note that the National Water Policy 2002 has emphasized that the management of Water Resources should incorporate a participatory approach by involving not only the Government agencies but also all stakeholders in various aspects of planning, design and management. Recognizing the need for legal framework for Participatory Irrigation Management (PIM), MOWR has brought out a model act to be adopted by the States for this purpose. Under the strategy for XI Plan, the PIM is one of the identified thrust areas. The Committee also note that as of now, 15 States, namely, Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh have either enacted exclusive legislation or amended their Irrigation Acts for involvement of farmers in irrigation management. As regards implementation by remaining States/UTs, the MoWR informed that the remaining State Governments have been advised from time to time to enact PIM Act expeditiously. Furthermore, the Committee note that 56,934 Water User Associations (WUAs) have been



formed in various States covering an area of 13.538 Mha. under different commands of Irrigation Projects. The provision has been made to give financial grant to these WUAs and States like Maharashtra, Gujarat, Rajasthan and Bihar have assigned them the duties of collection of water charges and allowing them to retain some fixed percentage of collected water charges for better operation and maintenance of irrigation infrastructure. The Committee are delighted to note that under PIM, more emphasis has been given to participatory approach for which there has been an increased consciousness in States about the need for actively involving farmers in the management of irrigation system. The Committee recommend the MoWR to persuade all remaining States/UTs by way of holding meetings/seminars etc. to make PIM a grand success so that benefits are reaped by ultimate beneficiaries. The Committee also desire that a periodic monitoring and review mechanism on the working and performance of WUAs be devised by the Ministry so that shortcomings may be removed by taking necessary corrective steps.

### **Reply of the Government**

The Ministry of Water Resources since 1985 has been encouraging farmers' participation in water distribution and management of irrigation system in the projects under Command Area Development Programme (CADP). Guidelines were issued in 1987 by MoWR for farmers' participation in water management primarily for projects under CADP which cover all aspects like past experience of PIM in India and abroad, objectives of PIM, area of operation of farmers, their duties and responsibilities, training and monitoring.

MoWR has been organizing national level training programmes on PIM in various parts of the country for CAD functionaries.

The remaining states/union territories are being persuaded to enact PIM legislation through writing letters and meeting state officials. The issue of PIM legislation was recently discussed during the “Annual Conference of Principal Secretaries/Secretaries of Irrigation, Water Resources & Command Area Development Departments” held on April 27, 2011 at New Delhi. As per the information provided by the State Governments, 63,167 Water Users’ Associations (WUAs) have been formed in various States covering an area of 14.62 Mha under different commands of Irrigation Projects.

The field offices of Central Water Commission (CWC) have been entrusted to monitor the progress of implementation of PIM programme as well as working and performance of WUAs in the states. The MoWR also monitors through progress reports and field visits of its officers.

### **Comments of the Committee**

(Please see Para No.9 of Chapter-I of the Report)

### **Recommendation (Para No.2.56)**

The Committee note that the Hydrology Project Phase-II has been taken up with the assistance of International Bank of Reconstruction and Development (IBRD) w.e.f. 5 April 2006. The duration of the Project is six years. The estimated cost of the project is Rs. 631.83 crore supported with loan of US\$ 104.98 million from IBRD. MoWR is the nodal agency for implementation of the project. The Committee also note that the Project is being implemented in 13 States, viz. Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Punjab and Tamil Nadu and 8

Central Organisations, viz. Bhakra Beas Management Board (BBMB), Central Pollution Control Board (CPCB), Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Water & Power Research Station (CWPRS), National Institute of Hydrology (NIH), India Meteorological Department (IMD), and Ministry of Water Resources (MoWR). Hydrological Information System is being used by all the Implementing Agencies for water resources planning and management. The Committee further observe that the allocation in the Plan Budget was Rs.38.10 crore in 2009-10 and Rs. 53.00 crore in 2010-11 while Rs.80.00 crore has been proposed in the 2011-12. However, during RE stage in 2009-10 and 2010-11 these were reduced to Rs. 25.10 crore and 31.00 crore respectively. The main reasons for the substantial reduction have been delay in procurement and installation of various equipment, completion of civil work for various buildings and hiring of consultants for development of web graphic information system etc. As per MoWR, the project has not been affected due to reduction in allocation of funds as far as Central Implementing Agencies are concerned. The Committee further note that the project will not be completed within the prescribed period of 6 years for which some Implementing Agencies have sought extension of time to be finalized in consultation by them with the World Bank and MoWR. The Committee note that a comprehensive mechanism has been prescribed for monitoring the progress by different agencies. The Committee are of the view that due to initial teething problems which might not have been taken into consideration, the project could not be completed within the stipulated period of six years. This exhibits lack of proper planning, management, coordination and implementation thereto on the part of the Ministry. The Committee are constrained to point out that the project is getting assistance from the International Bank of Reconstruction and

Development (IBRD) and delay in completion of the project will not only adversely affect the good-will of our country globally but will affect future assistance from IBRD or other foreign Institutions also. The Committee expect the MoWR to take all necessary steps to complete the project within the renewed target date i.e. by June 2014 positively. The Committee express their grave anxiety over the fact that there is an urgent need to undertake a comprehensive hydrological survey of the ground water by the MoWR in conjunction with the Deptt. of Space/ISRO.

### **Reply of the Government**

A national Level Steering Committee (NLSC) headed by the Secretary, Ministry of Water Resources with State Secretaries/ Principal Secretaries of the concerned Departments as member is monitoring the Project. In addition to above, a Project Coordination Secretariat (PCS) has been created in the Brahmaputra & Barak (B&B) Wing of MoWR for monitoring and co-ordination of the project. PCS is also functioning as the secretariat of NLSC.

Every year, each Implementing Agency prepares its Annual Work Plan (AWP) and Procurement Plan (PP), which are got approved from the World Bank. Monthly reviews of the progress made by all the implementing Agencies is being done by PCS as per the approved AWP & PP. The procurement and technical issues raised by the Implementing Agencies are being resolved by PCS in consultation with Technical Assistance & Management Consultancy (TAMC). Regular weekly meetings as well as frequent interactions are also held with TAMC for monitoring and resolution of the specific issues and other critical issues for smooth implementation of the Project and achievement of the physical/financial targets as proposed in AWP & PP. Besides that, regular interactions with the Implementing Agencies are also made

through visits, telephone and emails. However, there is little progress made by few of the Implementing Agencies on account of administrative delays within those organizations. This is being vigorously followed at all levels to ensure that the envisaged expenditure under HP-II is incurred and the project is completed on time.

### **Recommendation (Para No.2.58)**

The Committee note that MoWR assist the State Governments in availing external assistance to fill up the resources gap and state-of-the-art technology for Water Resources development for irrigation schemes. The Committee further note that there are 19 on-going externally aided projects from different funding agencies viz. World Bank (11), Asian Development Bank (2) and the other bilateral agencies, namely, Japan International Cooperation Agency (JICA) (5) and Kreditanstalt fur Wiederaufbau (Kfw), Germany (1). Out of the 11 on-going externally aided projects assisted by World Bank, 3 relate to water sector restructuring in the States of Madhya Pradesh, Uttar Pradesh and Rajasthan; 2 relate to water sector improvement in the States of Maharashtra and Andhra Pradesh; 4 relate to community based tank management in the States of Orissa, Karnataka (Phase I & Phase II) and Andhra Pradesh; 1 relates to irrigated agriculture modernization and water bodies restoration and management of Tamil Nadu and 1 relates to Hydrology Project (Phase II), which covers 13 States. The name of States and projects are given at Annexure –III. The Committee observe that there are two projects namely Madhya Pradesh Water Sector Restructuring Project and Uttar Pradesh Water Sector Restructuring Project which have not been completed within the stipulated time frame and in respect of which extension of time has been sought. The reasons

attributed by the Ministry for delay in implementation of projects and slow utilization of funds inter-alia include delay in land acquisition, clearance from other departments, delay in appointment of consultants, frequent transfer of staff, lack of adequate skilled man-power, failure on the part of contractors to carry out civil work and non availability of inland suppliers or inadequate response to global tenders. The Committee are of the considered view that had the implementing agencies in India worked in a well coordinated, planned and organized manner the situation of delay in project implementation could have been definitely avoided. The Committee, therefore, recommend that these two projects be completed within the extended time frame so that further cost overrun could be avoided and the desired benefits reach the beneficiaries at the earliest. As regards projects which are under pipeline, the Committee desire that all agencies involved from the initial stage till the completion of the project should foresee all hurdles whether technical or otherwise and find solution before hand and take appropriate action so that projects are completed within the targeted date.

### **Reply of the Government**

Ministry of Water Resources had informed Principal Secretary/Secretary, Water Resources of the State Governments of Madhya Pradesh and Uttar Pradesh to take necessary steps/measures so that Madhya Pradesh Water Sector Restructuring Project and Uttar Pradesh Water Sector Restructuring Project are completed with the extended period of time and no further extension of time is sought.

Further, Principal Secretary/Secretary, Water Resources of the State Governments of Andhra Pradesh, Maharashtra, Rajasthan, Karnataka, Orissa, Chhattisgarh, Tamil Nadu, Uttar Pradesh and West Bengal have also been requested to take necessary steps/measures to

complete the on-going externally aided projects concerning them within the stipulated period of time.

### **Recommendation (Para No.2.59)**

The Committee are dismayed to note that as on 31.03.2011 there are a large number of UCs pending involving a substantial amount in respect of grants/loans released upto 31.3.2008 for institutions/ Autonomous Bodies and State Govts. According to the position clarified by the Ministry the position of outstanding Utilization Certificates in number and the amounts involved keep on changing and the same are monitored both by the different departments issuing/releasing the grants and by individual Pay and Accounts Officers before payment is released. This fact has also been clarified by the representative of the MoWR while deposing before the Committee. In regard to action taken to obtain all UCs in time, the Committee have been informed that PAOs monitor receipts of Utilization Certificates at the time of actual release of grants in aid. No grants are being released without getting the UCs for the grant released for the previous year. Due to monthly meetings with Head of Departments (HODs) organized at the JS & FA level, the number of Utilization Certificates have come down. No grant is released to the same institution wherever the Utilization Certificates are pending and compliance is lacking from that institution. Keeping in view all the facts, the Committee recommend that apart from releasing funds after obtaining the UCs from the previous year, they also consider the feasibility of imposing some penalty on the authorities who show lackadaisical approach towards fund management and their utilization. They also recommend

that MoWR should coordinate and keep strict vigil on the implementation of Schemes and timely submission of UCs by way of field inspection, periodic reviews, etc.

### **Reply of the Government**

As far as pending UCs are concerned, all controlling authority have already been requested to pursue the grantee institutions to submit UCs which were overdue, in the prescribed format and was also informed that no further grant will be released to the institutions who do not submit UCs in time and in prescribed format. In the light of recommendation of Parliament Standing Committee, all the Wing Heads have been informed that no grant should be released to the same institutions wherever UCs are pending and compliance is lacking from that institution and imposing some penalty on the authorities who show lackadaisical approach towards fund management and their utilization.

### **Recommendation (Para No.2.60)**

The Committee note that a number of Audit Paras for the years 2009-10 and 2010-11 were at the stage of preparation of draft Action Taken Notes. The Committee have, however, been informed that expeditious measures were taken by the MoWR to deal with all the audit paras of CAG, as a result of which presently only six paras relating to 2010-11 were pending. The Committee appreciate the efforts made by the Ministry to bring pendency of audit paras to minimum level. The Committee hope that the Ministry would strive hard to continue such efforts in future also so that audit findings/observations are attended to and corrective action taken within the stipulated time frame. The Committee be apprised about the position of six pending paragraphs within three months of the presentation of this Report.



## **Reply of the Government**

The valuable observations of the Parliament Standing Committee noted for dealing Action Taken Note on pending C&AG audit paras. The Final ATN on the quoted 6 C&AG Audit Paras has already been forwarded to the Monitoring Cell of Ministry of Finance for settlement.

### **Recommendation (Para No.3.13)**

The Committee note that MoWR plays a pivotal role by providing technical know how to the State Governments through its subsidiary organizations for planning, formulation and execution of all Major and Medium Irrigation Projects. The budget allocation (Plan) was reduced by Rs.68.4 crore from Rs.251.00 crore to Rs.181.60 crore at RE stage. The reason for this reduction is stated to be in respect of two schemes namely, "Hydrology Project" and "Research and Development". The Ministry is also in agreement that the reduction at RE stage would result in some delays in the completion of identified activities. However, physical targets are planned to be achieved during the remaining period of the XI Plan. The Committee express their serious concern over reduction of allocation at RE stage again because while examining Demands for Grants for the year 2010-11, the Committee had pointed out the similar fact in their Second Report (15th Lok Sabha). The Committee also regret to note that despite their recommendation in this regard, the reduction during 2010-11 is by Rs.68.4 crore whereas it was by Rs.30.00 crore during 2009-10 which shows an increasing trend. The Committee observe that the MoWR has not taken the recommendation of the Committee in the right earnest in spite of giving assurance by them in their action taken reply to the aforesaid report. The Committee are constrained to recommend again that the MoWR formulate their budget

estimates judiciously and with pre-planning besides exercising effective control over its various Offices/Institutes so that no room is left for reduction in Budget Estimates in future.

### **Reply of the Government**

The B.E. in respect of HP-II for the year 2011-2012 has been finalized after detailed discussions and deliberations with all the Central Implementing Agencies under HP-II. Major deliverables in respect of the consultancies and procurement of equipments by the Implementing Agencies are scheduled for 2011-2012. Reviews of monthly expenditure are being done with Central IAs. They are requested to expedite their procurements and incur expenditure as proposed for year 2011-12. In this respect, all necessary technical and procurement related assistance is being regularly provided by PCS/TAMC.

Out of total reduction of Rs.68.40 crore from BE to RE for the year 2010-11, the reduction in respect of "R&D" in 'Water Sector' is only Rs.12.00 crore, (with BE as Rs. 54.00 crore & RE as Rs.42.00 crore) where as the reduction from BE to RE for the year 2009-10 was of the order of Rs.17.00 crore (with BE as Rs.52.00 crore and RE as Rs.35.00 crore). The reduction from BE to RE is less for the year 2010-11 in comparison to that of the year 2009-10 which is a decreasing trend. Efforts are also being made to minimize the gap of BE and RE in future.

### **Recommendation (Para No.3.14)**

The Committee note that the target of creation of irrigation potential through MMI during XI Plan was 9.0 million hectares, which was revised to 5.00 Mha. at MTA stage. As against this, the State Governments have reported creation of irrigation potential of 2.97 million

hectares during the first three years of XI Plan, i.e. 2007-08, 2008-09 and 2009-10. As per the latest reports from the States the actual total physical anticipated achievement by the end of 2010-11 is 4.925 Mha., therefore, at the time of MTA, the targets were revised from 9 to 5 Mha. According to the Ministry, the Central Government has been consistently increasing the outlays under AIBP to assist States to complete the on-going Major and Medium Irrigation Projects. It is highly disappointing to find that target for creation of irrigation potential has been reduced at MTA stage. The Committee, therefore, recommend that the MoWR make concerted efforts to find the crux of the problem and remove all shortcomings which create hurdles in achieving the targets. The Committee also recommend that before setting the targets the Ministry should do complete and thorough ground work, so that realistic targets are fixed and also achieved within the stipulated time frame.

### **Reply of the Government**

The Ministry of Water Resources has analyzed the reasons for delay in completion of the projects. It is observed that projects get delayed due to land acquisition problems, contractual problems, Resettlement and rehabilitation problems, geological surprises during the project implementation, works related to projects to be executed by other than water resources/irrigation department such as highway crossing, railway crossing, short working seasons in the hilly states, law and order problems etc. In order to get the projects completed in short possible time, thereby leading to early creation of irrigation potential as also to achieve the targets set of irrigation potential, the Ministry of Water Resources has taken several measures. The AIBP guidelines have been modified from time to time. The State government is to also inform

remedial measures taken by them to remove bottlenecks in project implementation. However, Ministry will continue to monitor that the targets set are achieved expeditiously.

### **Comments of the Committee**

(Please see Para No. 15 of Chapter-I of the Report)

### **Recommendation (Para No.3.15)**

The Committee note that the Command Area Development (CAD) Programme was started as a Centrally Sponsored Scheme in the year 1974-75 with the objective to bridge the gap between irrigation potential created and that utilized through micro level infrastructure development for efficient water management and enhancement of agricultural production and productivity so as to improve socio-economic conditions of the farmers. The programme was restructured and renamed as Command Area Development & Water Management (CAD&WM) with effect from 1.4.2004. Under the CAD&WM Programme financial assistance is being provided to the State Governments on 50:50 basis for construction activities and 75:25 basis to carry out training programmes for field functionaries/farmers, monitoring, evaluation, adaptive trials and demonstrations. Initially, 60 major and medium irrigation projects were taken up under the CAD Programme, covering a Culturable Command Area (CCA) of about 15.00 million hectare. There are now 145 ongoing projects with CCA of 16.02 Mha. The scheme is being implemented as a State Sector Scheme during the XIth Five Year Plan (2008-09 to 2011-12). According to the Ministry the evaluation studies conducted with regard to performance of CADWM Programme, there has been a positive impact of the programme. The Committee also note that the latest guidelines on Command Area Development and

Water Management (CADWM) programme stipulates that a State Govt. is required to enter into a Memorandum of Understanding (MoU) at the time of inclusion of a project under CADWM. The State Govts. have to do phasing of expenditure and physical works year wise till completion of the project. This has had a positive impact on the time bound implementation of projects. Moreover, State Governments are more forthcoming for inclusion of project under the programme now. They, however, need to focus more on capacity building of farmers and field functionaries. The Committee are pleased to note the achievements of physical targets upto December 2010 for the period 2008-09 to 2011-12 as well as after its transfer to State Sector Scheme. The Committee observe that pace of implementation under CAD&WM is very encouraging and hope that the Ministry would make all possible endeavour to implement the Scheme in letter and spirit.

### **Reply of the Government**

The Ministry of Water Resources has been making all possible endeavour to implement the Command Area Development & Water Management (CAD&WM) Programme in letter and spirit. The State Governments are being pursued to enter into the Memorandum of Understanding (MoU) for individual project for its targeted and timely completion.

### **Recommendation (Para No.4.21)**

The Committee note that Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectare individually.

Surface Water Minor Irrigation Schemes are generally funded from the public sector outlay. Many schemes under Minor Irrigation have been transferred to State Sector in the XI<sup>th</sup> Plan and some others have been merged in a new scheme. The Committee also note that the Plan allocation during 2010-11 was reduced from Rs.112.50 crore to Rs.103.40 crore at RE stage due to general cut in Revised Estimates of MoWR as a whole. The Committee further note that budget allocation for Minor Irrigation Scheme for 2011-12 is earmarked at Rs.146.00 crore which is Rs.33.90 crore more than the previous year 2010-11. For this the Ministry clarified that due to rise in expenditure on regular works and likely expenditure to be made for construction of piezometers and to release funds to the implementing agencies for demonstrative projects on rain water harvesting and artificial recharge during XI Plan the allocation has been increased. The Committee hope that the Ministry would utilise the increased allocation fully during the year 2011-12. The Committee, however, recommend that in order to utilise the enhanced allocation during 2011-12 the Ministry pursue the matter vigorously with the States and undertake periodical reviews of the physical and financial progress of the work.

### **Reply of the Government**

Efforts are made to utilize the increased allocation during the year 2011-2012. The Matter is under active pursued with the states for expediting submission of Detailed Projects Reports (DPRs) for demonstrative recharge projects and completion of ongoing projects. In fact during the current year, as on 15.09.2011, a sum of Rs. 23.87 crore has been released for these projects. Construction of piezometers is also progressing satisfactory. A total of 644 piezometers have been constructed as on date. Physical and financial progress of various

activities is being reviewed regularly at the levels of Chairman, CGWB and Ministry of Water Resources.

#### **Recommendation (Para No.4.22)**

The Committee note that creation of potential for the XI Plan for Minor Irrigation has been kept as 7 Mha. which was revised by the Planning Commission as 4.5 Mha. during Mid Term Appraisal on the ground that as against anticipated annual rate of creation of irrigation potential of about 1.4 Mha., the average rate for the same during the first three years is about 0.774 Mha. per year. As per the latest reports from the States the actual physical performance during 2007-08, 2008-09 and 2009-10(anticipated) are 0.818 Mha., 1.276 Mha. and 1.489 Mha. respectively with target for 2010-11 being 1.294 Mha. The total physical anticipated achievement by the end of 2010-11 is 4.878 Mha. Keeping in view the physical and financial performance of the sector at the time of Mid Term Appraisal, the targets were revised from 7 Mha. to 4.5 Mha. However, the actual achievement during the XI Plan, keeping in view the trend so far is likely to be between 5 - 5.5 Mha. In regard to achieving targets during the Plan, the Ministry has been consistently increasing the outlays under the AIBP since the beginning of the Plan to assist the States for surface Minor Irrigation Schemes with 90% financial grant being made available to Schemes in NE region and special category States, drought prone and tribal areas. The Committee further note that Planning Commission has been encouraging States for involving WUAs for the Management of Minor Irrigation Schemes. The Committee have also been informed that the cost per hectare of irrigation potential creation assumed at the beginning of the XI Plan for the Major and Medium Irrigation and Minor Irrigation sectors were Rs 1.7 lakh/ha and Rs 0.90 lakh/ha respectively and this cost has gone up during the

Plan period due to increase in the cost of construction materials. The Committee are of the considered view that before setting any targets a well planned and thorough study be carried out to assess the achievable targets. The Committee recommend that tentative targets along with complete details of Scheme be forwarded for vetting to the Planning Commission in the first instance and after obtaining their view/approval, further action be taken to launch the Scheme so that revision of targets and cost overrun is avoided.

### **Reply of the Government**

The target of 7 Mha during XI<sup>th</sup> Plan under Minor Irrigation Sector was as per the recommendations of the Working Group for XI<sup>th</sup> Plan after analyzing the data received from the respective states. The final target and outlays will be decided by the Planning Commission. The respective State Governments will finalize their corresponding targets depending upon the outlays decided by the Planning Commission. The target fixed for Accelerated Irrigation Benefit Programme (AIBP) is being monitored through Central Water Commission / Ministry of Water Resources as per the existing procedure. At present, the cost per ha of irrigation potential creation for MI schemes under AIBP is Rs.2 lakh per ha with the condition wherever the estimated cost of the project is more than Rs.1.5 lakh per ha, the AIBP assistance is limited to cost norm of Rs.1.5 lakh per ha.

### **Recommendation (Para No.4.23)**

The Committee note that Ground Water Management & Regulation Scheme was launched with the merger of some Tenth Plan Schemes at a cost of Rs.460.00 crore for implementation by the Central Ground Water Board during XI Plan. The Committee also note



that under this Scheme allocation was reduced during 2010-11 at RE stage by Rs.22.00 crore though again increased at BE for 2011-12 to Rs.132.00 crore despite actual expenditure of Rs.68.82 crore in 2009-10. As per the Ministry, due to general cut in Revised Estimates of MoWR as a whole, the allocation in this Scheme was also reduced. The reason for this was stated to be slow progress of work prior to RE finalization. However, the scheme picked up towards the end of the FY 2010-11 and, therefore, higher allocation has been made for 2010-11 and physical targets will be achieved during this year. Moreover, increased allocation was made during 2010-11 and 2011-12 due to likely increase of expenditure on regular works, construction of piezometers and to release funds to implementing agencies for demonstrative projects on rain water harvesting and artificial recharge. The Committee desire that concerted efforts be made by the Ministry to avoid reduction of allocations at RE stage in future so that manpower and resources are not wasted in the estimation of allocations time and again.

### **Reply of the Government**

As desired, all out efforts are being made to utilize the increased allocation during the year 2011-12 and avoid reduction of allocations at RE stage. During the current year, an amount of Rs. 26.00 crore has been allocated for demonstrative artificial recharge scheme under Ground Water Management and Regulation, against which a sum of Rs. 23.87 crore has been released to state implementing agencies for construction of recharge structures till 15.09.2011. Six more projects costing Rs. 17.00 crore are under scrutiny before release of installments for construction of the recharge structures. Total allocation will be fully utilized by end of quarter ending December, 2011, and RE will be demanded keeping in view the

requirement of released of funds for on-going projects and new projects in hand. All other activities under the scheme are also progressing well.

### **Recommendation (Para No.5.23)**

The Committee note that the Plan allocation for Flood Control for the year 2010-11 was earmarked at Rs.250.50 crore. However, it was reduced to Rs.225.01 crore at the Revised Estimate stage for the same financial year and again increased to Rs. 238.01 crore for 2011-12. The reasons for this are stated to be the late start of anti-erosion works by Brahmaputra Board and the effects of agitation on investigation works of Sapta Kosi High Dam Multi Purpose Project in Nepal and uncertain political situation in Nepal. The reasons put forward by the Ministry only reflect regrettable lack of foresightedness and seriousness while assessing the allocations. The Committee are disturbed to note that the plan allocation was reduced for such an important programme of national importance.

### **Reply of the Government**

The investigation works of Sapta kosi Dam Multi Project in Nepal are delayed due to disturbance/law and order problem in the Project Area. The issue of providing security to project officials and equipments have been taken up with the Government of Nepal during various bilateral meetings. The Government of Nepal has, now, established one Police Post at Barahshetra and has assured requisite security to the project officials. Action has been initiated by the Joint Project Office, to take up/restart the field investigation works.

The allocation for Brahmaputra board was reduced to Rs.73.49 crore at RE stage from Rs.80 crore at BE stage, due to non receipt of techno-economic clearance of the revised estimate for the Scheme “Projection of Majuli Island from flood and erosion Phase-II & III, Assam and estimate for “Restoration of rivers Dibang and Lohit to their original courses at Dholla Hatighull”. The same has been obtained now and the works are in progress.

### **Recommendation (Para No.5.24)**

The Committee further note that World Commission on Dam (WCD) in its report “Dam and Development” had suggested an integrated approach to flood management in the year 2000. The three-pronged strategy was through structural and non-structural means, isolating the threat of floods through structural, technological and policy alternatives and increasing peoples capacity to cope with floods. However, Government of India rejected the Draft India Country Report as the consultants were reluctant to amend the draft report accommodating the view of the Government of India. According to the Ministry, WCD report was not based on factual and authentic information, later on Executive Director, United Nation Environment Programme who met the then Minister of Water Resources on 02.05.2002 was also apprised of the circumstances under which India had rejected the aforesaid report. The Committee are surprised to find that the Ministry which was responsible to provide factual and authentic information to World Commission on Dam so that India is rightly projected in the International report failed in providing factual and authentic information. The Committee deprecate this approach of the Ministry and desire that the Ministry should be careful in future while dealing with the international agencies so that India's image is not dented in the International fora.

## **Reply of the Government**

The recommendations/observations of the Committee have been taken note of and Ministry will be more careful in future in dealing with International agencies.

### **Recommendation (Para No.5.27)**

The Committee note that the Scheme titled "Reconstruction, remodeling & Improvement of embankments in Sunderban and adjoining areas in the districts of North & South 24 Parganas damaged by severe cyclone 'Aila'," for restoring the embankments in the above areas estimated to cost Rs.5,032.00 crore formulated by Irrigation and Waterways Directorate (I&WD), Government of West Bengal was cleared by the Ganga Flood Control Commission on 21.01.2010 and also approved by the Advisory Committee of Ministry of Water Resources in its meeting held on 28.01.2010. The investment clearance for the scheme was accorded by the Planning Commission on 02.07.2010. The physical execution of work is getting delayed due to non-acquisition of land. The Committee further note that 1st Phase of the Scheme with an estimated cost of Rs.1,339.50 crore has been included for providing Central assistance under the State Sector Scheme "Flood Management Programme" and two instalments of Central assistance amounting to Rs.525.75 crore. have been released to the State Government for the Scheme till date. The State Government has utilized a total amount of Rs.294.61 crore only including State share amounting to Rs.107.11 crore till date. Further, the first phase works of the scheme involve acquisition of 5996 acres of land. The process for acquisition of land is in progress and possession of about 70 acres of land has been received so far. Irrigation & Waterways Directorate, Government of West Bengal has completed all

formalities related to issue of work order for the scheme. However, the work order has not been issued as the possession of land has not yet been received by the Department. The reason of underutilization of funds by the State Government towards the aforesaid scheme is mainly due to delay in starting the physical work due to non-availability of land. The Committee are unhappy to note that the process of acquisition of land was not completed and, therefore, physical work has been delayed. The responsibility in this regard has been put on the State Governments and the Ministry has tried to absolve itself of the same. The MoWR has been collecting regular progress of the Scheme from the State Government on monthly basis. The Committee are surprised to note that despite inordinate delay in executing the Scheme, no tangible efforts have apparently been made by the MoWR to persuade the State Government in this regard. The Committee, therefore, recommend that concerted efforts be made by the Ministry to pursue the State Government to implement the Scheme at the earliest to avoid any time and cost overrun.

### **Reply of the Government**

The schemes titled “Reconstruction, remodeling & improvement of embankments in the Sunderbans and adjoining areas in the district of North & South 24 Paraganas damaged by severe cyclone AILA” was formally started by the Irrigation and waterways directorate, Government of West Bengal(I&WD) in March, 2010.

Keeping in view that the scheme could be completed in a period of three years, the schemes was bifurcated in two phases and the works amounting to Rs. 1339.50 crore, which could be completed during XI Plan period was included for funding under the Flood Management programme for XI Plan. An amount of Rs. 187.50 crore was released as 1<sup>st</sup>

installment of Central Assistance to the state Government vide Ministry of Finance Order dated 12.3.2010.

Keeping in view the importance of the scheme, a continuous watch on progress of the scheme is being made by obtaining monthly report of progress from the I&WD through GFCC since May 2010. Based on the reports received from I&WD, the action by I&WD for implementation of scheme in a time bound manner could be summarized as under:

- Land acquisition Consultant was engaged by I&WD in November, 2009 to expedite the process of land acquisition. It was so planned that the sufficient land is available with I&WD by October 2010 to start the physical work by Nov. 2010.
- A dedicated project Management Unit headed by an officer in the rank Chief Engineer was setup in the Irrigation and Waterways Directorate for the implementation of the scheme. The unit formally started working in July 2010.
- Several Committees have been formed by the State Government vested with requisite power to accord speedy approval in financial matters and to monitor the physical and financial progress.
- A firm “consulting Engineering Services(India) Private Limited” was engaged in August 2010 as Project Management Service provider to assist the Irrigation and Waterways Directorate in preparation of bid document, evaluation of bid, quality control, supervision and overall project monitoring.

The total requirement of land for the 1<sup>st</sup> phase of the scheme was about 5996 acres of land in the North & South 24 Parganas District of West Bengal. Keeping in view the time

required for completing the routine process of acquisition of land, I&WD started the process well in advance, so that sufficient land could be available with them by the end of October 2010. Payment of Rs.284.41 crore was also made to the LA collectors of the concerned districts by September 2010.

Keeping in view the slow progress of land acquisition and other activities related to implementation of scheme, a team of Ministry of Water Resources and GFCC visited the work sites from 22.10.2010 to 24.10.2010 for holding discussion with the State Government officers to appraise the latest status of land acquisition and other actions for timely implementation of the scheme.

The team visited various sites at which the work are proposed and thereafter held detailed discussions with Secretary (I&WD), Government of West Bengal in his office at Jalsampad Bhawan, Salt Lake City Kolkata. It was decided that the State Government should chalk out a meticulous planning of deployment of resources by the contractors, including machinery, material and labour so that the physical targets could be fulfilled. It was also suggested that the State Government may closely monitor acquisition of land and inform MoWR progress on monthly basis.

Since, the District Administration failed to hand over the land as per the schedule, a review meeting was convened by the Hon'ble Minister-in-charge, I&WD on 16.10.2010. The meeting was attended by the District Magistrate of the concerned district and other officials. The District Administration assured to put their full efforts for acquisition of land. Thereafter, another meeting was held on 7.2.2011 in the chamber of the Chief Secretary, Government of West Bengal which was attended by Principal Secretary, Land and Land Reforms Department

and the concerned District Collectors. The land Department assured to provide possession of about 1000 acre of land by March 2011. But no tangible progress was made due to state elections.

After the state election was over, efforts were again intensified and the Hon'ble Minister-in-charge, I&WD held a meeting with the concerned District Collectors on 30.5.2011 to expedite the process of land acquisition. He further held meeting with District Collectors in the presence of public representatives and BDOs at Alipore on 2.6.2011 and Barasat on 7.6.2011 to discuss issues related to land acquisition for South 24 Parganas and North 24 Parganas respectively.

A meeting was also convened by the Chief Secretary, in presence of Hon'ble Chief Minister on 4.6.2011 to review the progress of implementation of Aila Project and its allied compensation packages.

Review meeting was again taken by the Chief Secretary on 9.8.2011 in the presence of Hon'ble Minister-in-Charge, I&WD, Principal Secretary, Land and Land Reforms Department and the Collectors of the concerned Districts. The District Administration has assured to handover the possession of 2300 acres (1300 acres in North 24 Parganas and 1000 acres in South 24 Parganas) of land to I&WD by the end of October 2011. Possession of another 1700 acres of land in South 24 Parganas will be handed over by the end of December 2011.

In spite of the efforts made by I&WD by pursuing the matter at the highest level, the process of land acquisition has become the major bottleneck in the implementation of the project.



### **Recommendation (Para No.5.28)**

The Committee note that the main objective of the Scheme is the construction of dam and canal system to protect an area of 40,000 ha in Nalbari area of Assam from recurring floods of the river Pagladiya and to provide irrigation to a Gross Command Area of 54,160 ha. annually (average). The project is to generate 3 MW of hydro-electricity from Canal release as incidental benefit. Presently the work is held up on the project. The reasons, as per Ministry, are that the project is held up due to non-completion of Zirat survey (property assessment) and land acquisition by the State Govt. of Assam due to resistance from a section of the people likely to be displaced because of construction of project. The Committee also note that the matter had been taken up by the MoWR with State Government at various levels, but Bodo Territorial Council has not agreed for construction of dam at present location due to submergence in Bodoland area. The Committee further note that Brahmaputra Board has carried out survey for an alternative project location near Assam-Bhutan Border but no other suitable site is available. This view has been conveyed to the State Government and their response is being expedited. The Committee are of the view that considering the benefits of flood moderation, irrigation and power to the desired extent, the MoWR should again take up the matter with the State Government and Bodo Territorial Council for its early and amicable resolution within a definite time frame.

### **Reply of the Government**

A meeting was held with Member, Water Resources Development of BTC on 10-06-2011 wherein the CE (I&W) made a presentation and explained the outcome of study on

alternative dam site and positive aspect of present proposal. Member, W.R. of BTC assured to place the proposal in Council's meeting of BTC and he also assured that the Council may form a committee to study the proposal and to arrive at the decision. Though no work is going on except for R&M of assets created, efforts are on to remove the stalemate.

### **Recommendation (Para No.6.3)**

The Committee note that the main objective of the Farakka Barrage Project is "operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of barrage". Besides the special repairs of the barrage gates, project colony, etc. bank protection works are included in the Plan Scheme. The Committee further note that the Plan allocation for the year 2011-12 is Rs.70.40 crore, a decrease of Rs.11.60 crore for the current fiscal year in comparison to BE 2010-11 which was Rs.82.00 crore and reduced to Rs. 62.00 crore at RE Stage. The Committee are not satisfied with the stereotyped reply furnished by the Ministry that less number of anti-erosion works were undertaken and works on repair and maintenance of main barrage and head regulator at Farakka and barrage at Jangipur, repair and maintenance of feeder canal were not undertaken during 2010-11. The Committee apprehend that the main objective of the Farakka Barrage Project has not been achieved and, therefore, recommend that a thorough probe be ordered and responsibility be fixed for laxity in this regard. The Ministry should take all necessary corrective action to avoid such recurrences.

## **Reply of the Government**

Works are implemented by Farakka Barrage Project (FBP) on the recommendation/ decision taken in the meeting of TAC of FBP. The Planning for execution of work during the year 2010-11 and 2011-12 was formulated by the FBP based on the recommendation/ decision of TAC and availability of technical/ engineering man-power in the FBP. Accordingly the plan allocation in RE 2010-11 and 2011-12 was proposed as Rs.62 crore and Rs. 70.40 crore respectively.

During the current FY; 2011-12, out of the plan allocation of Rs. 70.40 crore during the year 2011-12, an expenditure of Rs.46.35 crore has been incurred till September, 2011 which is more that 65% of the plan allocation. It is likely that more works than envisaged at the BE stage would be implemented.

### **Recommendation (Para No.7.9)**

The Committee further note that the ongoing projects are getting delayed by more than 10 years reportedly, due to law and order problem, delay in land acquisition, contractual problem, short working season, etc. The Committee have been informed that the MoWR has taken several measures to cut delay in projects completion considerably. The Committee hope that the Government would continue their efforts in this direction with renewed and sustained vigour and report the tangible outcome to the Committee within three months of the presentation of this report to Parliament.

## **Reply of the Government**

It has now been decided that further release of funds for a particular year will be made only when land required for work for that year is in possession of the State Government and a certificate to that effect duly signed by the Secretary (WR)/Irrigation is appended with the proposal. On the issue of coordination with various authorities concerned, the States have been requested to form Project/State level committees to monitor the projects which would take care of such issues. Further, it is also proposed to lay due emphasis on these issues during the process of monitoring.

The actual utilization of the targeted irrigation potential starts only after command area development (CAD) works have been completed. Ministry of Water Resources has initiated action for taking up the project under CAD&WM along with AIBP with a view to ensure early utilization of created irrigation potential.

### **CHAPTER III**

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

**- NIL -**

## CHAPTER IV

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

#### Recommendation (Para No.2.53)

The Committee note that the total budget estimate of the MoWR for the year 2011-12 is Rs.1,249.33 crore comprising Plan allocation of Rs.732.00 crore and Non-Plan allocation of Rs.517.33 crore excluding allocations of Rs.12,620.00 crore transfer to the States for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources programme by the Ministry of Finance. The Committee further note that in the Plan allocation (Revenue Section) there has been an increase of Rs.31.70 (5.24%) whereas the increase in Non-Plan allocation is Rs.97.81 crore (19.03%) for the year 2011-12. On the other hand in Capital Section plan allocation of Rs.95.80 crore has shown decrease of Rs.11.70 crore (-10.88%) for 2011-12. The Committee also note that in regard to actual utilization of allocated funds during 2009-10 it was less than Budget Estimate in all sections except in the revenue section of Non-Plan allocations. In 2010-11 at revised estimate stage there was decrease of Rs.116.00 crore in the Plan allocation and an increase of Rs.84.36 crore in the Non-Plan allocation. According to the Ministry, the allocation for the year 2011-12 is considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. There is a marginal increase in the overall Plan allocation for schemes viz. Ground Water Management Regulation, Hydrology Project, Information, Education and Communication, River

Basin Organisations and Dam Safety Studies. In regard to inclusion of Rs.80.00 crore in "Hydrology Project" (a World Bank assisted Scheme) in BE of 2011-12, this Project, as per MoWR is a Central Sector Scheme and hence the present system of showing this project along with other Central Sector Schemes in this budget may continue unlike AIBP which is a State Sector Scheme. The Committee further note that the Plan allocation has been reduced at RE stage in 2010-11 under Plan head by an amount of Rs.140.00 crore as against Rs.712.00 crore at BE stage relating to numerous Schemes. The reasons put forth by the Ministry are not at all convincing to the Committee. The Committee note that reduction of allocation at the RE stage shows poor pre-planning, lack of monitoring and control. The Committee, therefore, recommend the Ministry to strictly monitor all projects/schemes/field offices/attached offices, etc. through the well defined monitoring system leading to effective utilization of the funds allocated.

The Committee further note that total actual expenditure for Plan allocation was less than the Budget Estimates and Non-Plan allocation was more than the Budget Estimates for the year 2009-10. Regarding the uneven distribution of expenditure in each quarter during 2010-11, the Ministry stated that the expenditure is not evenly distributed in the Non-Plan side as the expenditure in this side mainly consists of salary components. Moreover, the March salary is booked in the next financial year, i.e. April hence the first quarter expenditure is more than the Second and Third quarters. The Committee, therefore, impress upon the Ministry to incur expenditure strictly under the Rules/Regulations/Directions/orders framed or issued by the Ministry of Finance from time to time. The Ministry should also minutely watch the flow of expenditure throughout the year so that funds are released after due scrutiny and satisfaction.

### **Reply of the Government**

A number of factors are attributed for delay in completion of programmes/ projects. However, all possible efforts are made by the Ministry to foresee the factors attributed to delay of projects so that there is no need to reduce allocation at RE stage. Further, the progress is closely monitored in the Ministry to ensure that the allocated funds are fully utilized and budget estimate is not reduced at the RE stage. The guidance issued by Ministry of Finance from time to time is noted.

### **Comments of the Committee**

(Please see Para No. 6 of Chapter-I of the Report)

### **Recommendation (Para No.4.24)**

The Committee, during the evidence of the representatives of the MoWR, expressed their serious concern over ground water management, depletion of ground water level and recharge of ground water. The representative of MoWR asserted that it has not been given proper attention because they have not received much response from States on regulation of ground water. Now, as far as recharging is concerned, they had two Schemes. One Scheme was the demonstrative recharge for which money is very limited. They have only Rs.100 crore and out of that some money is given to various organizations and agencies to implement the Scheme. Some work has already been done. In some cases good work has been done in ground water recharge. However, in some States, the work is not very satisfactory. The Committee further note that the Central Government in the Ministry of Environment and Forests has constituted the Central Ground water Board as an authority for the purpose of regulation and control of Ground Water Management and Development to regulate and control,



management and development of ground water in the country and to issue necessary regulatory directions for the purpose. The Committee are happy to note that CGWA has issued directions to Chief Secretaries in 12 States and 2 Union Territories to adopt artificial recharge to ground water and to promote rain water harvesting in order to ensure augmentation of depleting ground water resources and desire that similar directions be issued to the remaining States/UTs in this regard. The Committee would like to be apprised of the outcome of the directions issued to the States/UTs and further initiatives being taken or contemplated by the CGWA to regulate and control the management and development of ground water in more effective and purposive manner.

### **Reply of the Government**

Central Ground Water Authority has issued directions to the Chief Secretaries on 8<sup>th</sup> August, 2006 to adopt artificial recharge to ground water and promote rainwater harvesting in order to ensure augmentation of depleting ground water resources, in the states/UTs of Andhra Pradesh, Haryana, Gujarat, Punjab, Madhya Pradesh, Maharashtra, Rajasthan, Tamilnadu, Kerala, Karnataka, Uttar Pradesh, Uttaranchal, UT of Daman & Diu, UT of Pondicherry. As large number of “**Over Exploited**”, “**Critical**” and “**Semi Critical**” blocks in respect of ground water development exist in these states/UTs. Immediate attention for Regulation and Management of ground water was required.

All the above States have amended building bye-laws to make Rain Water Harvesting Mandatory. Besides these many States/UTs are undertaking various measures to promote rain water harvesting. Implementation of Sardar Patel Sahbhagi Jal Sanchay Yojana & Sujlam

Suflam Yojna by Government of Gujrat, Bhagidari Programme by Delhi Government, Shivkalin Pani Sathawan Yojana by Maharashtra Government, implementation of rain water harvesting on massive scale in Government buildings, private housed/institutions and commercial building in urban & rural areas by Government of Rajasthan and revival of conventional methods of rain water harvesting in ponds, lakes, wells, step wells by Government of Karnataka are a few such measures initiated by the State Governments.

Subsequently Central Ground Water Authority has also issued direction for regulation of ground water and rainwater harvesting:

- Direction dated 5<sup>th</sup> October, 2007 to Civic Bodies dealing with drinking water supply network in the notified “Over Exploited areas” for construction of ground water abstraction structures for drinking and domestic use and structures of Rainwater Harvesting/Artificial recharge to ground water.
- Direction dated 8<sup>th</sup> October, 2009 for implementation of Scheme of ground water recharge measures along all National Highways, State Highways and other major roads by CRRRI, National Highways Authority of India , CPWD, State PWDs; along rail tracks and other establishments of India Railways, in the Stadia by Sports Authority of India, BCCI, Departments of Sports and Youth Affairs and in the Airports by Airport Authority of India, Ministry of Civil Aviation for Promoting Rain Water Harvesting/adoption of artificial recharge to Ground Water in the country (except in the water logged areas).
- Direction dated 8<sup>th</sup> October, 2009 for adoption of rainwater harvesting by all the Group Housing Societies/Institutions/Schools/Hotels/Industrial Establishment falling in the Over Exploited and Critical areas.

- Direction dated 25<sup>th</sup> September, 2010 to large and medium Industries using ground water in the over exploited and critical areas in the country to take up water conservation measures and including recharge of ground water/rain water harvesting and adopt practices of treatment, recycle and reuse of waste water in their premises.

In all 82 areas in the country have been notified for ground water regulation through various notifications, which include recent notifications for 39 areas in Punjab (12), Rajasthan(20) and Haryana(7) vide public notice dated 13.08.2011 and also entire Gurgaon District. Regulation of ground water in notified areas is being done through Authorized Officers appointed under Section 4 of EPA (1986).

Ministry of Water Resources had circulated Model Bill to all States and Union Territories for enacting a legislation in their respective States. So far 11 states & UTs have enacted legislation and 19 states and UTs have initiated the action for enactment of legislation on the lines of Model Bill.

### **Comments of the Committee**

(Please see Para No. 18 of Chapter-I of the Report)

### **Recommendation (Para No.4.25)**

The Committee further note that Physical targets vis-à-vis achievement under the Ground Water Management Regulation during XI Plan (2007-12), year-wise target fixed for the years 2007-08, 2008-09, 2009-10 and 2010-11 have not been achieved in almost all the schemes. The reasons for non-achievement of targets, as stated by the Ministry *inter-alia* are that most of the rigs are old, major components of these models are not readily available, shortage of manpower, etc. The Ministry during evidence also clarified that in regard to

monitoring of groundwater studies, geo-physical studies, hydro chemical studies – in groundwater management and regulation schemes, they have achieved their targets and in some places they have even exceeded their targets. About the groundwater exploration, during the last year there was a slight shortfall which they are covering this year. About geo-physical studies, they would be trying to cover the remaining part of it this year. They will also be completing the hydro-chemical studies during this year. While deploring that the MoWR has failed to achieve the various targets fixed for Hydro Chemical Studies, the Committee recommend that the Ministry identify the bottlenecks, fix responsibility on the officers responsible for the delays and complete the targets in the remaining period of the XI Plan. They expect complete action taken note on each of the aforesaid recommendations within next three months. Further, considering the significance and viability of the minor irrigation projects in the hilly areas, more funds need to be allocated and schemes sanctioned for their early execution including the Renuka dam project in Himachal Pradesh.

### **Reply of the Government**

The shortfall in achievement of targets fixed for XI Plan has been mainly due to vacant posts of Chemists. During the period, 2007-2011, there have been vacant post of Senior Chemist, Asstt. Chemist, STA and Suptdg. Chemist. Eight posts of Senior Chemist remained vacant during 2007-08 and 2008-09 and one post of Suptdg. Chemist remained vacant during 2009-10 and 2010-11, which could not be filled up due to non-availability of eligible Chemists. Further, three posts of Asstt. Chemist and four posts of STA were abolished during 2007-08. In addition, requisitions had been sent for filling up of direct quota posts of Asstt. Chemists through UPSC and those of STA through SSC. Four posts of STA are under process for

revival. As on 31<sup>st</sup> March, 2011, out of a total of 79 posts of Chemists at different levels, 21 posts are vacant and are under different stages of recruitment/revival. Year wise status of vacancy position of chemists is given in **Annexure - I.**

### **Comments of the Committee**

(Please see Para No. 21 of Chapter-I of the Report)

### **Recommendation (Para No.5.25)**

The Committee note that Government of India has formulated National Water Policy 2002 incorporating various guiding principles for better flood management and circulated to all the States and concerned agencies for implementation. To enable State Governments to undertake various structural measures, Central assistance is being provided to State Governments under "Flood Management Programme" of MoWR during XI Plan. The Committee further note that National Disaster Management Authority is also associated with the floods. Mass awareness is also created regarding flood management through various programmes of MoWR under Information, Education & Communication (IEC) Scheme. The Committee further note that for implementation of the Flood Plain Zoning approach in the country, a model draft bill for flood plain zoning legislation was circulated by the Union Government in 1975 to all the states. There has been resistance on the part of the States to follow up various aspects of the flood plain management including the possible legislation. Only the states of Manipur and Rajasthan have enacted the legislation but the demarcation of flood zones/ enforcement is yet to be done. Further, the States of Uttar Pradesh, Bihar and West Bengal have initiated actions in this regard. Other States are yet to take action for enactment of legislation. The Committee also note that due to large scale displacement of

people settled in flood plains and their settlement, the States are finding it difficult to enact the required legislation. The Committee would like the MoWR to pursue all the remaining States to enact the aforesaid legislation to control the menace of recurrent floods.

### **Reply of the Government**

The Central Water Commission has been continuously impressing upon the states the need to take follow up action to implement the flood plain zoning approach. A model draft bill for flood plain zoning legislation was also circulated by the Union Government in 1975 to all the states.

There has been resistance on the part of the states to follow up various aspects of flood plain management including possible legislation. The state of Manipur had enacted the flood plain zoning legislation way back in 1978 but the demarcation of flood zones is yet to be done. The state of Rajasthan has also enacted legislation for flood plain management in the state but enforcement thereof is yet to be done. The government of Uttar Pradesh has decided to take suitable measures for regulating the economic / development activities in the flood plains. The Government of Bihar initiated action to prepare flood plain zoning maps, which are essential before any executive measures could be undertaken. The Government of West Bengal had intimated that a draft bill on flood plain zoning was under process. Other States are yet to take action for enactment of legislation.

### **Comments of the Committee**

(Please see Para No. 24 of Chapter-I of the Report)

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

The Committee note that in the last few years floods have caused havoc in the country and a large amount of water was allowed to flow out to the sea. The reason stated was that there was not much infrastructure for storage of water. XIth Plan documents also suggested that the ideal solution for flood control is the creation of adequate storage in flood prone river systems. The Committee further note that the average annual precipitation is estimated at 4,000 Billion Cubic Metre (BCM) in the country. After accounting for the natural process evaporation, etc. the average annual water availability in the country is assessed as 1,869 BCM. Further, it is estimated that owing to topographic, hydrological and other constrains, the utilizable water is 1,123 BCM. As per available assessment, about 450 BCM of surface water and 231 BCM of ground water resources is being utilized for diverse purposes and rest of the water could be considered to be flowing down to sea. The Committee also note that as per the Report of the Working Group on Water Resources for the XI Five Year Plan (2007-2012) constituted by the Planning Commission, the per capita storage in the country is only about 210 M<sup>3</sup> which is way behind the achievement in many of the developed and developing countries. According to the Ministry the reason for this is limited availability of water resources and large population. The Committee are, however, of the considered view that at present total live storage capacity created by completed dams in the country is about 253 BCM but they would like the MoWR to furnish a comparative table indicating the live storage capacity created by the countries referred to para 5.14 supra of this Report. The Committee, therefore, desire that the MoWR take all necessary steps to increase the per capita storage and apprise the Committee in this regard.

### **Reply of the Government**

Water being a State subject, several measures for development and management of water resources are undertaken by the respective State Governments which include creation of storages, restoration of water bodies, rainwater harvesting, artificial recharge to ground water and adoption of better management practices etc.

Government of India is providing central assistance to the State Governments through various schemes/programmes such as Accelerated Irrigation Benefits Programme (AIBP), Command Area Development and Water Management (CAD & WM); Repair Renovation and Restoration of Water Bodies etc.

Storage based water resources projects in the country are vital for conservation of rainfall/runoff and mitigating the spatial and temporal variations in water availability. Therefore, to overcome the shortage of water during non-monsoon months, a large number of dams have been constructed in the country in different river basins. As a result of this, the total live storage capacity of the dams completed in the country has gone up during successive Five Year Plans. In addition to this, minor storage projects, diversion structures functioning as run of river schemes, minor irrigation schemes utilizing surface water and ground water also cater to the conservation and management of water. A Statement indicating the total dam capacity in the countries referred to in the Para is given at **Annexure-II**.

### **Comments of the Committee**

(Please see Para No.27 of Chapter-I of the Report)



### **Recommendation (Para No.7.8)**

The Committee note that the MoWR has taken significant initiatives through Brahmaputra Board, Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Institute of Hydrology and National Projects Construction Corporation Ltd. (NPCC) for the development of North Eastern Region. The Committee also note that no new major/medium project was taken up under AIBP during the last five years because no new proposal has been received from the NE Region. The Committee are of the view that the MoWR need to launch a special drive to attract the North Eastern States to start new projects for accelerating their development.

### **Reply of the Government**

Irrigation being a State subject, the irrigation projects planned, executed and funded by the State Governments themselves as per their priorities. However, this Ministry provides Central assistance under AIBP (started in 1996-97) to State government for expeditious completion of ongoing irrigation projects which were in advance stage of construction. It has been observed that in North-Eastern States, the State Governments have shown their thrust towards minor irrigation projects in general. During last 5 years 3302 new surface minor schemes of North-Eastern States have been included in AIBP, out of which 1968 schemes have been completed and 2.06248 lakh Ha. of irrigation potential has been created. During this period, Central assistance of Rs.2293.6465 crore under AIBP has been released to these projects.

### **Comments of the Committee**

(Please see Para No. 30 of Chapter-I of the Report)

## CHAPTER V

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

#### Recommendation (Para No.2.57)

The Committee note that one of the six components for development of rural infrastructure under 'Bharat Nirman' is irrigation. The irrigation component of Bharat Nirman aims at creation of Irrigation potential of 10 Mha. during 2005-06 to 2008-09. However, it was estimated that 7.2 Mha. of irrigation potential has been created during the said period. According to the Ministry, the State Governments have reported creation of irrigation potential of 7.31 Mha. during 2005-06 to 2008-09 and creation of 3.5 Mha. of irrigation potential has been targeted in the next two years i.e. 1.75 Mha. each during 2009-10 and 2010-11. Against this, as per information received from the States, irrigation potential of 2.37 Mha. has been created upto September 2010. However, the complete information upto the end of March 2011 is likely to be received by June 2011. The Committee also note that the Ministry of Finance has allocated Rs. 12,620.00 crore under Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources Programme during 2011-12 as against Rs. 11,500.00 crore during 2010-11. It has been further informed that Irrigation potential of 1.05 million hectare is targeted for creation during 2011-12 through projects covered under AIBP. The Committee observe that there is still a shortage of 1.13 Mha. of irrigation potential which is required to be created. The Committee hope that remaining irrigation potential would have been created by

March 2011 without any shortfall. The Committee, therefore, be apprised about total irrigation potential created upto March 2011.

### **Reply of the Government**

As per the information received from the State Governments in respect of creation of irrigation potential during 2009-10, irrigation potential of 1.85 million hectare has already been created. So far, limited information has been received in respect of creation of irrigation potential during 2010-11. Creation of 1.23 MHa of irrigation potential has been reported so far by the States during 2010-11. The total irrigation potential created under Bharat Nirman upto March 2011 is 10.39 Mha. However, the complete information is yet to be received from 5 State Governments.

### **Comments of the Committee**

(Please see Para No. 12 of Chapter-I of the Report)

**NEW DELHI;**  
26 March, 2012  
06 Chaitra, 1934 (Saka)

**DIP GOGOI**  
**Chairman,**  
***Standing Committee on Water Resources***

**ANNEXURE-I**

## VACANCY POSSITION OF CHEMICAL DISCIPLINE

**31.03.2008**

Sl. No.	Name of the Post	Pay Band	Sanctioned	Filled	Vacant	Remarks
1.	Supdt. Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 7600/-	01	01	-	
2.	Senior Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 6600/-	08	02	06	These post could not be filled due to non-availability of eligible Scientists "C".
3.	Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 5400/-	22	22	-	
4.	Asst. Chemist	PB-2 (Rs. 9300-34,800/-) +GP Rs. 4800/-	26	23	03	The posts pertains to DR quota and were abolished by the Screening Committee.
5.	STA(Chemical)	PB-2 (Rs. 9300-34,800/-) +GP Rs. 4600/-	27	19	08	Requisition for 04 posts was sent to the SSC and remaining posts were under abolition under ADRAP for the year 2006-07.

**31.03.2009**

Sl. No.	Name of the Post	Pay Band	Sanctioned	Filled	Vacant	Remarks
1.	Supdt. Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 7600/-	01	01	-	
2.	Senior Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 6600/-	08	-	08	These post could not be filled due to non-availability of eligible Scientists "C".
3.	Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 5400/-	22	22	-	

4.	Asst. Chemist	PB-2 (Rs. 9300-34,800/-) +GP Rs. 4800/-	23	21	02	The post were approved by the Screening Committee and requisition was sent to the UPSC.
5.	STA(Chemical)	PB-2 (Rs. 9300-34,800/-)+GP Rs. 4600/-	24	18	06	Requisition for 04 posts was sent to the SSC and remaining 02 posts are under revival.

**31.03.2010**

Sl. No.	Name of the Post	Pay Band	Sanctioned	Filled	Vacant	Remarks
1.	Supdt. Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 7600/-	01	-	01	This post could not be filled due to non-availability of eligible Scientists "D".
2.	Senior Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 6600/-	08	08	-	
3.	Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 5400/-	23	11	12	Filling of 06 posts through promotion and 06 posts through direct recruitment is under process.
4.	Asst. Chemist	PB-2 (Rs. 9300-34,800/-) +GP Rs. 4800/-	23	20	03	Promotion Orders were issued, Joining awaited. For filling of direct quota posts is under process.
5.	STA(Chemical)	PB-2 (Rs. 9300-34,800/-) +GP Rs. 4600/-	24	20	04	02 Posts are under revival and for remaining 02 posts letter was issued to the surplus cell for issuance of NOC.

31.03.2011

Sl. No.	Name of the Post	Pay Band	Sanctioned	Filled	Vacant	Remarks
1.	Supdt. Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 7600/-	01	-	01	This post could not be filled due to non-availability of eligible Scientists 'D'
2.	Senior Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 6600/-	08	08	-	
3.	Chemist	PB-3 (Rs. 15600-39100/-) +GP Rs. 5400/-	23	10	13	<p>1. DPC proposal for 06 posts was sent to the Ministry. DPC convened and order issued during April, 2011.</p> <p>2. Revised requisition for 07 DR quota posts has been sent to the UPSC during August, 2011.</p> <p>3. As regard to the Promotion quota posts for 2011-12, DPC will be initiated after the final outcome of the case filed by Dr Renu Rastogi.</p>
4.	Asst. Chemist	PB-2 (Rs. 9300-34,800/-)+GP Rs. 4800/-	23	21	02	Requisition sent to the UPSC.
5.	STA(Chemical)	PB-2 (Rs. 9300-34,800/-)+GP Rs. 4600/-	24	19	05	<p>1. 02 post are under revival. For 01 post requisition sent to the SSC.</p> <p>2. For remaining 02 posts letter issued to the surplus cell for issuance of NOC.</p>

## ANNEXURE-II

Total Dam Capacity in different Countries are as follows:

<b>Country</b>	<b>Total Dam Capacity (km<sup>3</sup>)</b>
Russia	812.80
Australia	71.78
USA	680.30
Turkey	651.00
Spain	52.65
Mexico	180.00
China	562.40
South Africa	30.53

(Source: - FAO; AQUASTAT)

**MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON WATER  
RESOURCES (2011-12) HELD ON WEDNESDAY, 21 MARCH 2012**

The Committee sat from 1530 hours to 1600 hours in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Dip Gogoi – Chairman

MEMBERS

LOK SABHA

2. Shri Ghanshyam Anuragi
3. Shri Haribhau Jawale
4. Shri Mahendrasinh P. Chauhan.
5. Shri Mangani Lal Mandal
6. Shri Jagadanand Singh
7. Smt. Annu Tandon
8. Dr. P. Venugopal
9. Shri Sajjan Singh Verma

RAJYA SABHA

10. Shri Balwinder Singh Bhunder
11. Shri Kumar Deepak Das
12. Shri B.S. Gnanadesikan
13. Shri Ranjitsinh Vijaysinh Mohite-Patil
14. Dr. Gyan Prakash Pilonia

SECRETARIAT

- |    |                     |   |                     |
|----|---------------------|---|---------------------|
| 1. | Shri Devender Singh | - | Joint Secretary     |
| 2. | Shri B.S. Dahiya    | - | Director            |
| 3. | Smt. Rita Jaikhani  | - | Additional Director |

At the outset, the Chairman welcomed the Members to the sitting of the Committee.



2. Thereafter, the Committee took up for consideration Memorandum No.3 and the Draft Report on Action Taken by the Government on the Observations/Recommendations contained in their Eighth Report (15<sup>th</sup> Lok Sabha) on Demands for Grants (2011-12) of the Ministry of Water Resources. After some discussion, the Committee adopted the Report without any amendment/modification.

3. The Committee then authorized the Chairman to present the same to Parliament during the current session.

The Committee then adjourned

[Vide Para 4 of the Introduction]

**ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE EIGHTH REPORT  
(FIFTEENTH LOK SABHA) OF THE COMMITTEE**

(i)	Total number of Recommendations/Observations	25
(ii)	Recommendation/Observations which have been accepted by the Government	
	Para Nos. 2.54, 2.55, 2.56, 2.58, 2.59, 2.60, 3.13, 3.14, 3.15, 4.21, 4.22, 4.23, 5.23, 5.24, 5.27, 5.28, 6.3 and 7.9	
	<i>Total</i>	18
	<i>Percentage</i>	72.00%
(iii)	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies	
	<i>Total</i>	00
	<i>Percentage</i>	0 %
(iv)	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee	
	Para Nos. 2.53, 4.24, 4.25, 5.25, 5.26 and 7.8	
	<i>Total</i>	06
	<i>Percentage</i>	24 %
(v)	Recommendation/Observation in respect of which final reply of the Government is still awaited	
	Para Nos. 2.57	
	<i>Total</i>	01
	<i>Percentage</i>	4.00%