

**STANDING COMMITTEE ON WATER RESOURCES
(2009-10)**

FIFTEENTH LOK SABHA

MINISTRY OF WATER RESOURCES

DEMANDS FOR GRANTS (2010-11)

SECOND REPORT



**LOK SABHA SECRETARIAT
*NEW DELHI***

April, 2010/Chaitra, 1932 (Saka)

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(2010-11)

Presented to Lok Sabha on 20 .04.2010
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NEW DELHI

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INTRODUCTION

I, the Chairman, Standing Committee on Water Resources (2009-10) having been authorised by the Committee to submit the report on their behalf, present this Second Report on Demands for Grants (2010-11) of the Ministry of Water Resources.

2. The Demands for Grants have been examined by the Committee under Rule 331E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Water Resources on 22 March 2010.

4. The Report was considered and adopted by the Committee at their sitting held on 15 April 2010.

5. The Committee wish to express their thanks to the representatives of the Ministry of Water Resources for providing them the requisite written material, and for oral depositions in connection with the examination of the subject.

6. The Committee would also like to place on record their sense of deep appreciation for the assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

NEW DELHI
16 April, 2010
26 Chaitra, 1932 (Saka)

BENI PRASAD VERMA,
Chairman,
Standing Committee on Water Resources

CHAPTER-I

IMPLEMENTATION OF THE COMMITTEE'S RECOMMENDATIONS

1.1 The first Report of the Standing Committee on Water Resources on Demands for Grants (2009-10) of the Ministry of Water Resources (MoWR) was presented to the House on 10 December 2009. The Report of the Water Resources Committee of 15th Lok Sabha contained 20 recommendations / observations.

1.2 The Ministry of Water Resources was required to furnish Action Taken Replies to recommendations/observations contained in the First Report latest by 10 March 2010 which Ministry failed to furnish. Though during the sitting of this Committee held on 22 March 2010 to take oral evidence of representatives of the MoWR on Demands for Grants of Ministry of Water Resources for the year 2010-11, the Secretary, MoWR had assured that the Action Taken Notes on the recommendations of the Committee contained in their First Report were being sent separately. However, the action taken notes are still awaited.

1.3 **The Committee note that despite assurance given by the Secretary, Ministry of Water Resources before the Committee regarding submission of action taken notes on the recommendations/observations contained in the First Report of the Committee (2009-10), the Ministry has failed to furnish the action taken notes even after the lapse of prescribed period of three months from the date of presentation of Report. The Committee take an adverse note of this and**

desire that action taken notes on the First Report of the Committee be furnished expeditiously. The reasons for the inordinate delay may also be furnished to the Committee for their consideration.

CHAPTER-II

BUDGETARY ALLOCATIONS

2.1 Water is one of the most elementary and vital natural resources for survival of life on earth. However, its casual utilization and mounting shortage forces one and all to think about conservation and efficient management of water so that not only growing demand of water is met but it is available to every one for use.

2.2 The Ministry of Water Resources (MoWR) in the Government of India is responsible for overall development, conservation and management of water as a national resource, overall national perspective and coordination of diverse uses of water.

The Ministry's functions as per Allocation of Business Rules are as follows:

- 1) Development, conservation and management of water as a national resource; overall national perspective of water planning and coordination in relation to diverse uses of water.
- 2) National Water Resources Council.
- 3) General Policy, technical assistance, research and development, training and all matters relating to irrigation, including multi-purpose, major, medium, minor and emergency irrigation works; hydraulic structures for navigation and hydro-power; tube wells and groundwater exploration and exploitation; protection and preservation of ground water resources; conjunctive use of surface and ground water, irrigation for agricultural purposes, water management, command area development; management of reservoirs and reservoir sedimentation; flood (control) management, drainage, drought proofing, water logging and sea erosion problems; dam safety.
- 4) Regulation and development of inter-State rivers and river valleys, Implementation of Awards of Tribunals through Schemes, River Boards.
- 5) Water Laws, legislation.

- 6) Water quality assessment.
- 7) Cadre control and management of the Central Water Engineering Services (Group A).
- 8) International organizations, commissions and conferences relating to water resources development and management, drainage and flood control.
- 9) International Water Law.
- 10) Matters relating to rivers common to India and neighbouring countries; the Joint Rivers Commission with Bangladesh, the Indus Waters Treaty 1960; the Permanent Indus Commission.
- 11) Bilateral and external assistance and cooperation programmes in the field of water resources development

2.3 To carry out the above functions the Ministry has two Attached offices, 7 Subordinate offices, 7 Statutory bodies, 2 Autonomous bodies (societies) and 2 Public Sector Undertakings. During 2009-10, the Ministry implemented and monitored 15 Central sector and 5 State sector schemes.

Analysis of Demands for Grants (2010-11)

Budget at a Glance

(Rs. in crore)

	Revenue	Capital	Total
Charged	-	4.00	4.00
Voted	1020.52	107.00	1127.52
Total	1020.52	111.00	1131.52

2.4 A provision of Rs.1,131.52 crore has been made for 2010-11 in respect of the Ministry of Water Resources in Demand No. 103. The Detailed Demands for Grants of the Ministry of Water Resources were laid on the Table of Lok Sabha on 12 March 2010. The estimated sanctioned strength of officers and establishment of the Ministry of Water Resources (including Tribunals under the Ministry) for 2010 stands at 212 and 448 with salary provision of Rs.8.47 crore and Rs.6.35 crore respectively.

2.5 The Detailed Demands for Grants show that Demand (Voted) is Rs.1,127.52 crore which comprises Rs.1,020.52 crore on Revenue Section and Rs.107.00 crore on Capital Section. There is an increase of Rs.78.99 crore on Revenue Section and Rs.22.99 crore on Capital Section in comparison to the previous year. The details of Sector-wise allocation for different programmes/activities are shown in Annexure- I.

2.6 The comparative Budget allocation of the Ministry of Water Resources during 2009-10 and 2010-11 and Budget Estimates and the Actuals for 2008-09 are given below :

Comparative Budget figures

(Rs. in crores)												
2008-09 Actual (BE)*				2009-10 BE			2009-10 RE			2010-11 BE		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
										(%change over BE 2009-10)		
Revenue	401.51 (503.00)	365.92 (290.57)	767.43 (793.57)	528.00	413.53	941.53	468.00 (-12.82)	455.39 (10.12)	923.39 (-1.92)	604.50 (14.48)	416.02 (0.59)	1020.52 (7.74)
Capital	62.73 (109.00)	00 (3.76)	62.73 (112.76)	84.00	4.01	88.01	84.00 (0.00)	3.16 (-26.89)	87.16 (-0.97)	107.50 (27.97)	3.50 (-14.57)	111.00 (20.71)
Total	464.23 (612.00)	365.92 (294.33)	830.16 (906.33)	612.00	417.54	1029.54	552.00 (-9.96)	458.55 (8.94)	1010.55 (-1.87)	712.00 (14.04)	419.52 (0.47)	1131.52 (9.01)

* Budget estimates given in brackets thus ()

2.7 From the comparative budget proposals, it may be observed that there is an overall increase in allocation for 2010-11. In Revenue Section under Plan allocation, there has been an increase of Rs.76.50 crore (14.48%) in Budget Estimate of 2010-11 over Budget Estimate of 2009-10, while increase in non-Plan allocations is from Rs.413.53 crore at Budget Estimate 2009-10 to Rs.416.02 crore (0.59%) in 2010-11. In Capital Section, plan allocation at Rs.107.50 crore shows an increase of Rs.23.50 crore (27.97%) as compared to Rs.84.00 crore during 2009-10. On the other side, actual utilization of allocated funds during 2008-09 was less than the budget estimates in all the sections. There is reduction at RE stage in 2009-10 under Plan head to the tune of Rs.61.00 crore as against Rs.612.00 crore at BE 2009-10. However, there is an increase of Rs.41.01 crore to Rs.458.55 crore under non-Plan allocation at RE stage in 2009-10.

2.8 The Budget Estimate 2010-11 at Rs.1,131.52 crore comprised Plan allocation of Rs. 712.00 crore and Non-Plan allocation of Rs.419.52 crore excluding allocations for Accelerated Irrigation Benefit Programme and other water resources programmes which is Rs.11,500.00 crore given as grant to State Governments by Ministry of Finance.

2.9 The Committee wanted to know the reasons for increase of Rs.100.00 crore in Plan allocation in 2010-11 in comparison to 2009-10 and whether it will be sufficient to meet the requirements, the Ministry of Water Resources in a written reply submitted :

“The allocations for the year 2010-11 is considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. During the year 2010-11, the Plan allocation for Central Sector Schemes is Rs.712.00 crores against the BE of Rs.612.00 crores during the year 2009-10. The increase of Rs.100 crores for Central Sector Scheme is mainly due to increase in the following schemes for specific activities indicated against each:

Scheme	B.E. 2009-10	B.E. 2010-11	Specific activities requiring additional allocations
Ground Water Management and Regulation	70.00	100.00	The increase in the BE 2010-11 is primarily for the enhanced activities related to demonstrative works in respect of rainwater harvesting and artificial recharge of ground water.
Hydrology Project	38.10	53.00	Additional provision has been made for procurement of equipments. Further, the additional provisions will also cater to the requirements of a major consultancy for “Hydrologic Design Aid (Surface Water)” which has been included in the projects in the last quarter of 2009-10.
Investigation of Water	42.00	54.00	Enhanced provision has been made for investigation of Intra-State

Resources Development Schemes			links by National Water Development Agency.
Farraka Barrage Project	70.00	82.00	Increased allocation has been proposed for the implementation of identified anti-bank erosion works which are duly approved by the Technical Advisory Committee.
Flood Forecasting	25.00	36.00	Enhanced allocation at BE 2010-11 is required for installation of telemetry system with a view to reduce the data transmission time and increase the time for forecasting the incoming floods.
Infrastructure Development	15.00	28.50	Enhancement in the allocation during the year 2010-11 is for undertaking works related to office building, especially that for field offices of Central Water Commission and Central Ground Water Board.
Rajiv Gandhi National Ground Water Training and Research Institute	2.00	6.00	Various posts for the Institute have since been created and filled up requiring additional allocation. Further, enhanced allocation also provides for training of officers of State Governments and that of Central Ground Water Board in India and abroad.

There are very nominal variations in respect of other schemes.”

2.10 On the question of reduction of allocation to the tune of Rs.60 crore at RE stage in 2009-10, the Ministry submitted as follows :

“The reductions in the allocation at RE stage have been made mainly in respect of following schemes:

Schemes	BE 2009-10	RE 2009-10	Reasons for Variations
Hydrology Project	38.10	25.10	The allocated fund at BE 2009-10 could not be fully utilized primarily because of non-procurement of equipments due to late finalization of specifications by the Consultants.
Research and Development	52.00	35.00	The reduction in allocations at RE stage has been made primarily due to delay in taking up the morphological studies. Further, the number of new proposals from academic and research institutions which fulfilled all the requirement for financial support under the scheme were relatively lesser.
Flood Forecasting	25.00	20.00	The BE 2009-10 has been reduced at RE stage on account of delay in finalization of award of works related to installation of telemetry system.
River Management & Works in Border Areas	199.30	174.30	Some of the identified activities related to Brahmaputra Board could not be taken resulting in reduction at RE stage. “

2.11 In reply to the query of the Committee regarding non-plan allocation the Ministry of Water Resources informed that the non-plan expenditure at RE 2009-10 was

raised by Rs.41.01 crore mainly to meet the increase in salary and allowances and payment of arrears due to implementation of Sixth Pay Commission recommendations and it has been reduced to Rs.419.52 crore in 2010-11 in comparison to Rs.458.55 crore in 2009-10 RE stage as no such committed expenditure is there.

2.12 In reply to written query of the Committee as to what works are most likely to be affected due to the cut in allocation in Plan allocation (Revenue) at RE stage in 2009-10, the Ministry informed that due to reduction there would be some delays in the completion of identified activities but the planned physical target would be achieved during the remaining period of the XI Plan.

2.13 The Committee desired to know the measures taken by the Ministry of Water Resources to keep works in the project unaffected due to reduction in allocation. The Committee were informed as follows :

“A close monitoring by the Head of the respective Organizations and also in the Ministry is being undertaken. The progress is also reviewed by the Secretary to the Government of India, Ministry of Water Resources with a view to ensure that the allocated funds are fully utilized to achieve the targets.”

2.14 The details of the expenditure incurred during each quarter (upto 3rd Qtr. ending December 2009) for the year 2009-10 are as under :

Particulars	BE	RE	1 st Quarter (Apr.- Jun, 2009)	2 nd Quarter (Jul- Sep, 2009)	3 rd Quarter (Oct-Dec, 2009)	Total

Plan	600.00	540.00	58.53 (9.75%)	174.71 (29.11%)	119.10 (19.85%)	352.34 (65.24%)
Non-Plan	403.00	445.00	115.11	126.44	143.65	385.20
Total	1003.00	985.00	173.64	301.15	262.75	737.54

(utilization in percentage as compared to BE)

The Ministry also stated that the guidelines laid down by the Ministry of Finance regarding ceiling of expenditure have been strictly observed by them.

2.15 On being pointed out that the expenditure was un-equal during three quarters of 2009-10, the Ministry of Water Resources stated that it was as per the guidelines of the Ministry of Finance.

Spill over Projects in Eleventh Plan

2.16 According to XIth Plan document, in the process of analysing the status of on-going projects likely to spill over, it was observed that a number of previously unreported projects have now been reported; some of the on-going projects deferred while some have been interchanged among the classified heads of major, medium and ERM projects. After accounting the number of new projects taken up during Tenth Plan, projects which were likely to be completed during Tenth Plan as per the document and factors inducing changes in the number of projects, the number of spill over projects into the Eleventh Five Year Plan works out to be 477 including 166 major 222 medium and 89 ERM projects. Some of these projects have been under execution from as back as the Second Plan. About 63% of the above 477 projects are unapproved by Centre and

are ineligible for Central assistance. Also 309 new projects including 78 major, 145 medium and 86 ERM were proposed to be taken up during XI Plan.

2.17 The Committee wanted to know as to how many projects out of 477 have been/likely to be completed by the end of March 2010. The Ministry in its reply stated that detailed information about completion of all the ongoing projects during XI Plan has not been made available by the State Governments. However, as per updated information available on AIBP, 37 major/medium/ERM projects have been reported as completed during XI Plan till date.

2.18 When asked as to the number of new projects, out of 309 proposed for XI plan, which have been taken up so far, the Ministry replied that detailed information about taking up of new irrigation projects has not been made available by the State governments. However, 10 new major/medium/ERM projects have been taken up under the AIBP during the XI Plan.

2.19 Regarding the reasons for non-achievement of targets, the Ministry in a written reply submitted as follows :

“Delay in implementation of irrigation projects occurs due to various reasons such as resource crunch with states, land acquisition problem, resettlement and rehabilitation problems, contractual problems, litigation, delay in execution of work by other agencies such as railway or highway etc.”

2.20 The measures taken for the speedy completion of these projects mainly to overcome fund constraints, the Accelerated Irrigation Benefits Programme (AIBP) launched in 1996 has been made fully grant based since 2004. It has been envisaged

that the programme will enable completion of projects in four years. To expedite completion of projects in special category States, drought prone, tribal and flood prone areas, 90% Central assistance is being provided under AIBP programme.

Micro Irrigation

2.21 The Eleventh Plan document suggests that while sanctioning new irrigation projects it would be made obligatory for project authorities to implement micro irrigation in at least 10% of the command area. Various suggestions of the Task Force on Micro Irrigation also need to be taken note of as micro-irrigation has the potential to transform Indian agriculture.

2.22 With regard to the steps taken by the Ministry of Water Resources with regard to the suggestion of making micro-irrigation in at least 10% of the command area obligatory, it was informed as that :

“Under the scheme of CADWM Programme approved for XI Plan, a provision has been made to provide financial assistance to the states for development of infrastructure to facilitate use of sprinkler and drip irrigation system as an alternative to construction of field channel. The assistance under this item is admissible for construction of stilling tank, pump house and laying of conveyance pipes to farmers’ fields. The cost norms as applicable for on farm development works are also applicable for such works. Ministry of Agriculture has launched a Centrally Sponsored Programme on micro irrigation (MI) in January, 2006 under which assistance is provided to all categories of farmers @ 50% of the cost of drip and sprinkler system and @ 75% of the cost of demonstration. There is no statutory provision for making it obligatory.”

2.23 The Task Force on Micro Irrigation constituted by the Government of India has assessed a potential of 69 mha. (27 mha under drip and 42 mha under sprinkler) to be achieved under micro irrigation. As per information furnished by the Ministry of

Agriculture, about 17.69 lakh ha. has been (i.e. 2.5% of potential area) achieved under micro-irrigation in the country. When asked about the target fixed to increase the area under micro irrigation, the Ministry of Water Resources in reply stated that as per the information furnished by the Ministry of Agriculture, the target for XI Plan period under micro irrigation is 28 lakh ha. (2.8 mha)

2.24 To a query of the Committee about any other suggestions of the task force and response of the Government thereto, the Ministry replied:

“Some main recommendations of the Task Force are – Micro irrigation to be promoted in a holistic manner, assistance for MI to be viewed as an investment for infrastructure support, MI to be made compulsory for new projects, no tax to be levied on MI system and adequate post-installation maintenance and extension services to be provided.. Ministry of Agriculture has launched Centrally Sponsored Programme on Micro-irrigation on the recommendation of the Task Force.”

Convergence

2.25 The subject of water is presently being dealt with at the Centre by a number of Ministries/Departments as could be seen from the subsequent paragraph. The linkages of water with other sectors are many. Water availability and quality impact on social, human development and economic activities. Effective coordination among different Ministries and convergence of programmes is essential. Suitable institutional arrangements would be made in the Eleventh Plan in this regard.

2.26 When asked to give details of the steps taken in this regard by the MoWR, the Ministry in written reply stated as follows:

“The Plan Document adopted by the National Development Council during its 50th meeting held on 21st December 2002 duly emphasized the need for proper coordination among the various Ministries dealing with the subject of water. A suggestion was made for single administrative ministry for water and to begin with, setting up of a National Water Resources Programme Coordination Committee under the chairmanship of Member (Agriculture and Water resources), Planning Commission..... This has since been reviewed by the Planning Commission. Keeping in view the responsibilities already vested with the Ministry of Water Resources and inter-Ministerial coordination machineries already in position, the Planning Commission is of the view that the existing administrative arrangements in regard to the water sector need not be disturbed for the present. In this regard it may, however, be mentioned that at the policy formulation level, the National Water Resources Council representing all the concerned Ministries and States has been set up in 1983 under the Prime Minister. Further, Ministry of Water Resources has a Technical Advisory Committee on Irrigation, Flood Control & Multipurpose Projects headed by the Secretary, Ministry of Water Resources. The Committee *inter alia* includes Secretary, Department of Expenditure, Ministry of Finance, Secretary, Ministry of Power, Secretary, Ministry of Environment & Forests, Secretary, Ministry of Tribal Affairs, Secretary, Department of Agriculture & Cooperation, Director General, Indian Council of Agricultural Research, Chairman, Central Electricity Authority, Principal Advisor (WR), Planning Commission and Principal Advisor (Power), Planning Commission.”

2.27 The Plan Document identified the various Ministries and the subjects related to water dealt with by such Ministries as under:

S.No.	Ministry / Department	Subject dealt with
i.	Water Resources	Irrigation, command area development, flood control, ground water.
ii.	Rural Development	Rural drinking water supply and rural sanitation, watershed programmes.
iii.	Urban Development	Urban drinking water and urban sanitation.
iv.	Environment	Pollution control

v.	Power	Hydropower
vi.	Shipping	Inland navigation
vii.	Planning Commission	Allocation of Plan funds for various sectors and investment clearance.

In addition, other Ministries which also deal with some aspects of water include:

(a) Ministry of Agriculture, (b) Ministry of Earth Sciences, (c) Ministry of Science and Technology, (d) Ministry of Mines, and (d) Ministry of Commerce & Industry. Further, the Ministry of Finance is also actively associated with financing aspects of water resources projects like AIBP.

River Basin Organisation/Authority

2.28 During the XIth Plan process was to be initiated for selection of potential basins where River Basin Organizations (RBOs) can be created in consultation with co-basin States. These RBOs are planned to be established by the MoWR. Ministry of Water Resources has proposed to establish two RBOs for river basins namely Mahanadi and Godavari, during XI Plan under River Boards Act, 1956. The main purpose of creation of RBOs is:

- a) Preparation of the comprehensive and integrated basin plan for sustainable development of available resources to derive optimum benefits; and
- b) Integrated management of Water Resources with active participation of the stake holders.

2.29 When asked as to what functions would these RBOs be going to undertake, the Ministry informed as follows :

“The main functions of the proposed RBOs are :

- a) advising the concerned Govts on matters concerning regulation, development and optimum utilisation of water of water resources for irrigation, water supply, drainage, development of HE power, flood control etc., with a view to resolve the conflicts among party states for the above.
- b) The RBOs may prepare scheme including multipurpose scheme in the concerned river basin and thereafter allocate the cost of execution of the scheme etc. among co basin states. “

2.30 The Committee desired to know whether these RBOs will be given power to settle the inter-State disputes under the particular river basin and by what time these RBOs are likely to be established. The Ministry furnished in its reply as follows.

“The water sharing amongst the co-basin states would continue to be decided through inter-state agreements between the co-basin states or on the basis of awards of the Tribunals set up under Inter-State Water Disputes Act. However, RBOs can provide a platform for discussion among co-basin states for arriving at consensus on interstate issues.

As per the 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. The matter is being pursued with the states. Their establishment would depend upon consensus and cooperation of the concerned states.”

Dam Safety Legislation

2.31 Dams require constant management and monitoring. To establish an institutional system to maintain and regularly monitor the safety of dams, legislation is required to be made. According to the Ministry of Water Resources there is a proposal to enact a legislation for safety of dams in the country. As regards its present status, the Ministry informed that the proposed Dam Safety Bill, 2010 is under finalization in consultation with the Ministry of Law and Justice. The introduction of the proposed “Dam Safety Bill, 2010” has been included in the list of Government Business expected to be taken up during the Fourth Session of Fifteenth Lok Sabha. The Ministry of Water Resources is making efforts for seeking the approval of competent authority for introduction of the Bill during the current session of Parliament.

2.32 When asked whether some of the State Governments have also requested the Centre for drafting of such a legislation, the Ministry informed as follows:

“The Andhra Pradesh Legislative Assembly adopted a Resolution on the 24th March, 2007 that the Dam Safety legislation should be regulated in the State of Andhra Pradesh by an Act of Parliament. The West Bengal Legislative Assembly also passed a Resolution on the 24th July, 2007 empowering the Parliament to pass the necessary Dam Safety Act. Therefore, as per article 252 of the Constitution of India, Ministry of Water Resources has proposed to bring a legislation on dam safety (Dam Safety Bill, 2010), which will provide for proper surveillance, inspection and maintenance of dam of certain parameters to ensure their safe functioning and for matters connected therewith or incidental thereto. The legislation on dam safety would help the States in adopting uniform dam safety procedures. Initially, the Bill shall apply in the first instance to the States of Andhra Pradesh and West Bengal and to all the Union Territories. Further, as per Article 252 of the Constitution of India, the proposed Act shall also apply to other States in which

resolution to that effect is passed by all the Houses of the Legislatures of those States, subsequently.”

Establishment

2.33 The Ministry of Water Resources is headed by the Union Minister of Water Resources with a Minister of State for Water Resources. There are 12 Wings in the Ministry, namely, Administration, Coordination, Integrated Finance & Accounts, Policy & Planning, Projects, Brahmaputra & Barak, Ganga, Indus, Command Area Development & Water Management, Ground Water, Minor Irrigation, Statistics and External Assistance. The total sanctioned staff strength of the Ministry is 430 as on March 2010. As per budget 2010-11 its establishment cost is Rs.27.51 crore.

2.34 The Committee desired to know whether the staff strength is sufficient for smooth conduct of the various activities of the Ministry of Water Resources. The Ministry in their reply stated as under :

“The present staff strength is not sufficient for the smooth functioning of the various activities of the Ministry of Water Resources, as over a period of time, on the one hand the sanctioned posts have been abolished due to various reasons like, abolition of 2/3rd of direct recruitment vacancies every year since 16.5.2001 till 31.3.2009 under the Annual Direct Recruitment Plan of the Ministry of Finance, and on the other hand new activities have been assigned to the Ministry. Efforts have, however, been made to augment the staff strength by revival of posts gone under deemed abolition. In addition, a few new posts have also been created after actively pursuing Ministry of Finance.”

Audit Paragraphs

2.35 The Ministry of Water Resources furnished the status of a number of pending Audit Paragraphs. It has been noticed that replies to a number of Audit Paras for the

year 2007-08 and 2008-09 are still at the stage of preparation of draft Action Taken Notes. When the Committee asked as to why it takes so long to give replies to Audit paras which is supposed to be submitted in a time bound manner, the Ministry in a written reply submitted :

- “(a) First of all it is stated that these outstanding Audit Paras of C&AG Reports are monitored regularly and constantly at the highest level by Joint Secretary and Financial Adviser (JS&FA) and the Secretary to the Government of India under Ministry of Water Resources.
- (b) The process of final settlement of each para is very time consuming. Piecemeal settlement of individual parts is not permitted and all parts of the para are directed to be consolidated in one go, and only then it can be put up for settlement by C&AG.
- (c) The offices of this Ministry including attached and sub-ordinate offices, autonomous organizations and statutory bodies under the Ministry are located far and wide in different parts of the country and the controlling officers of these offices are also not located at the Head Quarter (New Delhi) and this delays at times, the timely receipt of reference from the field formations.”

2.36 The Committee was also informed that except a part of Para No. 8.27 to 8.39 (Only 8.32 to 8.36) of Report No. 1 of 2004, and of 2008 (the latest report) all the paragraphs of previous years have been settled.

Utilisation Certificates

2.37 The Committee note that 43 and 21 Utilisation Certificates (as on 31.12.2009) worth Rs.2.22 crore and Rs.38.38 crore from 65 Institutions/Autonomous Bodies and State Governments respectively were outstanding in respect of Grants released upto

31.3.2007. Out of which 22 UCs received involving Rs.2.18 crore, 42 UCs still outstanding involving Rs.38.42 crore of which Rs.36.79 crore belong to State Governments under Command Area Development Scheme.

2.38 When asked about the reason for the Utilisation Certificates remaining outstanding particularly from State Governments under CAD Scheme, the Ministry informed that low allocation in the State Budget for CADWM Programme is mainly responsible for non utilization of central assistance and consequent delay in submission of UCs. Pending UCs are mainly related to ongoing projects.

2.39 With a view to minimize the pendency of UCs, the Ministry explained further :

“State Governments are being periodically emphasized upon to accelerate the pace of implementation so as to utilize the unspent central assistance. In addition, officers of the Ministry of Water Resources also visit States to review the progress and expedite the pending UCs. In the annual review meetings of State Principal Secretaries/Secretaries the issue relating to submission of pending UCs is also discussed.”

Budgetary Allocation

2.40 The Committee note that the budget provision in the Demands for Grants of the MoWR for the year 2010-11 is Rs.1,131.52 crore. This excludes the funds earmarked for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources Programmes which are directly released by the Ministry of Finance under Centrally Assisted Programme. There is an increase of Rs.100 crore (14.04%) in the Plan side in comparison to Budget Estimate 2009-10. The Demand

shows an overall increase of Rs.101.98 crore (9.01%) over the corresponding figure of BE 2009-10. The Plan allocation was reduced from Rs.612.00 to Rs.552.00 crore at RE 2009-10 stage, i.e. a decrease of 9.95%, whereas the Non-Plan expenditure was raised by 8.94%, i.e. from Rs.417.54 crore to Rs.458.55 crore, which consists of Revenue Section of Rs.455.39 crore and Capital Section of Rs.3.16 crore. According to the Ministry, the allocations for the year 2010-11 are considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. The increase of Rs.100 crores for Central Sector Scheme is mainly due to increase in the allocation for the schemes of 'Ground Water Management and Regulation', 'Hydrology Project', 'Investigation of Water Resources Development Schemes', 'Farraka Barrage Project', 'Flood Forecasting', 'Infrastructure Development' and 'Rajiv Gandhi National Ground Water Training and Research Institute'. The reductions in the allocation at RE stage have been made mainly in respect of Hydrology Project, Research and Development, Flood Forecasting, River Management & Works in Border Areas due to delay in procurement of equipment, delay in taking up morphological studies, delay in finalization of award of works related to installation of telemetry system. The Committee note that the reasons attributed by the Ministry for reduction in allocation at RE stage, far from plausible, reflect poor budgeting, lack of foresightedness, lack of proper Central control and monitoring on the part of the Ministry. They, therefore, desire the Ministry to evolve a rational and sound

system of budgeting so that there is no reduction in allocations at the RE stage in future. Needless to say, reduction in allocation at the RE stage, is prima facie, indicative of poor planning, lack of monitoring and poor control by the Ministry over field offices / attached / subordinate offices / institutes.

2.41 The Committee note that during the year 2008-09 the actual expenditure was less than the Budget estimates as the Ministry incurred expenditure of Rs.830 crore against BE of Rs.906 crore. The Committee further note that the expenditure was erratically distributed during all the quarters of 2009-10. They, therefore, desire the Ministry to incur expenditure strictly according to the directions of the Ministry of Finance so as to avoid March rush of expenditure. It is, therefore, imperative that the Ministry watch and monitor the flow of expenditure throughout the year so as to ensure strict scrutiny before the release of funds.

Spill over Projects in Eleventh Plan

2.42 The Committee note that the number of spill over projects into the Eleventh Five Year Plan works out to 477 including 166 major 222 medium and 89 ERM projects. Some of these projects have been under execution from as back as the Second Five Year Plan, i.e. to say from the year 1956-57. About 63% of the above 477 projects are unapproved and are ineligible for Central assistance. Also, 309 new projects including 78 major, 145 medium and 86 ERM were proposed to be taken up during the XI Plan. Though detailed information about completion of all

the ongoing projects and delay of new projects during XI Plan has not been made available by the State Governments, as per updated information available on AIBP, 37 major/medium/ERM projects have been reported as completed during XI Plan till March 2010 and 10 new projects have been taken up under the AIBP. Further, the Committee observe that delay in implementation of irrigation projects occurs due to various reasons such as resource crunch with the States, land acquisition problems, resettlement and rehabilitation problems, contractual problems, litigation, delay in execution of work by other agencies such as railway or highway, etc. The Committee are unhappy to note that due to delay in completion of projects, notwithstanding the reasons these usually spill over to next plan. The Committee desire that MoWR should take concrete steps so that spilled over projects, particularly of the distant past five year plans, are completed during the Eleventh Plan period itself.

Micro Irrigation

2.43 The Committee note that the Eleventh Plan document provides that while sanctioning new irrigation projects, it would be made obligatory for the project authorities to implement micro irrigation in at least 10% of the command area as micro-irrigation has the potential to transform Indian agriculture. Under the scheme of Command Area Development and Water Management (CADWM) Programme approved for the XI Plan period, a provision has been made to provide financial assistance to the states for development of infrastructure to facilitate

use of sprinkler and drip irrigation system as an alternative to construction of field channels. The assistance is admissible for construction of stilling tank, pump house and laying of conveyance pipes to farmers' fields. However, there is no statutory provision for making it obligatory. The Task Force on Micro Irrigation constituted by the Government of India has assessed a potential of 69 mha. (27 mha under drip and 42 mha under sprinkler) to be achieved under micro irrigation. The target for XI Plan period under micro irrigation is 28 lakh ha. (2.8 mha). The Committee note that so far only about 1.7 mha (about 2.5% of potential area) has been achieved which is a small fraction of micro irrigation potential. The Committee, therefore, recommend that while sanctioning new projects, it should be made obligatory for the project authorities to implement micro irrigation in atleast 10% of the command area. They also desire that a time bound programme be chalked out to achieve the targets fixed for 11th Plan. The Committee may also be apprised of the action taken by the Government to implement the recommendations of the Task Force on Micro Irrigation.

Convergence

2.44 The Committee observe that the subject of water is presently being dealt at the Centre by a number of Ministries/Departments. In such a situation where jurisdictions which generally overlap, effective coordination among different ministries and convergence of programmes becomes quite essential. The Committee note that a suggestion was made by the National Development Council

in 2002 for a single administrative Ministry for water and to begin with, setting up of a National Water Resources Programme Coordination Committee under the chairmanship of Member (Agriculture and Water resources), Planning Commission. It has also been brought to the notice of the Committee that keeping in view the responsibilities vested with the Ministry of Water Resources and inter-Ministerial coordination machineries already in position, the Planning Commission is of the view that the existing administrative arrangements in regard to the water sector need not be disturbed for the present. National Water Resources Council representing all the concerned Ministries and States was set up in 1983 under the Prime Minister. Ministry of Water Resources looks after a Technical Advisory Committee on Irrigation, Flood Control & Multipurpose Projects headed by the Secretary, Ministry of Water Resources. The Committee believes that keeping in view the role of various Ministries/Departments in dealing with water, effective coordination among different Ministries is absolutely essential to avoid delay in the projects requiring assistance from other Ministries/Departments. The Committee, therefore, desire that a sound mechanism be evolved on priority for effective and purposive coordination among all the concerned Ministries dealing with water. All information relating to water depletion, water flow, contamination of surface water and ground water across the country or matters connected therewith be compiled, collated and developed and put under a suitable template for easy access of all.

River Basin Organisation/Authority

2.45 The Committee note that the Ministry of Water Resources proposes to establish two River Basin Organisations (RBOs) for Mahanadi and Godavari river basins during XI Plan under River Boards Act, 1956. The main purpose of creation of RBOs is preparation of the comprehensive and integrated basin plan for sustainable development of available resources to derive optimum benefits and Integrated management of Water Resources with active participation of the stake holders. These RBOs can also provide a platform for discussion among co-basin States for arriving at consensus on interstate issues. As per the 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. The Committee appreciate the efforts of the Ministry and desire that the matter be pursued vigorously and conclusively at appropriate levels with the concerned State Governments. Action needs to be initiated for such RBOs for other river basins as well so that solution of many water disputes among the co-basin States could be resolved amicably and swiftly. They are of the considered view that efficacious functioning of RBOs will obviate the need for formation of new Water Disputes Tribunals.

Dam Safety Legislation

2.46 The Committee note that Dams require constant management and monitoring and to establish an institutional system to maintain and regularly

monitor the safety of dams, legislation is required to be made. The Andhra Pradesh Legislative Assembly and the West Bengal Legislative Assembly have passed Resolutions empowering the Parliament to pass the necessary Dam Safety Act. The legislation on dam safety would help the States in adopting uniform dam safety norms. Such statutory dam safety norms will provide for proper surveillance, inspection and maintenance of dams of certain parameters to ensure their safe functioning. According to the Ministry, the proposed Dam Safety Bill, 2010 is under finalization in consultation with the Ministry of Law & Justice and is expected to be taken up during the Fourth Session of 15th Lok Sabha. The Committee, therefore, desire that the said Dam Safety Legislation be introduced expeditiously in Parliament within the stipulated time.

Establishment

2.47 The Committee note that there are 12 Wings in the Ministry. According to the MoWR the present staff strength is not sufficient for the smooth functioning of the various activities of the Ministry, as over a period of time, on the one hand the sanctioned posts have been abolished due to various reasons, like abolition of 2/3rd of direct recruitment vacancies every year since 16.5.2001 till 31.3.2009 under the Annual Direct Recruitment Plan of the Ministry of Finance, and on the other hand new activities have been assigned to the Ministry. According to the Ministry, efforts have been made to augment the staff strength by revival of posts gone under deemed abolition though a few new posts have also been created.

The Committee, therefore, reiterate that the Ministry should pursue vigorously with the Ministry of Finance for revival of some posts gone under deemed abolition and which are crucial for smooth functioning of the Ministry particularly on technical side which constitutes the backbone of the activities of the Ministry of Water Resources. The Ministry of Water Resources should also conduct a fresh review of staff strength to ascertain the actual requirement of the staff and officers in its various wings and offices and the bodies under it considering the importance of its expanding mandate.

Audit Paragraphs

2.48 The Committee note that replies to several Audit Paras for the year 2007-08 and 2008-09 are still at the stage of preparation of draft Action Taken Notes. They were apprised that the process of final settlement of each para is very time consuming and piecemeal settlement of individual para is not permitted. However, they are unable to accept the explanation of the Ministry of Water Resources that since the offices of the Ministry including attached and subordinate offices, autonomous organizations and statutory bodies are located far and across the country and therefore, collection of information from the controlling officers causes delay. The explanation sounds hollow and baseless considering the lead taken by India in IT application. Further, the Committee would like to caution the Ministry that wilful delay in furnishing explanation to the Audit or any sign of non cooperation gives misgivings and only adds to suspicion

and mistrust. They hope that the Ministry would take appropriate measures to computerize the functioning of its offices including field formations for speedy exchange of communication and would also take suitable steps to settle the audit findings/observations expeditiously.

Utilisation Certificates

2.49 The Committee note that 43 and 21 Utilisation Certificates (as on 31.12.2009) worth Rs.2.22 crore and Rs.38.38 crore from 65 Institutions/Autonomous Bodies and State Governments respectively were outstanding in respect of Grants released upto 31 March 2007. Out of 42 UCs outstanding involving Rs.38.42 crore, of which Rs.36.79 crore belong to State Governments under Command Area Development Scheme. Low allocation in the State Budget for CADWM Programme is mainly responsible for non utilization of central assistance and consequent delay in submission of UCs. Further, according to the explanation furnished to the Committee, State Governments are being periodically emphasized upon to accelerate the pace of implementation so as to utilize the unspent Central assistance. In addition, officers of the Ministry of Water Resources also visit the States to review the progress and expedite the submission of pending UCs. In order to overcome such a distressing situation, the Committee desire that while funds are released to States, MoWR should also put conditions for timely submission of UCs like imposition of penalty where States fail to submit utilization certificates in time. They are confident that such

or similar innovative measures can certainly be devised by the Ministry to contain the pendency of UCs.

CHAPTER –III

MAJOR AND MEDIUM IRRIGATION

3.1 The planning, formulation and execution of all Major and Medium Irrigation (MMI) Projects are carried out by the concerned State Governments and the required funds are allocated out of their State Plan. The Ministry of Water Resources plays a pivotal role by providing technical know-how to the State Governments through its subsidiary organizations and statutory bodies like Central Water Commission (CWC), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Water Development Agency (NWDA), etc.

3.2 The Budget allocations (Plan and Non-Plan) for Major and Medium Irrigation (MMI) are as under :-

(Rs. in crore)

Name of the Scheme	BE 2009-10		RE 2009-10		BE 2010-11	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Major and Medium Irrigation	219.20	183.51	189.20	199.38	251.00	176.26

3.3 The Budget allocation (Plan) for Major and Medium Irrigation for the year 2009-10 which was earmarked at Rs.219.20 crore was reduced to Rs.189.20 crore at the Revised Estimates stage, i.e. reduction of Rs. 30 crore. According to the information submitted by the Ministry the reduction in the allocations at RE stage under Major and

Medium Irrigation (MMI) sector is in respect of two schemes namely, “Hydrology Project” for non-procurement of equipments and “Research and Development” due to delay in taking up morphological studies. It is further stated 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 years of the XI Plan.

3.4 The increase in the allocation for MMI sector by Rs.31.80 crore in 2010-11 is primarily in respect of two schemes, namely “Hydrology Project” for procurement of equipments and “Infrastructure Development” to undertake work relating to office building for CWC and CGWB. The allocation is considered sufficient to meet the identified target in respect of various schemes.

3.5 The Committee desired to know about the targets fixed for creation of irrigation potential and its utilisation under MMI for the 10th Plan and achievement thereof. The Committee was informed as follows :

“The target for creation of irrigation potential through major and medium irrigation projects during X Plan was 9.936 million hectares which was revised to 6.5 million hectares during Mid-Term Appraisal of X Plan. The State Governments have reported creation of irrigation potential of 5.30 million hectares through major and medium irrigation projects during X Plan.”

3.6 The Committee asked whether the target for creation of irrigation potential has been revised during Mid Term Appraisal of the XI Plan. The Ministry in their post evidence reply stated as under :

“Creation of irrigation potential of 16 million hectare has been targeted during XI Plan – 9 million hectare through major and medium irrigation projects and 7 million hectare through minor irrigation projects. However, the achievements in

respect of creation of irrigation potential during the first two years have been found to be relatively lesser. Against the anticipated annual rate of creation of irrigation potential of about 3.2 million hectare, the average of creation of irrigation potential during first two years has been found to be about 1.83 million hectare per year. The details are given below :

XI Plan Target and Achievements in Irrigation Sector

(in million hectares)

Description	XI Plan Target	Achievement		Target for 2009-10	Percentage achievement	Proposed Revised Target
		2007-08	2008-09			
Major & Medium Irrigation	9.00	0.84	1.02	0.90	31%	5.00

Incidentally, the first two years of the XI Plan period, i.e. 2007-08 and 2008-09 also coincided with the last two years of 'Bharat Nirman' for which the target of creation of irrigation potential of 10.00 million hectare in 4 years was envisaged. Creation of irrigation potential of 7.30 million hectares has been reported during the four years of 'Bharat Nirman' period, i.e., from 2005-06 to 2008-09. Keeping in view the existing pace of creation of irrigation potential, it is expected that about 5.85 million hectare of additional irrigation potential could be created during the next three years i.e. 2009-10 to 2011-12. Thus the reduction in the target of creation of irrigation potential is inevitable. Creation of irrigation potential of about 9.5 million hectare during XI Plan could be anticipated. However, there is need for pursuing the matter vigorously and ensuring that necessary resources are made available by the State governments to achieve the targets."

3.7 The Committee were further informed that while formulating XI Plan, Working Group on Water Resources has assessed creation of 42.277 Mha of irrigation potential till the end of X Plan, out of 58.465 Mha of ultimate irrigation potential through major and medium irrigation sector.

Unapproved Projects

3.8 As per Eleventh Plan document the schemes under Plan sector require formal investment clearance from the Planning Commission before execution. Accordingly, major schemes are scrutinized for techno-economic feasibility, inter-state and international aspects, ecology and environmental aspects, and rehabilitation aspects by the concerned Central Ministries. Recommendations of various expert agencies are then considered by the Advisory Committee of the MoWR. Thereafter the proposal is considered by the Planning Commission for investment clearance. In case of MMI projects the State Planning Boards are empowered to clear the proposals if inter-state issues are not involved. In spite of well-defined policy and guidelines in place, a large number of major and medium projects have been under execution without investment clearance from Planning Commission. The unapproved projects in the Tenth Plan comprising 90 major, 136 medium, and 74 ERM projects are likely to spill over into the Eleventh Five Year Plan. Expenditure likely to be incurred on these projects up to the Tenth Plan was about Rs.41,128 crore.

3.9 The Committee desired to know the number of unapproved projects which were carried over into XI Plan. The Ministry informed that out of 477 spilled over projects, 300 projects (90major, 136 Medium and 74 ERM) were unapproved. However, out of 553 projects ongoing in XI Plan, 290 projects are unapproved including 75 major 136 medium and 79 ERM.

3.10 The Committee were keen to know the estimated expenditure likely to be incurred on completion of these unapproved projects. The Ministry informed that these unapproved projects are estimated to cost Rs.9,3670 crore, and Rs.31,783 crore have been spent till X Plan by the States out of their own resources.

3.11 When Committee asked the Ministry as to what efforts were made by Government of India to get these projects approved and what was the outcome thereof, the Ministry in a written reply stated as follows:

“As per the information available, in CWC 184 projects are under various stages of appraisal including 61 projects accepted by the Advisory Committee of MoWR conditionally or otherwise awaiting investment clearance from the Planning Commission.”

Development of Water Resources Information System

3.12 The management of Water Resources is a highly complex task that involves multidisciplinary domains including data acquisition, numerical modelling, optimisation, data warehousing, and the analysis of socio-economic, environmental and legal issues. The Scheme was approved in June 2008 for implementation during the XI Plan with the total outlay of Rs.234.30 crore. The Budget allocation (Plan) under Development of Water Resources Information System (DWRIS) has been earmarked at Rs.66.00 crore for the year 2010-11 which is Rs.4.00 crore less as compared to BE 2009-10.

3.13 The Committee desired to know the objectives of the DWRI System and to what extent these objectives have been achieved. The Ministry in their written reply submitted as under :

“The objective of the scheme is to develop information system for water resources. The input for the system will emanate from the ongoing activities of the Ministry of Water Resources and various organizations under it. Related information would also be gathered from the concerned State and Central agencies and included in the system. Except for the information of classified nature, all the processed information will be made available to all users through a web enabled system.”

3.14 The Ministry further explained the main activities of the scheme as under :

“Two main activities under the scheme are (i) Data Bank and Online Information System, and (ii) Creation of Watershed Maps and Geographic Information System. Activities related to collection of hydrological data including water quality data & assessment of water quality, collection of data in respect of minor irrigation through minor irrigation census, strengthening of monitoring unit in CWC including online monitoring of AIBP assisted projects etc. are also supported under the scheme. The works related to studies for assessment of irrigation potential by remote sensing technique are also undertaken under the scheme.

Website of India WRIS has been launched during 2009. Development of Water Resources Information System (WRIS) by Indian Space Research Organization, Department of Space is under progress. In respect of minor irrigation census, 99.4% field work has been reported as completed. About 86.7% of the works related to data entry has also been completed. All other activities related to hydrological observation etc. are continuing satisfactorily.”

3.15 According to information furnished by the Ministry, reports of 52 projects received from NRSA Hyderabad on the remote sensing monitoring of AIBP assisted major and medium irrigation projects. The Committee asked the Ministry about the findings of the reports and action taken by Government on the same. The Ministry informed as under :

“The reports have been analyzed in details and the analysis of the results in respect of 52 AIBP assisted projects indicated that the variations between the figures of irrigation potential creation as reported by the respective State Governments and that assessed by the remote sensing data were within $\pm 15\%$

in respect of 30 projects. However, in other cases the variations were relatively higher. The monitoring of projects through remote sensing also helped in identifying the specific reasons for non-creation of irrigation potential and also in identifying the specific location where the works remained incomplete resulting in non-utilization of created facilities. The findings of the studies have been conveyed to respective State Governments for necessary action.”

3.16 The planning, formulation and execution of all Major and Medium Irrigation (MMI) Projects are carried out by the concerned State Governments and the required funds are allocated in their State Plan. The Budget allocation (Plan) of Rs.219.20 crore for Major and Medium Irrigation for the year 2009-10 was reduced to Rs.189.20 crore, i.e. reduction of Rs. 30 crore at the Revised Estimates stage. The reduction in the allocations at RE stage is in respect of two schemes namely, “Hydrology Project” for non-procurement of equipment and “Research and Development” due to delay in taking up morphological studies. According to Ministry 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 years of the XI Plan. The Committee feel that if proper planning had been done in advance and conscientious efforts made to acquire the needed equipments and to conduct the morphological studies well in time, reduction in the Budget estimates could have been avoided. The Committee, therefore, recommend that Ministry of Water Resources formulate their Budget estimates meticulously and also exercise effective superintendence, direction and control over its various offices/institutes since they are all accountable to

Parliament through the Ministry. The Committee would also like a detailed review by the Government of the research institutes/bodies under the Ministry to be placed before them in due course.

3.17 The Committee note that the target for creation of irrigation potential through major and medium irrigation projects during X Plan was 9.936 mha which was reduced to 6.5 mha during Mid-Term Appraisal of X Plan. The reported creation of irrigation potential was 5.30 mha through major and medium irrigation projects during X Plan as against the target of 9.936 mha. The target for creation of irrigation potential through major and medium projects during XI Plan is 9.0 mha. The total irrigation potential of 1.86 mha has been created during the first two years of XI Plan i.e. during 2007-08 and 2008-09. At mid term appraisal of the XI Plan the target has since been revised to 5.00 mha. The Committee are anguished to note that targets were reduced in Tenth Plan and even those reduced targets could not be achieved. The same pattern is also seen in the XI Plan as the figures of reference at 2 years and mid term appraisal of scheme indicate that only 1.86 mha irrigation potential has been created thus far. With this snail's pace, the much reduced target of 5.00 mha prima facie appears to be unachievable. The Committee are, therefore, of the considered view that something has gone awry with the plan target formulation process and the Ministry must, therefore, reflect deeply to devise suitable measures to achieve the target fixed so as to avoid cost and time overrun.

Unapproved Projects

3.18 The Committee observe that Schemes under Plan Sector require investment clearance from Planning Commission for which there is an established procedure. In cases of MMI projects, the State Planning Boards are empowered to clear the proposals if inter-State issues are not involved. In spite of well-defined policy and guidelines in place, a large number of major and medium projects have been under execution without investment clearance from Planning Commission. The unapproved projects aggregate 300 in the Tenth Plan, comprising 90 major, 136 medium, and 74 ERM projects, were likely to spill over to the Eleventh Five Year Plan. Expenditure estimated to be incurred on these projects up to the Tenth Plan is about Rs.41128 crore. However, out of 553 projects ongoing in XI Plan, 290 projects are unapproved including 75 major 136 medium and 79 ERM which are estimated to cost Rs.93670, to be funded out of their own resources to the States. As a result of efforts made by the Government of India, 184 projects are under various stages of appraisal by CWC including 61 projects accepted by the Advisory Committee of MoWR conditionally or otherwise awaiting investment clearance from the Planning Commission. The Committee desire that while considering to bring the unapproved projects under the category of approved projects, Ministry of Water Resources should impress upon the State Governments to accord first priority to such unapproved projects at various stages of completion for getting regularised instead of sending new proposals.

Development of Water Resources Information System (WRIS)

3.19 The Committee note that the management of Water Resources is a highly complex task that involves multi-disciplinary domains including data acquisition, numerical modelling, optimisation, data warehousing, and the analysis of socio-economic, environmental and legal issues. The development of Water Resources Information System (WRIS) was approved in June 2008 for implementation during the XI Plan with the total outlay of Rs.234.30 crore. The Budget allocation (Plan) has been earmarked at Rs.66.00 crore for the year 2010-11 which is Rs.4.00 crore less as compared to BE 2009-10. The objective of the scheme is to develop information system for water resources. All the processed information will be made available to all users through a web enabled system. Two main activities under the scheme are (i) Data Bank and Online Information System, and (ii) Creation of Watershed Maps and Geographic Information System. The works related to studies for assessment of irrigation potential by remote sensing technique are also undertaken under the scheme. The website of India WRIS has been launched during 2009. The Development of WRIS by Indian Space Research Organization is under progress. In respect of minor irrigation census, 99.4% field work has been reported as completed. About 86.7% of the works related to data entry has also been completed. At this stage the Committee hope that development of WRIS will be taken up at a faster pace so that the information

uploaded becomes available and utilized for various studies, research and to help evaluate various schemes.

3.20 The Committee further note that reports of 52 projects have been received from NRSA Hyderabad on the remote sensing monitoring of AIBP assisted major and medium irrigation projects. The reports have been analyzed and the analysis of the results indicated that the variations between the figures of irrigation potential creation as reported by the respective State Governments and that assessed by the remote sensing data were within $\pm 15\%$ in respect of 30 projects. However, in other cases the variations were relatively higher. The monitoring of projects through remote sensing also helped in identifying the specific reasons for non-creation of irrigation potential and also in identifying the specific location where the works remained incomplete resulting in non-utilization of created facilities. According to the Ministry, the findings of the studies have been conveyed to respective State Governments for necessary action. The Committee is happy to note that reports of NRSA, Hyderabad is proving as a major help in finding the status/lacuna in the implementation of projects. The Committee hope that the good work will continue with greater vigour so as to expand its reach. The Committee would like to be apprised of the response of various States to whom project reports and findings have been conveyed. They also desire that services of NRSA should be extended to other activities of water resource

availability, conservation, depletion and development particularly the ground water.

CHAPTER –IV

MINOR IRRIGATION

4.1 Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectares 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 and some others have been merged in a new scheme. The detailed Budget allocations for Minor Irrigation during the year 2009-10 and 2010-11 are given as under:

(Rs. in crore)

Name of Scheme	BE 2009-10		RE 2009-10		BE 2010-11	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non- Plan
Minor Irrigation	74.00	94.99	74.00	111.27	116.50	98.31

4.2 The Budget Allocation (Plan) for Minor Irrigation Scheme during 2010-11 is earmarked at Rs.116.50 crore which is Rs.42.50 crore more as compared to previous Financial Year 2009-10. The schemes covered under Minor Irrigation are Ground Water Management and Regulation, Rajiv Gandhi National Training and Research Institute for Ground Water, Infrastructure Development. The reasons for increased allocation for the FY 2010-11 as informed by the Ministry are enhanced activities for work in respect of rain water harvesting and artificial recharge of ground water, work of office building of CWC and for training of officers of State Governments and CGWB in India and abroad.

4.3 In reply to a query of the Committee regarding creation of irrigation potential and its utilization through minor irrigation schemes, the Ministry stated that the target for creation of irrigation potential through Minor Irrigation Schemes, the revised target, the irrigation potential created as reported by States and the irrigation potential utilized during X Plan as reported by States are as under:

Description	Irrigation Potential in million hectares.
a. Target for irrigation potential creation through Minor Irrigation Schemes during X Plan	6.807
b. Revised target for irrigation potential creation through Minor Irrigation Schemes during X Plan (at Mid-Term Appraisal Stage)	4.00
c. Irrigation Potential created during X Plan through Minor Irrigation Schemes	3.52
d. Irrigation Potential utilized during X Plan through Minor Irrigation Schemes	2.82

No target was fixed for utilization of irrigation potential.

4.4. The target for creation of irrigation potential through Minor Irrigation Scheme during XI Plan is 7 million hectare and the achievement, as reported by the respective State Governments during the first two years of XI Plan, i.e. during 2007-08 and 2008-09 has been 1.79 Million hectare. No target for utilization of irrigation potential has been fixed.

Ground Water Management and Regulation

4.5 The Ground Water Management and Regulation has been allocated Rs.70.00 crore during 2009-10. The Budget Allocation (Plan) under Ground Water Management and Regulation, a new Scheme started in XI Plan with the merger of some Tenth Plan Scheme is given below:

(Rs. in crore)			
Name of Scheme	Budget Estimates 2009-10	Revised Estimates 2009-10	Budget Estimates 2010-11
Ground Water Management and Regulation	70.00	70.00	100.00

The expenditure of Rs.43.96 crore has been incurred till December 2009 out of Rs.70 crore earmarked for 2009-10. Enhancement in provisions in artificial recharge during the year 2010-11 will benefit by way of arresting decline in ground water levels.

4.6 The Scheme of Ground Water Management & Regulation (GWM&R) was launched at a cost of Rs. 460 crore for implementation by Central Ground Water Board during XI Plan. Demonstrative projects on Artificial Recharge to ground water and Rain Water Harvesting proposed to be taken up under Central Sector Scheme by CGWB, at an estimated cost of Rs. 100 crore with 100% funding by the Central Government.

4.7 The following works/activities are covered under Ground Water Management & Regulation scheme:

- Exploratory Drilling and delineation of ground water potential aquifers and determining their aquifer properties.
- Carrying out Ground Water Management studies
- Ground Water regime monitoring through observation wells
- Assessment of Ground Water resources in the country
- Artificial Recharge to ground Water and Rain Water Harvesting
- Regulation and Control of ground Water development through Central Ground Water Authority

4.8 When asked to comment on the number of States who have come forward with proposals under this Scheme, the Ministry informed that so far the State Level Technical Advisory Committees (SLTAC) of the States of Tamil Nadu, Andhra Pradesh, Kerala, Karnataka, Punjab, West Bengal, Mizoram, Himachal Pradesh, Madhya Pradesh, Uttar Pradesh and Orissa have forwarded the proposals to the CGWB for funding under 'demonstrative projects on artificial recharge' and 'rain water harvesting' components of the scheme of 'Ground Water Management and Regulation'. The proposal in respect of the remaining States are under preparation.

4.9 The CGWB have undertaken various activities for promotion of development and management of ground water in the country. Some of the main activities are :

- i. Implementation of various pilot schemes /demonstrative schemes /programmes during VIII, IX and X Plan on rainwater harvesting & artificial recharge with the objective of dissemination of technical know how to the State Government and other agencies for successful replication of the methodology elsewhere in the country under similar hydrogeological set up

- ii. Development of Web Enabled Ground Water Information System (WEGWIS) for dissemination of ground water related information which provides access to various thematic layers as well as the nationwide database on ground water level and water quality generated by CGWB. This initiative will help more effective sharing of information relating to ground water resource availability and water level trend with user groups, planners and administrators.
- iii. Organisation of mass awareness and training programmes by Central Ground Water Board (CGWB) on public awareness, water management, rain water harvesting and artificial recharge to ground water.

Other activities taken up by the Board in this regard include:-

- Release of booklets on strategies for wider dissemination of available information and know how to the user level.
- Organisation of National Ground Water Congress.
- Campaign organized on Doordharshan, All India Radio and in print media on water conservation.
- Participation in Festivals, Fairs, Expos and IITF with the theme of rain water harvesting and ground water recharge.

4.10 The Committee desired to know as to how many demonstrative structures have been constructed as well as those remained to be constructed for artificial recharge of ground water. The Ministry in their reply informed that during the XI Plan, a total of 794 Artificial Recharge Structures in 7 States have been proposed for funding from Central Sector Scheme of 'Ground Water Management and Regulation', out of which 121 AR structures are completed and remaining are under progress.

4.11 As the Eleventh Plan Document also emphasised on recharge of ground water and rain water harvesting, the Committee asked the Ministry as to what efforts are being made to make these schemes popular / mandatory in public so that adverse effects of over exploitation of ground water can be dealt with. The Ministry submitted as follows :

- Altogether 384 numbers of Mass awareness programme on various aspects of the ground water management, protection and regulation throughout the country and 299 Water management training programmes for capacity building of CGWB and other Central/State Government Organisations were organized to popularize Artificial Recharge and its need. Information related to awareness of public on Rain water harvesting, recharge and on ground water issues is prepared as pamphlets, brochures, booklets and posters for creating awareness amongst the people. Panchayats are involved time to time during Mass awareness programme organized in different states.
- Workshops on Ground Water Management, Ground Water Quality, Rainwater Harvesting and Ground Water Resource Estimation have been organised at various locations of the country.
- Identified target groups like Students, Teachers, Farmers, NGO's VO's and other stakeholders are made aware about ground water availability and demand of concerned blocks/Districts. Special emphasis is given on conservation and preservation of ground water resources.
- The information brochures are printed in local languages like Oriya, Bengali, Tamil, Telugu, Kannada, Marathi, Assamese etc. Some of them are sent for dissemination to locals during mass awareness programme."

4.12 The Committee note that Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectares individually. During XI Plan period many schemes under Minor Irrigation have been transferred to State Sector and some others have been merged in a new scheme. The Budget Allocation (Plan) for Minor Irrigation Scheme during 2010-11 is Rs.116.50 crore which is Rs.42.50 crore more as compared to the previous financial year in 2009-10. The schemes covered under Minor Irrigation are Ground Water Management and Regulation, Rajiv Gandhi National Training

and Research Institute for Ground Water and Infrastructure Development. The reasons for increased allocation for 2010-11, as submitted by the Ministry, are enhanced activities for work in respect of rain water harvesting and artificial recharge of ground water, work of office building of CWC and CGWB and for training of officers of State Governments in India and abroad. The Committee hope that the increased allocation of Rs.116.50 crore would be utilised fully in 2010-11. The Committee, however, desire that they may be apprised of the achievement under the schemes of rain water harvesting and artificial recharge of ground water during the first two years of the XI Plan.

4.13 The Committee note that the target for creation of irrigation potential through Minor Irrigation during X Plan was 6.807 mha which was revised to 4.00 mha at mid term appraisals and actual creation of potential was 3.52 mha and its utilization was 2.82 mha. The target for creation of irrigation potential through MI during XI Plan is 7 million hectare and the achievement, as reported by the respective State Governments during the first two years of XI Plan, i.e. during 2007-08 and 2008-09 has been 1.79 Million hectare. The Committee regret to note that despite downward revision in the target for creation of irrigation, the actual output was further down. The target for XI Plan has been fixed at 7 mha against which actual creation in first two years is meagre 1.79 mha, a figure far from encouraging. During the mid- term appraisal, the target for XI Plan has also been revised to 4.50 mha. The Committee, therefore, would like to be apprised of the

strategy and the measures to be taken by MOWR to achieve the revised target fixed for XI Plan during the remaining period of the Plan. The Committee would also like to be apprised of the State-wise break-up of irrigation potential to be created during XI plan and achieved so far.

Ground Water Management and Regulation

4.14 The Committee note that the Scheme of Ground Water Management & Regulation (GWM&R) was launched at a cost of Rs. 460 crore for implementation by Central Ground Water Board during XI Plan. Demonstrative projects on Artificial Recharge to ground water and Rain Water Harvesting proposed to be taken up under Central Sector Scheme by CGWB, at an estimated cost of Rs. 100 crore with 100% funding by the Central Government. Exploratory Drilling, Carrying out Ground Water Management studies, Ground Water regime monitoring through observation wells and Regulation and Control of ground Water development through CGWA are other activities covered in the Scheme. So far the State Level Technical Advisory Committees (SLTAC) of the 11 States (Tamil Nadu, Andhra Pradesh, Kerala, Karnataka, Punjab, West Bengal, Mizoram, Himachal Pradesh, Madhya Pradesh, Uttar Pradesh and Orissa) have forwarded the proposals to the CGWB for funding under 'demonstrative projects on artificial recharge' and 'rain water harvesting' component of the scheme. The proposal, in respect of the remaining States are under preparation. During the XI Plan, a total of 794 Artificial Recharge Structures in 7 States have been proposed for funding

from Central Sector Scheme, out of which 121 AR structures are completed and remaining are under progress. Efforts are being made to make these schemes popular / mandatory in public so that adverse effects of over exploitation of ground water can be dealt with. The efforts include mass awareness programmes, workshops and publication of Information brochures in local languages. The Committee appreciate the efforts being made to make aware the masses about the importance of water, adverse effects of over exploitation etc. However, the Committee regret to note that against a target of 794 Artificial Recharge Structures during XI Plan only 121 structures have been completed whereas half of the term of the XIth plan is over. Considering such a tardy pace of execution, the Committee are highly concerned and worried how the targets would be achieved by the end of the XIth Plan. Therefore, the Committee desire that Ministry of Water Resources should pursue the matter with the State Governments with greater vigour and persuade them to push forward the pace of construction of remaining structures of artificial recharge so that the targets fixed for the XI Plan are achieved.

CHAPTER - V

FLOOD CONTROL

Even though the management and control of flood falls under jurisdiction of State Governments, the Central Government initiates various supportive measures. Apart from overall planning and coordination of flood management activities, the Ministry has been providing assistance/grants for flood control works. The following are the total budget allocating for flood control :

(Rs. in crore)				
Name of Scheme	Year	Plan	Non-Plan	Total
Flood Control	2008-09 (Actual)	196.33	54.68	251.01
	BE 2009-10	234.30	61.45	295.75
	RE 2009-10	204.30	65.99	270.29
	BE 2010-11	250.50	59.74	310.24

5.2 The allocation for Flood Control for the year 2009-10 was earmarked at Rs.295.75 crore. However, it was reduced to Rs.270.29 crore at the Revised Estimate stage for the same financial year and again increased to Rs. 310.24 crore for 2010-11. The reduction of plan allocation at RE stage for 2009-10 according to the Ministry is mainly due to the following reasons:

- (a) Anti- erosion works taken up by Brahmaputra Board were started late and accordingly requirements of fund have been reduced.
- (b) Finalization of the tenders for procurement of telemetry equipment under "Flood Forecasting" scheme are delayed.

5.3 According to the Ministry of Water Resources the reasons for increase in allocation in BE 2010-11 to Rs.310.24 crore i.e. an increase of Rs.14.49 crore is because the above mentioned works have been proposed in FY: 2010-11 and hence, there is increase in the allocation/ demand of funds.

Flood Forecasting

5.4 Two on-going schemes of X plan, namely, 'Establishment and Modernization of Flood Forecasting Network in India including Inflow forecast' and 'Strengthening and modernization of flood forecasting and hydrological observation network in the Brahmaputra and Barak Basin' of Central Water Commission (CWC) have been amalgamated into a combined scheme, namely, "Flood Forecasting" during XI Plan. Under the new scheme, it is proposed (i) to modernize the flood forecasting network by installing automatic water level and rainfall sensors at all the observation sites and satellite based transmission system for getting real time flood data expeditiously; and (ii) to develop appropriate software/models for flood/inflow forecasting to reduce the time for analysis of data. It is also proposed to extend the flood forecasting network in uncovered areas and integrate with the network of State Governments/Projects Authorities and National Disaster Management Authorities, Ministry of Home Affairs.

5.5 The outlay on Flood Forecasting for the year 2010-11 has been increased to Rs.36.00 crore in comparison to Rs.25.00 crore at BE 2009-10 under the head Flood Control. According to the Ministry of Water Resources the increase of Rs.11 crore in the outlay for 2010-11 under the Plan Scheme "Flood Forecasting" is mainly for

procurement of telemetry equipment, the work orders of which are being finalized and payments will be made in 2010-11. Upto December 2009, an expenditure of Rs.11.91 crore has been incurred out of BE allocation of Rs. 25 crore during 2009-10.

5.6 The Budget estimate for 2010-11 for the scheme 'Flood Forecasting' is Rs.36.00 crore out of which Rs. 3.00 crore have been earmarked for NE region mainly for minor works and machinery & equipment. The details of activities which are being covered in the said scheme are given below:

(Rs. in crore)		
Sl. No.	Name of activity	Amount
(i)	Procurement of Telemetry Equipments for 222 stations	7.66
(ii)	Installation of new telemetry stations and maintenance of existing telemetry stations (168)	9.00
(iii)	Collection of hydrological data and its transmission by existing conventional methods	9.28
(iv)	Development of software for modeling centres and digitization of maps.	3.45
iv)	Acquisition of land and construction of sheds at 222 sites	2.00
(vi)	Pay & allowances of regular staff.	1.61
	Total	33.00

5.7 The Committee desired to know the technological improvement in forecasting the flood / inflow that has been made in the last few years. The Ministry in a reply submitted as under ;

"Presently, Flood Forecasts are issued by Central Water Commission (CWC) at 175 stations (28 Inflow Forecast Stations and 147 Level Forecast Stations). The existing data acquisition and transmission system, though time tested for the past 35 years, needs modernization by adopting present day state of art technology for automatic real time data collection, its transmission and flood forecasts

formulation including dissemination thereof in order to have increased warning time for enabling concerned agencies to undertake mitigation measures for flood disaster risk reduction. During X Plan, the work of modernization of existing data acquisition, forecasting and transmission network at 168 data collection stations was undertaken by CWC and an expenditure of Rs.51.14 crore was incurred against the sanctioned outlay of Rs.65 crore on automation.”

5.8 Regarding the extent to which the flood forecasting has improved in recent years, the Ministry informed that the activity of flood forecasting comprises Level Forecasting and Inflow Forecasting. The level forecasts help the user agencies in deciding mitigating measures like evacuation of people and shifting people and their movable property to safer locations. The Inflow Forecasting is used by various dam authorities in optimum operation of reservoirs for safe passage of flood downstream as well as to ensure adequate storage in the reservoirs for meeting demands during non-monsoon period. At present, accuracy of flood forecasts issued to the local authorities by CWC is above 96%.

5.9 The Committee further desired to know the targets fixed and achievement made so far in this regard. The Ministry informed as under :

“During the X Plan, the activity of installation of telemetry equipments at 168 stations in the five river basins namely, the Godavari (63 nos.), the Krishna (41 nos.), the Brahmaputra (21 nos.), the Damodar (20 nos.), the Yamuna (15 nos.) and part of Mahanadi basin (8 nos.) was undertaken. Due to time and other constraints, works on 147 stations were completed out of 168 stations and the balance works for the remaining 21 stations spilled over to XI Plan.

During XI Plan, following are the targets fixed and achievements made:

Activities	Target	Achievements /Remarks
Installation of 222 telemetry stations		
(a) 99 Stations	2009-10	The tenders for the works have been invited and case for award of work is under process for approval of competent authority. The target for 99 stations has been revised to FY: 2010-11. The remaining 123 telemetry stations are proposed to be installed during FY: 2011-12."
(b) 123 Stations.	2011-12	

5.10 The Committee note that though the management and control of flood falls under jurisdiction of State Governments, the Central Government initiates various supportive measures. Apart from overall planning and coordination of flood management activities, the Ministry has been providing assistance/grants for flood control works. The allocation for Flood Control for the year 2009-10 at Rs.295.75 crore was reduced to Rs.270.29 crore at the RE stage and again increased to Rs.310.24 crore (BE) for 2010-11. The reduction of plan allocation at RE stage according to the Ministry is mainly due to Anti- erosion works taken up by Brahmaputra Board were started late and delay in finalization of the tenders for procurement of telemetry equipment. This is yet another glaring example of faulty planning and budgetary assumption to say the least. The Committee would, therefore, like the Ministry to fix responsibility for delay.

Flood Forecasting

5.11 The Committee note that two on-going schemes of X plan, namely, 'Establishment and Modernization of Flood Forecasting Network in India including Inflow forecast' and 'Strengthening and modernization of flood forecasting and hydrological observation network in the Brahmaputra and Barak Basin' of Central Water Commission (CWC) have been amalgamated into a combined scheme, namely, "Flood Forecasting" during XI Plan. Under the new scheme, it is proposed (i) to modernize the flood forecasting network by installing automatic water level and rainfall sensors at all the observation sites and satellite based transmission system for getting real time flood data expeditiously and (ii) to develop appropriate software/models for flood/inflow forecasting to reduce the time for analysis of data. The outlay on Flood Forecasting for the year 2010-11 has been increased to Rs.36.00 crore in comparison to Rs.25.00 crore at BE 2009-10. The increase of Rs.11 crore in the outlay is mainly for procurement of telemetry equipment, the work orders of which are being finalized and payments will be made in 2010-11 which could not be done in 2009-10. Presently, Flood Forecasts are issued by CWC at 175 stations (28 Inflow Forecast Stations and 147 Level Forecast Stations). The existing data acquisition and transmission system, though time tested for the past 35 years, needs modernization. During X Plan, the work of modernization of existing data acquisition, forecasting and transmission network at 168 data collection stations was undertaken by CWC.

The activity of flood forecasting comprises Level Forecasting and Inflow Forecasting. The level forecasts help the user agencies in deciding mitigating measures. The Inflow Forecasting is used by various dam authorities in optimum operation of reservoirs for safe passage of flood downstream as well as to ensure adequate storage in the reservoirs for meeting demands during non-monsoon period. At present, accuracy of flood forecasts issued to the local authorities by CWC is above 96%. During the X Plan, the activity of installation of telemetry equipments at 168 stations in the five river basins namely, the Godavari (63 nos.), the Krishna (41 nos.), the Brahmaputra (21 nos.), the Damodar (20 nos.), the Yamuna (15 nos.) and part of Mahanadi basin (8 nos.) was undertaken. Due to time and other constraints, works on only 147 stations could be completed out of 168 stations and the works for the remaining 21 stations spilled over to XI Plan. During XI Plan, the targets of 222 telemetry stations have been fixed. The target for 99 stations has been revised from 2009-10 to 2010-11. The remaining 123 telemetry stations are proposed to be installed during 2011-12. The Committee hope that the Ministry would make sincere and concerted efforts to install the remaining 123 telemetry equipments by 2011-12. The particulars of the States if any, where the Union Government have not installed their own telemetry equipments may also be furnished along with the reasons for such omission.

CHAPTER-VI

ACCELERATED IRRIGATION BENEFITS PROGRAMME

6.1 The Accelerated Irrigation Benefits Programme (AIBP) was launched during 1996-97 to give loan assistance to the States to help them complete some of the incomplete major/medium irrigation projects which were in an advanced stage of completion and create additional irrigation potential in the country. The Surface Minor Irrigation Schemes of North-Eastern States, Hilly States of Sikkim, Uttaranchal, Jammu and Kashmir, Himachal Pradesh and undivided Koraput, Bolangir and Kalahandi Districts of Orissa have also been provided Central Loan Assistance(CLA) under this programme since 1999-2000. Grant component has been introduced in the programme from April 2004 like other Central sector schemes.

6.2 As per the existing AIBP criteria effective from December 2006, grant amounting to 25% of the project cost for major and medium irrigation projects in non-special category States and 90% grant of the project cost for major/medium/minor irrigation projects in special category States (including undivided Koraput, Bolangir and Kalahandi districts of Orissa) are provided to the selected projects. The minor irrigation schemes in non-special category States falling in drought prone/tribal areas are treated at par with special category States and are released 90% grant of the project cost. Major and medium projects providing irrigation benefit to drought prone/Tribal area and flood prone area are also eligible for 90% grant of the project cost. The State Governments have

been provided an amount of Rs.38,898.8018 crore as CLA/Grant under AIBP since inception of this programme till 01.02.2010 for 275 major/medium irrigation projects and 10,316 Surface Minor Irrigation Schemes. After commencement of this Programme, 110 major/medium and 6,959 Surface MI Schemes have so far been completed. An additional irrigation potential of 5.486 million hectare has been created through major/medium irrigation projects and an irrigation potential of 0.454 million hectare has been created through Surface MI Schemes upto March 2009.

6.3 As per the prevailing AIBP guidelines, projects benefiting drought prone/tribal area, projects included in the Prime Minister's relief package for agrarian distress districts of Maharashtra, Karnataka, Andhra Pradesh and Kerala and projects in the States having irrigation development below national average could be included in AIBP in relaxation to one to one criteria of inclusion of new project under AIBP. Of the 65 major/medium projects initially included in the Prime Minister's relief package for agrarian distressed districts of Andhra Pradesh, Karnataka, Kerala and Maharashtra, so far 38 projects have been funded under AIBP. The grant released so far for these projects is Rs.4,509.422 crore.

6.4 The Committee desired to know the measures contemplated by the Ministry to effectively utilise the funds allocated for AIBP. The Ministry in their reply stated as follows :

“Actual utilization of funds under the AIBP during 2008-09 was of Rs.7,598.22 crore. Budget allocation for AIBP for 2009-10 is of Rs.8,000 crore. The allocation

of Rs.2,300 crore under PM's stimulus package was provided during 2008-09. As on 15.3.2010, a sum of Rs.4,886.3265 crore has already been released to the states. The proposals received from various states are under examination to ensure that the guidelines are strictly adhered. In view of the proposals under examination, the allocated funds is likely to be fully utilized during the current financial year."

6.5 When the Committee asked as to what significant results have been achieved during the initial years of the XIth Plan, the Ministry informed that the State governments have reported total irrigation potential creation of 18.60 lakh ha through major/medium projects during first two years of XI Plan. The contribution through AIBP assisted major/medium projects during the period is of 10.817 lakh ha. In addition, the potential created through AIBP assisted surface water minor irrigation schemes during the period is 2.175 lakh ha.

6.6 The Committee desired to know the details of Scheme/Project-wise financial allocations and shortfall in expenditure due to non-utilisation of funds, absence of availability of utilisation certificates by the concerned States as well as the reasons therefor during the last financial year. The Ministry in support of their reply submitted a list each of the ongoing major/medium projects and surface MI schemes under AIBP for which request for release of subsequent instalment are pending for want of request of State Governments alongwith utilization certificates Annexure – II.

6.7 There are 43 MMI projects and a large number of MI/new schemes under AIBP for which request for release of grant is pending for want of request of State Governments alongwith utilisation certificate. The Committee desired to know as to how

work on these projects will be continued. The Secretary, Ministry of Water Resources during evidence submitted :

“We regularly monitor it. They might have submitted utilization certificate and the grant was released last year. When we prepared this list they might have deposited it. There are many complaints also. This is the latest status.”

6.8 When the Committee asked if the States have been able to raise the balance of loan portion of allocation made during the previous two financial years and what is the position in this regard for the year 2009-10 as on date, the Ministry in their reply stated as follows :

“Since 2004, the AIBP has been made a fully grant oriented programme. As per AIBP guidelines, the Centre releases grant component and state share is to be arranged by the respective State governments. The State Governments raise their State share from their existing resources or by raising loan. Releases under AIBP are made only after confirmation of budget provision for the year made by the State Governments for both central and state share.”

6.9 The Committee were informed that a new project is included in the AIBP on the basis of specific proposal received from State Governments in accordance with the AIBP guidelines. However, as per assessment made on the basis of information received from state governments, 10 to 15 new projects are likely to be included in AIBP during 2010-11.

6.10 The Committee desired to know whether the Ministry has achieved the targets set for 2009-10. They informed that as on 15.3.2010, a sum of Rs.4,886.3265 crore has already been released to the States. The proposals received from various states are under examination to ensure that the guidelines are strictly adhered to. In view of the

proposals under examination, the allocated funds are likely to be utilized fully during the current financial year.

6.11 As regards the efforts being made to improve the progress and to achieve the results under the Scheme during the Financial Year 2010-11, the Ministry in a written reply stated as under :

“The AIBP assisted projects are closely monitored by the regional Offices of the Central Water Commission with a view to ensure that the programme is implemented as per agreed action plan. The progress is also reviewed by the Secretary (WR) with the respective State Governments in review meetings convened from time to time.”

6.12 When asked to give details of steps being taken to ensure full utilisation of funds allocated for AIBP during 2010-11, the Ministry in their reply submitted as follows :

“Review meetings with the Secretary (WR/Irrigation) of State Governments will be taken in April-May 2010 to firm up physical and financial programme of the State Governments and it will be followed up vigorously during the year. The implementation of projects will also be closely monitored by the Central Water Commission with respect to programme set for the projects under the AIBP.”

National Projects

6.13 For the year 2009-10 budget allocation of Rs.8000 crore has been made by the Ministry of Finance for AIBP for 2009-10 which includes Rs.1,800 crore for National Projects. The Union Cabinet in its meeting held on 7 February 2008 approved proposal of the Ministry of Water Resources on implementation of National Projects with central assistance of 90% of the cost of the project. A new project fulfilling the following criteria will be eligible for consideration for inclusion in the scheme of National Project with the approval of the Union Cabinet:

(i) International projects where usage of water in India is required by a treaty or where planning and early completion of the project is necessary in the interest of the country.

(ii) Inter-state projects which are dragging on due to non-resolution of inter-state issues relating to sharing of costs, rehabilitation, aspects of power production, etc. including river inter-linking projects.

(iii) Intra-state projects with additional potential of more than 2 lakh ha. and with no dispute regarding sharing of water and where hydrology is established.

The guidelines for implementation of National Projects were issued on 26th February 2009. The Central Government has declared the following 14 water resource projects as National Projects :

S.No.	Name of the Project	State	Envisage Benefits (Irrigation in hectare(ha), Power generation in Megawatt(MW)and storage in Million area ft.(MAF)
1	2	3	4
1	Noa Dehang Dam Project	Arunachal Pradesh	1) Irrigation Potential of 8000 ha 2) Hydel Power generation of 75 MW 3) Storage capacity of 0.26 MAF
2	Upper Siang Project	Arunachal Pradesh	1) Hydel Power generation of 9500 MW 2) Storage capacity of 17.50 MAF 3) Flood moderation
3	Kulsi Dam Project	Assam	1) Irrigation Potential of 23,900 ha 2) Hydel Power generation of 29 MW 3) Storage capacity of 0.28 MAF
4	Renuka Dam Project	Himanchal Pradesh	1) Drinking Water 2) Hydel Power generation of 40 MW 3) Storage capacity of 0.44 MAF
5	Gyspa Project	Himanchal Pradesh	1) Irrigation Potential of 0.50 lakh ha 2) Hydel Power generation of 240 MW

			3) Storage capacity of 0.6 MAF
6	Kishau Project	Himachal Pradesh / Uttarakhand	1) Irrigation Potential of 0.97 lakh 2) Hydel Power generation of 600 MW 3) Storage capacity of 1.04 MAF
7	Bursar Project	Jammu & Kashmir	1) Indirect Irrigation Potential of 1.00lakh 2) Hydel Power generation of 1230 MW 3) Storage capacity of 1 MAF
8	Ujh Multipurpose Project	Jammu & Kashmir	1) Irrigation Potential of 0.32 lakh 2) Hydel Power generation of 280 MW 3) Storage capacity of 0.66 MAF
9	Ken Betwa Project	Madhya Pradesh	1) Irrigation Potential of 6.46 lakh 2) Hydel Power generation of 72 MW 3) Storage capacity of 2.25 MAF
10	Gosikhurd Project	Maharashtra	1) Irrigation Potential of 2.50 lakh 2) Hydel Power generation of 3 MW 3) Storage capacity of 0.93 MAF
11	Shahpur Kandi Project	Punjab	1) Irrigation Potential of 3.80 lakh 2) Hydel Power generation of 300 MW 3) Storage capacity of 0.016 MAF
12	Second Ravi Beas link	Punjab	1) Harness Water flowing across border of about 3 MAF
13	Lakhwar Vyasi Project	Uttarakhand	1) Irrigation Potential of 0.49 lakh 2) Hydel Power generation of 420 MW 3) Storage capacity of 0.325 MAF
14	Teesta Barrage Project	West Bengal	1) Irrigation Potential of 9.23 lakh 2) Hydel Power generation of 1000 MW 3) Barrage

6.14 Out of these 14 projects, detailed project reports of nine projects, namely, Bursar, Second Ravi Beas Link, Ujh Multipurpose, Gyspa, Lakhwar Vyasi (revised), Kishau (revised), Nao Dehang, Kulsi and Upper Siang are under various stages of preparation.

DPR of Ken Betwa Link Project was prepared and sent for concurrence of M.P. and U.P. Govts, who have given their comments on the DPR, which are under examination by NWDA. The DPR of Renuka Dam Project is under examination. Three projects in the above stated list, namely, Gosikhurd Project of Maharashtra, Shahpur Kandi Project of Punjab and Teesta Barrage Project of West Bengal were already approved projects and were being provided Central assistance under AIBP. During 2008-09, Central assistance amounting to Rs.450.00 cr. was released for the Gosikhurd project. During 2009-10, Central assistance amounting to Rs.720.00 cr. has also been released for the Gosikhurd Project.

Bharat Nirman – Irrigation Sector

6.15 Irrigation is one of the six components for development of rural infrastructure under Bharat Nirman. The irrigation component of Bharat Nirman aims at creation of irrigation potential of 10 million hectare (Mha) in four years i.e., from 2005-06 to 2008-09. Creation of irrigation potential of 7.31 Mha has been reported by States Government upto March 2009. The target for creation of irrigation potential during the year 2009-10 and 2010-11 is 3.50 million ha.

6.16 The Accelerated Irrigation Benefits Programme (AIBP) was launched during 1996-97 to give loan assistance to the States to help them complete some of the incomplete major/medium irrigation projects which were in an advanced stage of completion with a view to speed up creation of additional irrigation potential in the country. Grant component has been introduced in the programme from April

2004 like other Central sector schemes. As per the existing AIBP criteria effective from December 2006, grant amounting to 25% of the project cost for major and medium irrigation projects in non-special category States and 90% grant of the project cost in special category States are provided to the selected projects. The minor irrigation schemes in non-special category States falling in drought prone/tribal areas are treated at par with special category States and are released 90% grant of the project cost. Drought prone/Tribal area and flood prone area are also eligible for 90% grant of the project cost. After commencement of this Programme 110 major/medium and 6,959 Surface MI Schemes have so far been completed. An additional irrigation potential of 5.486 million hectare has been created through major/medium irrigation projects and an irrigation potential of 0.454 million hectare has been created through Surface MI Schemes upto March 2009. Of the 65 major/medium projects initially included in the Prime Minister's relief package for agrarian distressed districts of Andhra Pradesh, Karnataka, Kerala and Maharashtra, so far 38 projects have been funded under AIBP. The State Governments have reported creation of 18.60 lakh ha. (1.86 mha) irrigation potential through major/medium projects during first two years of XI Plan of which 10.817 lakh ha. (1.08 mha) were through AIBP assisted major/medium projects and through surface water minor irrigation schemes it is 2.175 lakh ha (0.21 mha). The Committee note that AIBP was launched to give loan assistance to the States to help them complete some of the incomplete projects which were in advanced

stage of completion and to create additional irrigation potential in the country. As per the information made available to the Committee, the irrigation potential created under AIBP up to March 2009 is 5.940 mha (4.846 mha under MMI projects and 0.454 mha under surface MI projects). Moreover, out of 275 MMI projects and 10316 surface MI schemes funded under the scheme till 01.02.2010 only 110 MMI and 6,959 surface MI scheme have so far been completed. The Committee are not at all satisfied with the progress achieved under AIBP scheme so far and desire that concerted and concrete efforts be made to make the programme successful by achieving the targets.

6.17 A list each of the ongoing MMI projects and surface MI schemes under AIBP indicate that there are 43 MMI projects and a large number of MI/new schemes pending for release of subsequent instalment for want of request of State Governments and utilization certificates for the instalments released earlier. The Committee are surprised to note that State Governments have neither submitted utilization certificate nor requested for subsequent release of funds. The Committee are of the view that such delay in submission of utilization certificate leads to cost overrun and time overrun and delay in benefits to farmers in the form of irrigation facilities. The Committee desire MoWR to take up the matter vigorously with State Governments regarding delay in submission of utilization certificates and request for release of grant. They also desire to fix some time frame for submission of UCs alongwith a penalty clause that may be a

tool of deterrence and force State Governments in submitting UCs in time. The Committee would also like to see the list of defaulter States and the projects and their costs that are likely to be affected.

6.18 The Committee note that releases under AIBP are made only after confirmation of Budget provision for the year made by the State Governments for both Central and State share. The Committee also note that a new project is included in the AIBP on the basis of specific proposal received from State Governments in accordance with the AIBP guidelines. 10 to 15 new projects are likely to be included in AIBP during 2010-11. As on 15.03.2010, a sum of Rs.4,886.3265 crore has already been released to the States from the allocation of Rs.9,700 crore. The proposals received from various States are under examination to ensure that the guidelines are strictly adhered to. The explanation furnished is that in view of the proposals under examination, the allocated funds are likely to be utilized fully during the current financial year and that the steps are being taken to ensure full utilization of funds allocated for AIBP during 2010-11. The Committee find no cogent ground for such over-optimism as only Rs.4,886.3265 crore, i.e. about 53% of the allocated Rs.9,700 crore had been utilized upto 15.03.2010. The manner in which the Ministry might have spent 47% of the remainder funds during 2009-10, defies reason and sound budgetary practices. The Committee, however, would like to see the final outcome after the close of the financial year 2010-11.

National Projects

6.19 The Committee note that for the year 2009-10, Budget allocation of Rs.8,000 crore has been made by the Ministry of Finance for AIBP which includes Rs.1,800 crore for the National Projects. The Union Cabinet in February 2008 approved the proposal of the Ministry of Water Resources on implementation of National Projects with Central assistance of 90% of the cost of the project. A new project is eligible for consideration for inclusion in the scheme of National Project with the approval of the Union Cabinet if it is an International project where usage of water in India is required by a treaty or where Inter-state projects which are dragging on due to non-resolution of inter-state issues including river inter-linking projects and Intra-state projects with additional potential of more than 2 lakh ha. and with no dispute regarding sharing of water. The Central Government has declared 14 water resource projects as National Projects. Out of these 14 projects, detailed project reports of nine projects are under various stages of preparation. DPR of Ken-Betwa Link Project was prepared and sent for concurrence of M.P. and U.P. Govts. Reportedly, the comments of the Government of U.P. and M.P. on the DPR are under examination by NWDA. The Committee desire NWDA to take early decision on the comments of the State Governments on the DPR of Ken-Betwa link. The Committee also note that no addition in the Scheme of National Project has been made in the last one year. The Committee would like to be apprised of the

reasons therefor. The Committee also desire that to increase the irrigation potential, MoWR should consider to include more projects in the Scheme of National Projects.

Bharat Nirman – Irrigation Sector

6.20 The Committee note that Irrigation is one of the six components for development of rural infrastructure under Bharat Nirman. Against the aim of creation of irrigation potential of 10 million hectare (Mha) in four years, i.e. from 2005-06 to 2008-09, 7.31 Mha has been created upto March 2009. The target for creation of irrigation potential during the year 2009-10 and 2010-11 is stated to be 3.50 million ha. The Committee express their unhappiness over the non-achievement of the target under the 'Bharat Nirman'. They observe that creation of irrigation potential remained below the target under Bharat Nirman. They desire the Government to give serious consideration to it and take concerted steps to improve the situation during the remaining period of Bharat Nirman.

NEW DELHI
16 April, 2010
 26 Chaitra, 1932(Saka)

BENI PRASAD VERMA,
Chairman,
Standing Committee on Water Resources

Annexure- I
(Para 2.5)

BUDGET AT A GLANCE (SECTOR-WISE)

(Rupees in crore)

[illegible]

Sl No.	Sector/ Organisation /Scheme	Actuals 2008-09		BE 2009-10		RE 2009-10		BE 2010-11		Total B.E . 2010-11
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
9.	on water. Exhibition and Trade Fair	0.00	0.18	0.00	0.30	0.00	0.15	0.00	0.01	0.01
10.	Modernization of equipment CWC Offset Press	0.00	0.23	0.00	0.35	0.00	0.33	0.00	0.24	0.24
11.	Cell for monitoring externally aided projects	0.00	0.50	0.00	0.60	0.00	0.60	0.00	0.65	0.65
12.	Water Planning Wing	0.00	1.13	0.00	1.40	0.00	1.28	0.00	1.06	1.06
13.	Hydrological observations in Chenab basin	0.00	1.61	0.00	1.60	0.00	2.05	0.00	1.69	1.69
14.	National Water Academy	2.37	0.00	2.60	0.00	2.60	0.00	4.00	0.00	4.00
	Total : CWC	2.37	119.44	2.60	123.23	2.60	136.96	4.00	115.72	119.72
15.	Central Soil and Materials	0.00	5.99	0.00	5.00	0.00	7.72	0.00	5.92	5.92
16.	Research Station Central Water & Power Research Station	0.00	28.26	0.00	25.00	0.00	36.26	0.00	25.47	25.47
17.	National Institute of Hydrology	0.00	6.86	0.00	5.30	0.00	10.29	0.00	6.50	6.50
18.	Sardar Sarovar Construction Advisory Committee	0.00	0.58	0.00	0.90	0.00	0.89	0.00	0.63	0.63
19.	Bansagar Control Board	0.00	0.15	0.00	0.23	0.00	0.22	0.00	0.20	0.20
20.	Sutlej Yamuna Link Canal Project	0.00	0.00	0.00	22.00	0.00	6.18	0.00	20.00	20.00
21.	Upper Yamuna River Board	0.00	0.90	0.00	1.84	0.00	0.85	0.00	1.82	1.82
22.	Research and Development Programme	39.81	0.00	52.00	0.00	35.00	0.00	54.00	0.00	54.00
23.	Development of Water Resources Information System	45.58	0.00	70.00	0.00	70.00	0.00	66.00	0.00	66.00
24.	Hydrology Project	9.92	0.00	38.10	0.00	25.10	0.00	53.00	0.00	53.00
25.	Investigation of Water Resources Development Schemes	36.17	0.00	42.00	0.00	42.00	0.00	54.00	0.00	54.00

Sl No.	Sector/ Organisation /Scheme	Actuals 2008-09		BE 2009-10		RE 2009-10		BE 2010-11		Total B.E . 2010-11
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
26.	Information, Education and Communication	9.08	0.00	12.00	0.00	12.00	0.00	15.00	0.00	15.00
27.	River Basin Organization/ Authority	0.00	0.00	0.50	0.00	0.50	0.00	0.50	0.00	0.50
28.	Dam Safety Studies and Planning	0.80	0.00	1.00	0.00	1.00	0.00	1.50	0.00	1.50
29.	Infrastructure Development	2.06	0.00	1.00	0.00	1.00	0.00	3.00	0.00	3.00
30.	National Projects Construction Corporation Limited	0.00	0.00	0.00	0.01	0.00	0.01	0.00	0.00	0.00
	Total: Major & Medium Irrigation	145.79	162.18	219.20	183.51	189.20	199.38	251.00	176.26	427.26
III	Minor Irrigation									
1.	Central Ground Water Board	0.00	85.53	0.00	94.99	0.00	111.27	0.00	98.31	98.31
2.	Rajiv Gandhi NGWTRI	0.64	0.00	2.00	0.00	2.00	0.00	6.00	0.00	6.00
3.	Ground Water Management and Regulation	54.37	0.00	70.00	0.00	70.00	0.00	100.00	0.00	100.00
6.	Infrastructure Development	2.07	0.00	4.50	0.00	4.50	0.00	10.50	0.00	10.50
	Total : Minor Irrigation	57.08	85.53	76.50	94.99	76.50	111.27	116.50	98.31	214.81
IV.	Flood Control Central Water Commission									
1.	Flood Data Collection	0.00	51.70	0.00	55.00	0.00	59.98	0.00	53.77	53.77
2.	Payment to Government of Bhutan for maintenance of flood forecasting and warning centres	0.00	1.02	0.00	1.20	0.00	1.06	0.00	1.02	1.02
3.	Strengthening and modernization of flood forecasting and hydrological network in Brahmaputra and Barak Basin	0.00	1.96	0.00	2.25	0.00	1.95	0.00	1.95	1.95

Sl No.	Sector/ Organisation /Scheme	Actuals 2008-09		BE 2009-10		RE 2009-10		BE 2010-11		Total B.E . 2010-11
		Plan	Non- Plan	Plan	Non- Plan	Plan	Non- Plan	Plan	Non- Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
	Total : CWC	0.00	54.68	0.00	58.45	0.00	62.99	0.00	56.74	56.74
4.	Emergent Flood Protection Measures in Eastern and Western Sectors	0.00	0.00	0.00	3.00	0.00	3.00	0.00	3.00	3.00
5.	Pagladia Dam Project	0.00	0.00	0.50	0.00	0.50	0.00	0.50	0.00	0.50
6.	Flood Forecasting	13.68	0.00	25.00	0.00	20.00	0.00	36.00	0.00	36.00
7.	River Management Activities and Works related to Border Areas	176.09	0.00	199.30	0.00	174.30	0.00	199.00	0.00	199.00
8.	Infrastructure Development	6.56	0.00	9.50	0.00	9.50	0.00	15.00	0.00	14.00
	Total : Flood Control	196.33	54.68	234.30	61.45	204.30	65.99	250.50	59.74	310.24
V.	Other Transport Services									
1.	Farakka Barrage Project	54.03	25.89	70.00	32.00	70.00	28.30	82.00	33.10	115.10
2.	Jangipur Barrage	0.00	1.90	0.00	2.25	0.00	1.89	0.00	2.27	2.27
3.	Feeder Canal	0.00	3.78	0.00	4.00	0.00	3.81	0.00	4.07	4.07
	Total : Transport Services	54.03	31.57	70.00	38.25	70.00	34.00	82.00	39.44	121.44
VI.	TOTAL (I to V) *	453.23	359.38	600.00	403.00	540.00	445.00	700.00	405.00	1105.00
	AIBP and other Water Resources Programme **	8553.70	0.00	9700.00	0.00	9700	0.00	11500.00	0.00	11500
	GRAND TOTAL	9006.93	359.38	10300.00	403.00	10240.00	445.00	12200.00	405.00	12605.00

Source of financing : *Demand No.103 – Ministry of Water Resources for 2010-2011 (excluding AIBP)

** Details shown in Demand No. 35- Ministry of Finance (Transfers to State and Union Territory Governments).

Appendix – II

Annexure – II (Para 6.6)	
LIST OF THE MAJOR/MEDIUM PROJECTS FOR WHICH SUBSEQUENT RELEASE UNDER AIBP COULD NOT BE MADE FOR WANT OF REQUEST OF STATE GOVERNMENT ALONG WITH UTILIZATION CERTIFICATE	
Sl. No.	Name of State/Project
Major, Medium & Minor Irrigation Projects	
ANDHRA PRADESH	
1	Yerrakalva (V)
2	Tadipudi LIS
3	Pushkara LIS
4	Ralivagu (PMP)
5	Gollavagu (PMP)
6	Mathadivagu (PMP)
7	Nilwai (PMP)
8	Khomaram Bhima (PMP)
9	Thotapalli Barrage
10	Tarakarma Thirtha Sagaram Project
11	Palemvagu (PMP)
12	Musurimilli Project
13	Rajiv Bhima LIS (PMP)
ASSAM	
1	Champamati (VI)
2	Borolia (A.P. 1978-80)
CHHATTISGARH	
1	Mahanadi Reservoir
2	Minimata (Hasdeo Bango Ph.IV)
GUJARAT	
1	Ozat-II (VIII)
HIMACHAL PRADESH	
1	Sidhata (IX)
JAMMU & KASHMIR	
1	Mod. of Mav Khul
2	Mod. Of Kandi Canal
JHARKHAND	
1	Gumani (V)
2	Kansjore (VII)
3	Sonua (VI)
KARNATAKA	
1	Karanja (V)

	<u>KERALA</u>
1	Muvattupuzha (V)
2	Karapuzha (PMP)
3	Kanhirapuzha-ERM (PMP) (XI)
	<u>MAHARASHTRA</u>
1	Waghur (V)
2	Upper Wardha (V) (PMP)
3	Upper Manar
4	Werna
5	Tajanpore LIS
6	Gul Medium Irrigation Project
7	Sangola Branch Canal
8	Pentakli project (PMP)
9	Morna Gureghar Project
10	Lower Pedhi Project (PMP) (XI) 2008-09
	<u>ORISSA</u>
1	Titlagarh (VIII)
	<u>RAJASTHAN</u>
1	IGNP Stage-II (V)
2	Mod.of Gang Canal (VI)
	<u>UTTAR PRADESH</u>
1	Imp. Of Hardoi Branch System(ERM)
	<u>WEST BENGAL</u>
1	Teesta Barrage (V) *

DETAILS OF THE SURFACE MI SCHEMES FOR WHICH
SUBSEQUENT RELEASE UNDER AIBP COULD NOT BE
MADE FOR WANT OF REQUEST OF STATE GOVERNMENT
ALONGWITH UTILIZATION CERTIFICATE

SI. No.	State	CLA/GrantReleased (Rs.in crore)
1	<u>ANDHRA PRADESH</u>	
	61 MI Schemes in 2006-07(8-C-3/09)	137.1600
	6 MI Schemes in 2008-09	24.3000
	23 MI Schemes in 2008-09	97.2000
2	<u>CHHATTISGARH</u>	
	39 MI Schemes in 2006-07(13-C-3/09)	94.9127
	77 MI Schemes in 2007-08 (20-C-3/09)	74.0090
	30 MI Schemes in 2008-09	32.6845
	13 MI Schemes in 2008-09	6.1230
	16 MI Schemes in 2008-09	13.5670
	18MI Schemes in 2009-10	13.7133
	4 MI Schemes in 2009-10	2.3250
3	<u>JAMMU AND KASHMIR</u>	
	77 MI schemes in 2007-08 (Kashmir Region)	115.941
	57 MI Schemes of Kashmir region in 2008-09	86.520
	15 MI Schemes of Ladhak region in 2008-09	18.970
	19 MI Schemes of Kashmir region in 2008-09	27.486
4	<u>MAHARASHTRA</u>	
	96 MI Schemes 2006-07(51-C-3/09)	288.1500
	38 MI schemes 2007-08	106.9833
	6 MI Schemes 2008-09	27.179
5	<u>MEGHALAYA</u>	
	9 MI Schemes in 2008-09	4.050
6	<u>MADHYA PRADESH</u>	
	17 new schemes in 2006-07	54.569

	146 new schemes in 2007-08	271.1988
	69 new schemes in 2008-09	50.189
7	<u>UTTARAKHAND</u>	
	48 MI Schemes in 2007-08 (Irri Deptt)	62.4860
	29 MI Schemes in 2007-08(Irri Deptt)	52.3721
	1 MI Scheme in 2007-08 (Irri Deptt)	2.9665
8	<u>BIHAR</u>	
	4M.I. Schemes in 2007-08	3.550
	56 MI Schemes in 2008-09	34.849
9	<u>WEST BENGAL</u>	
	32 M.I. Schemes in 2007-08	8.120

**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES
(2009-10) HELD ON MONDAY, 22 MARCH 2010**

The Committee sat from 1500 hours to 1715 hours in Committee Room 'D', Ground Floor,
Parliament House Annexe, New Delhi.

PRESENT

Shri Beni Prasad Verma – Chairman

MEMBERS

LOK SABHA

2. Shri Mahendrasinh P. Chauhan
3. Shri Sher Singh Ghubaya
4. Shri Haribhau Jawale
5. Shri Virender Kashyap
6. Shri Ramashankar Rajbhar
7. Shri K.R.G. Reddy
8. Shri S.P.Y. Reddy
9. Shri Arjun Roy

RAJYA SABHA

10. Smt. Syeda Anwara Taimur
11. Dr. Gyan Prakash Pilonia
12. Shri Ranjitsinh Vijaysinh Mohite-Patil
13. Shri Kumar Deepak Das

SECRETARIAT

- | | | | |
|----|---------------------|---|----------------------|
| 1. | Shri N.K. Sapra | - | Additional Secretary |
| 2. | Shri Devender Singh | - | Joint Secretary |
| 3. | Shri B.S. Dahiya | - | Director |

REPRESENTATIVES OF MINISTRY OF WATER RESOURCES

1. Shri U.N. Panjiar, Secretary, WR
2. Shri R.C. Jha, Member (RM), CWC
3. Shri B.M. Jha, Chairman, CGWB
4. Shri Rajan Nair, Chairman

At the outset, the Chairman welcomed the Members to the sitting of the Committee. Thereafter, the Chairman welcomed the representatives of the Ministry of Water Resources to the sitting of the Committee convened to consider and examine the Demands for Grants (2010-11) of the Ministry of Water Resources.

2. After the introduction, the Secretary, Ministry of Water Resources briefed the Committee about outlays, targets and outcomes of Annual Plan 2010-11 of Ministry of Water Resources. The Members then sought clarifications on various issues which included Major and Medium Irrigation Projects, Minor Irrigation Projects, depletion in Ground Water Level and Pollution of Ground Water, Flood Control, Accelerated Irrigation Benefits Programme, flood problem in Assam, erosion control in Majuli Island, etc. The Secretary and other representatives of the Ministry replied to the queries put forth by the Members.

(The witnesses then withdrew)

3. The Committee then decided to hold another sitting on 07 April 2010 for taking oral evidence of the representatives of Ministry of Water Resources and Central Ground Water Board on "Depletion in Ground Water Level" and briefing on status of "Inter-Linking of Rivers including Intra State Links".

The verbatim proceedings of the sitting have been kept for record.

The Committee then adjourned.

**MINUTES OF THE TWELFTH SITTING OF THE STANDING COMMITTEE ON WATER
RESOURCES HELD ON THURSDAY, 15 APRIL 2010**

The Committee sat from 1500 hours to 1530 hours in Committee Room No. '139', First Floor,
Parliament House Annexe, New Delhi.

PRESENT

Shri Beni Prasad Verma – Chairman

MEMBERS

LOK SABHA

2. Shri Ghanshyam Anuragi
3. Shri Mahendrasinh P. Chauhan
4. Shri Sher Singh Ghubaya
5. Shri Badri Ram Jakhar
6. Shri K.J.S.P. Reddy
7. Shri K.R.G. Reddy
8. Shri S.P.Y. Reddy
9. Smt. Annu Tandon
10. Dr. P. Venugopal (Tiruvallur)

RAJYA SABHA

11. Dr. Gyan Prakash Pilonia
12. Shri Kumar Deepak Das
13. Dr. Ashok S. Ganguly

SECRETARIAT

- | | | | |
|----|---------------------|---|----------------------|
| 1. | Shri N.K. Sapra | - | Additional Secretary |
| 2. | Shri Devender Singh | - | Joint Secretary |
| 3. | Shri B.S. Dahiya | - | Director |

At the outset, the Chairman welcomed the Members to the sitting of the Committee convened for consideration and adoption of draft Report on 'Demands for Grants' (2010-11) pertaining to the Ministry of Water Resources.

2. Thereafter, the Committee took up the draft Report on 'Demands for Grants (2010-11)' of Ministry of Water Resources for consideration. After some discussion, the Committee adopted the Report without any amendment/modification.

3. The Committee then authorized the Chairman to finalize the Report in view of the consequential changes arising out of factual verification and present the same to both the Houses of Parliament in the ensuing Session.

The Committee then adjourned.

STATEMENT OF OBSERVATIONS AND RECOMMENDATIONS

Sl. No.	Para No.	Observation/ Recommendation
1	2	3
1.	1.3	The Committee note that despite assurance given by the Secretary, Ministry of Water Resources before the Committee regarding submission of action taken notes on the recommendations/observations contained in the First Report of the Committee (2009-10), the Ministry has failed to furnish the action taken notes even after the lapse of prescribed period of three months from the date of presentation of Report. The Committee take an adverse note of this and desire that action taken notes on the First Report of the Committee be furnished expeditiously. The reasons for the inordinate delay may also be furnished to the Committee for their consideration.
2.	2.40	The Committee note that the budget provision in the Demands for Grants of the MoWR for the year 2010-11 is Rs.1,131.52 crore. This excludes the funds earmarked for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources Programmes which are directly released by the Ministry of Finance under Centrally Assisted Programme. There is an increase of Rs.100 crore (14.04%) in the Plan side in comparison to Budget Estimate 2009-10. The Demand shows an overall increase of Rs.101.98 crore (9.01%) over the corresponding figure of BE 2009-10. The Plan allocation was reduced from Rs.612.00 to Rs.552.00 crore at RE 2009-10 stage, i.e. a decrease of 9.95%, whereas the Non-Plan expenditure was raised by 8.94%, i.e. from Rs.417.54 crore to Rs.458.55 crore, which consists of Revenue Section of Rs.455.39 crore and Capital Section of Rs.3.16 crore. According to the Ministry, the allocations for the year 2010-11 are considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. The increase of Rs.100 crores for Central Sector Scheme is mainly due to increase in the allocation for the schemes of 'Ground Water Management and Regulation', 'Hydrology Project', 'Investigation of Water Resources Development Schemes', 'Farraka Barrage Project', 'Flood Forecasting', 'Infrastructure Development' and 'Rajiv Gandhi National Ground Water Training and Research Institute'. The reductions in the allocation at RE stage have been made mainly in respect of Hydrology Project, Research and Development, Flood Forecasting, River Management & Works in Border Areas due to delay in procurement of equipment, delay in taking up morphological studies, delay in finalization of award of works related to installation of telemetry system. The Committee note that the reasons attributed by the Ministry for reduction in allocation at RE stage, far from plausible, reflect poor budgeting, lack of foresightedness, lack of proper Central control and monitoring on the part of the Ministry. They, therefore, desire the Ministry to evolve a rational and sound system of budgeting so that there is no reduction in allocations at the RE stage in future. Needless to say, reduction in allocation at the RE stage, is prima facie, indicative of poor planning, lack of monitoring and poor control by the Ministry over field offices / attached / subordinate offices / institutes.

3.	2.41	The Committee note that during the year 2008-09 the actual expenditure was less than the Budget estimates as the Ministry incurred expenditure of Rs.830 crore against BE of Rs.906 crore. The Committee further note that the expenditure was erratically distributed during all the quarters of 2009-10. They, therefore, desire the Ministry to incur expenditure strictly according to the directions of the Ministry of Finance so as to avoid March rush of expenditure. It is, therefore, imperative that the Ministry watch and monitor the flow of expenditure throughout the year so as to ensure strict scrutiny before the release of funds.
4.	2.42	The Committee note that the number of spill over projects into the Eleventh Five Year Plan works out to 477 including 166 major 222 medium and 89 ERM projects. Some of these projects have been under execution from as back as the Second Five Year Plan, i.e. to say from the year 1956-57. About 63% of the above 477 projects are unapproved and are ineligible for Central assistance. Also, 309 new projects including 78 major, 145 medium and 86 ERM were proposed to be taken up during the XI Plan. Though detailed information about completion of all the ongoing projects and delay of new projects during XI Plan has not been made available by the State Governments, as per updated information available on AIBP, 37 major/medium/ERM projects have been reported as completed during XI Plan till March 2010 and 10 new projects have been taken up under the AIBP. Further, the Committee observe that delay in implementation of irrigation projects occurs due to various reasons such as resource crunch with the States, land acquisition problems, resettlement and rehabilitation problems, contractual problems, litigation, delay in execution of work by other agencies such as railway or highway, etc. The Committee are unhappy to note that due to delay in completion of projects, notwithstanding the reasons these usually spill over to next plan. The Committee desire that MoWR should take concrete steps so that spilled over projects, particularly of the distant past five year plans, are completed during the Eleventh Plan period itself.
5.	2.43	The Committee note that the Eleventh Plan document provides that while sanctioning new irrigation projects, it would be made obligatory for the project authorities to implement micro irrigation in at least 10% of the command area as micro-irrigation has the potential to transform Indian agriculture. Under the scheme of Command Area Development and Water Management (CADWM) Programme approved for the XI Plan period, a provision has been made to provide financial assistance to the states for development of infrastructure to facilitate use of sprinkler and drip irrigation system as an alternative to construction of field channels. The assistance is admissible for construction of stilling tank, pump house and laying of conveyance pipes to farmers' fields. However, there is no statutory provision for making it obligatory. The Task Force on Micro Irrigation constituted by the Government of India has assessed a potential of 69 mha. (27 mha under drip and 42 mha under sprinkler) to be achieved under micro irrigation. The target for XI Plan period under micro irrigation is 28 lakh ha. (2.8 mha). The Committee note that so far only about 1.7 mha (about 2.5% of potential area) has been achieved which is a small fraction of micro irrigation potential. The Committee, therefore, recommend that while sanctioning new projects, it should be made obligatory for the project authorities to implement micro irrigation in atleast 10% of the command area. They also desire that a time bound programme be

		chalked out to achieve the targets fixed for 11 th Plan. The Committee may also be apprised of the action taken by the Government to implement the recommendations of the Task Force on Micro Irrigation.
6.	2.44	<p>The Committee observe that the subject of water is presently being dealt at the Centre by a number of Ministries/Departments. In such a situation where jurisdictions which generally overlap, effective coordination among different ministries and convergence of programmes becomes quite essential. The Committee note that a suggestion was made by the National Development Council in 2002 for a single administrative Ministry for water and to begin with, setting up of a National Water Resources Programme Coordination Committee under the chairmanship of Member (Agriculture and Water resources), Planning Commission. It has also been brought to the notice of the Committee that keeping in view the responsibilities vested with the Ministry of Water Resources and inter-Ministerial coordination machineries already in position, the Planning Commission is of the view that the existing administrative arrangements in regard to the water sector need not be disturbed for the present. National Water Resources Council representing all the concerned Ministries and States was set up in 1983 under the Prime Minister. Ministry of Water Resources looks after a Technical Advisory Committee on Irrigation, Flood Control & Multipurpose Projects headed by the Secretary, Ministry of Water Resources. The Committee believes that keeping in view the role of various Ministries/Departments in dealing with water, effective coordination among different Ministries is absolutely essential to avoid delay in the projects requiring assistance from other Ministries/Departments. The Committee, therefore, desire that a sound mechanism be evolved on priority for effective and purposive coordination among all the concerned Ministries dealing with water. All information relating to water depletion, water flow, contamination of surface water and ground water across the country or matters connected therewith be compiled, collated and developed and put under a suitable template for easy access of all.</p>
7.	2.45	<p>The Committee note that the Ministry of Water Resources proposes to establish two River Basin Organisations (RBOs) for Mahanadi and Godavari river basins during XI Plan under River Boards Act, 1956. The main purpose of creation of RBOs is preparation of the comprehensive and integrated basin plan for sustainable development of available resources to derive optimum benefits and Integrated management of Water Resources with active participation of the stake holders. These RBOs can also provide a platform for discussion among co-basin States for arriving at consensus on interstate issues. As per the 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. The Committee appreciate the efforts of the Ministry and desire that the matter be pursued vigorously and conclusively at appropriate levels with the concerned State Governments. Action needs to be initiated for such RBOs for other river basins as well so that solution of many water disputes among the co-basin States could be resolved amicably and swiftly. They are of the considered view that efficacious functioning of RBOs will obviate the need for formation of new Water Disputes Tribunals.</p>

8.	2.46	<p>The Committee note that Dams require constant management and monitoring and to establish an institutional system to maintain and regularly monitor the safety of dams, legislation is required to be made. The Andhra Pradesh Legislative Assembly and the West Bengal Legislative Assembly have passed Resolutions empowering the Parliament to pass the necessary Dam Safety Act. The legislation on dam safety would help the States in adopting uniform dam safety norms. Such statutory dam safety norms will provide for proper surveillance, inspection and maintenance of dams of certain parameters to ensure their safe functioning. According to the Ministry, the proposed Dam Safety Bill, 2010 is under finalization in consultation with the Ministry of Law & Justice and is expected to be taken up during the Fourth Session of 15th Lok Sabha. The Committee, therefore, desire that the said Dam Safety Legislation be introduced expeditiously in Parliament within the stipulated time.</p>
9.	2.47	<p>The Committee note that there are 12 Wings in the Ministry. According to the MoWR the present staff strength is not sufficient for the smooth functioning of the various activities of the Ministry, as over a period of time, on the one hand the sanctioned posts have been abolished due to various reasons, like abolition of 2/3rd of direct recruitment vacancies every year since 16.5.2001 till 31.3.2009 under the Annual Direct Recruitment Plan of the Ministry of Finance, and on the other hand new activities have been assigned to the Ministry. According to the Ministry, efforts have been made to augment the staff strength by revival of posts gone under deemed abolition though a few new posts have also been created. The Committee, therefore, reiterate that the Ministry should pursue vigorously with the Ministry of Finance for revival of some posts gone under deemed abolition and which are crucial for smooth functioning of the Ministry particularly on technical side which constitutes the backbone of the activities of the Ministry of Water Resources. The Ministry of Water Resources should also conduct a fresh review of staff strength to ascertain the actual requirement of the staff and officers in its various wings and offices and the bodies under it considering the importance of its expanding mandate.</p>
10.	2.48	<p>The Committee note that replies to several Audit Paras for the year 2007-08 and 2008-09 are still at the stage of preparation of draft Action Taken Notes. They were apprised that the process of final settlement of each para is very time consuming and piecemeal settlement of individual para is not permitted. However, they are unable to accept the explanation of the Ministry of Water Resources that since the offices of the Ministry including attached and sub-ordinate offices, autonomous organizations and statutory bodies are located far and across the country and therefore, collection of information from the controlling officers causes delay. The explanation sounds hollow and baseless considering the lead taken by India in IT application. Further, the Committee would like to caution the Ministry that wilful delay in furnishing explanation to the Audit or any sign of non cooperation gives misgivings and only adds to suspicion and mistrust. They hope that the Ministry would take appropriate measures to computerize the functioning of its offices including field formations for speedy exchange of communication and would also take suitable steps to settle the audit findings/observations expeditiously.</p>

11.	2.49	<p>The Committee note that 43 and 21 Utilisation Certificates (as on 31.12.2009) worth Rs.2.22 crore and Rs.38.38 crore from 65 Institutions/Autonomous Bodies and State Governments respectively were outstanding in respect of Grants released upto 31 March 2007. Out of 42 UCs outstanding involving Rs.38.42 crore, of which Rs.36.79 crore belong to State Governments under Command Area Development Scheme. Low allocation in the State Budget for CADWM Programme is mainly responsible for non utilization of central assistance and consequent delay in submission of UCs. Further, according to the explanation furnished to the Committee, State Governments are being periodically emphasized upon to accelerate the pace of implementation so as to utilize the unspent Central assistance. In addition, officers of the Ministry of Water Resources also visit the States to review the progress and expedite the submission of pending UCs. In order to overcome such a distressing situation, the Committee desire that while funds are released to States, MoWR should also put conditions for timely submission of UCs like imposition of penalty where States fail to submit utilization certificates in time. They are confident that such or similar innovative measures can certainly be devised by the Ministry to contain the pendency of UCs.</p>
12.	3.16	<p>The planning, formulation and execution of all Major and Medium Irrigation (MMI) Projects are carried out by the concerned State Governments and the required funds are allocated in their State Plan. The Budget allocation (Plan) of Rs.219.20 crore for Major and Medium Irrigation for the year 2009-10 was reduced to Rs.189.20 crore, i.e. reduction of Rs. 30 crore at the Revised Estimates stage. The reduction in the allocations at RE stage is in respect of two schemes namely, "Hydrology Project" for non-procurement of equipment and "Research and Development" due to delay in taking up morphological studies. According to Ministry 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 years of the XI Plan. The Committee feel that if proper planning had been done in advance and conscientious efforts made to acquire the needed equipments and to conduct the morphological studies well in time, reduction in the Budget estimates could have been avoided. The Committee, therefore, recommend that Ministry of Water Resources formulate their Budget estimates meticulously and also exercise effective superintendence, direction and control over its various offices/institutes since they are all accountable to Parliament through the Ministry. The Committee would also like a detailed review by the Government of the research institutes/bodies under the Ministry to be placed before them in due course.</p>
13.	3.17	<p>The Committee note that the target for creation of irrigation potential through major and medium irrigation projects during X Plan was 9.936 mha which was reduced to 6.5 mha during Mid-Term Appraisal of X Plan. The reported creation of irrigation potential was 5.30 mha through major and medium irrigation projects during X Plan as against the target of 9.936 mha. The target for creation of irrigation potential through major and medium projects during XI Plan is 9.0 mha. The total irrigation potential of 1.86 mha has been created during the first two years of XI Plan i.e. during 2007-08 and 2008-09. At mid term appraisal of the XI Plan the target has since been revised</p>

		to 5.00 mha. The Committee are anguished to note that targets were reduced in Tenth Plan and even those reduced targets could not be achieved. The same pattern is also seen in the XI Plan as the figures of reference at 2 years and mid term appraisal of scheme indicate that only 1.86 mha irrigation potential has been created thus far. With this snail's pace, the much reduced target of 5.00 mha <u>prima facie</u> appears to be unachievable. The Committee are, therefore, of the considered view that something has gone awry with the plan target formulation process and the Ministry must, therefore, reflect deeply to devise suitable measures to achieve the target fixed so as to avoid cost and time overrun.
14.	3.18	The Committee observe that Schemes under Plan Sector require investment clearance from Planning Commission for which there is an established procedure. In cases of MMI projects, the State Planning Boards are empowered to clear the proposals if inter-State issues are not involved. In spite of well-defined policy and guidelines in place, a large number of major and medium projects have been under execution without investment clearance from Planning Commission. The unapproved projects aggregate 300 in the Tenth Plan, comprising 90 major, 136 medium, and 74 ERM projects, were likely to spill over to the Eleventh Five Year Plan. Expenditure estimated to be incurred on these projects up to the Tenth Plan is about Rs.41128 crore. However, out of 553 projects ongoing in XI Plan, 290 projects are unapproved including 75 major 136 medium and 79 ERM which are estimated to cost Rs.93670, to be funded out of their own resources to the States. As a result of efforts made by the Government of India, 184 projects are under various stages of appraisal by CWC including 61 projects accepted by the Advisory Committee of MoWR conditionally or otherwise awaiting investment clearance from the Planning Commission. The Committee desire that while considering to bring the unapproved projects under the category of approved projects, Ministry of Water Resources should impress upon the State Governments to accord first priority to such unapproved projects at various stages of completion for getting regularised instead of sending new proposals.
15.	3.19	The Committee note that the management of Water Resources is a highly complex task that involves multi-disciplinary domains including data acquisition, numerical modelling, optimisation, data warehousing, and the analysis of socio-economic, environmental and legal issues. The development of Water Resources Information System (WRIS) was approved in June 2008 for implementation during the XI Plan with the total outlay of Rs.234.30 crore. The Budget allocation (Plan) has been earmarked at Rs.66.00 crore for the year 2010-11 which is Rs.4.00 crore less as compared to BE 2009-10. The objective of the scheme is to develop information system for water resources. All the processed information will be made available to all users through a web enabled system. Two main activities under the scheme are (i) Data Bank and Online Information System, and (ii) Creation of Watershed Maps and Geographic Information System. The works related to studies for assessment of irrigation potential by remote sensing technique are also undertaken under the scheme. The website of India WRIS has been launched during 2009. The Development of WRIS by Indian Space Research Organization is under progress. In respect of minor irrigation census, 99.4% field work has been reported as completed. About 86.7% of the works

		related to data entry has also been completed. At this stage the Committee hope that development of WRIS will be taken up at a faster pace so that the information uploaded becomes available and utilized for various studies, research and to help evaluate various schemes.
16.	3.20	The Committee further note that reports of 52 projects have been received from NRSA Hyderabad on the remote sensing monitoring of AIBP assisted major and medium irrigation projects. The reports have been analyzed and the analysis of the results indicated that the variations between the figures of irrigation potential creation as reported by the respective State Governments and that assessed by the remote sensing data were within $\pm 15\%$ in respect of 30 projects. However, in other cases the variations were relatively higher. The monitoring of projects through remote sensing also helped in identifying the specific reasons for non-creation of irrigation potential and also in identifying the specific location where the works remained incomplete resulting in non-utilization of created facilities. According to the Ministry, the findings of the studies have been conveyed to respective State Governments for necessary action. The Committee is happy to note that reports of NRSA, Hyderabad is proving as a major help in finding the status/lacuna in the implementation of projects. The Committee hope that the good work will continue with greater vigour so as to expand its reach. The Committee would like to be apprised of the response of various States to whom project reports and findings have been conveyed. They also desire that services of NRSA should be extended to other activities of water resource availability, conservation, depletion and development particularly the ground water.
17.	4.12	The Committee note that Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectares individually. During XI Plan period many schemes under Minor Irrigation have been transferred to State Sector and some others have been merged in a new scheme. The Budget Allocation (Plan) for Minor Irrigation Scheme during 2010-11 is Rs.116.50 crore which is Rs.42.50 crore more as compared to the previous financial year in 2009-10. The schemes covered under Minor Irrigation are Ground Water Management and Regulation, Rajiv Gandhi National Training and Research Institute for Ground Water and Infrastructure Development. The reasons for increased allocation for 2010-11, as submitted by the Ministry, are enhanced activities for work in respect of rain water harvesting and artificial recharge of ground water, work of office building of CWC and CGWB and for training of officers of State Governments in India and abroad. The Committee hope that the increased allocation of Rs.116.50 crore would be utilised fully in 2010-11. The Committee, however, desire that they may be apprised of the achievement under the schemes of rain water harvesting and artificial recharge of ground water during the first two years of the XI Plan.
18.	4.13	The Committee note that the target for creation of irrigation potential through Minor Irrigation during X Plan was 6.807 mha which was revised to 4.00 mha at mid term appraisals and actual creation of potential was 3.52 mha and its utilization was 2.82 mha. The target for creation of irrigation potential through MI during XI Plan is 7 million hectare and the achievement, as reported by the respective State Governments during the first two years of XI Plan, i.e. during 2007-08 and 2008-09 has been 1.79

		<p>Million hectare. The Committee regret to note that despite downward revision in the target for creation of irrigation, the actual output was further down. The target for XI Plan has been fixed at 7 mha against which actual creation in first two years is meagre 1.79 mha, a figure far from encouraging. During the mid- term appraisal, the target for XI Plan has also been revised to 4.50 mha. The Committee, therefore, would like to be apprised of the strategy and the measures to be taken by MOWR to achieve the revised target fixed for XI Plan during the remaining period of the Plan. The Committee would also like to be apprised of the State-wise break-up of irrigation potential to be created during XI plan and achieved so far.</p>
19.	4.14	<p>The Committee note that the Scheme of Ground Water Management & Regulation (GWM&R) was launched at a cost of Rs. 460 crore for implementation by Central Ground Water Board during XI Plan. Demonstrative projects on Artificial Recharge to ground water and Rain Water Harvesting proposed to be taken up under Central Sector Scheme by CGWB, at an estimated cost of Rs. 100 crore with 100% funding by the Central Government. Exploratory Drilling, Carrying out Ground Water Management studies, Ground Water regime monitoring through observation wells and Regulation and Control of ground Water development through CGWA are other activities covered in the Scheme. So far the State Level Technical Advisory Committees (SLTAC) of the 11 States (Tamil Nadu, Andhra Pradesh, Kerala, Karnataka, Punjab, West Bengal, Mizoram, Himachal Pradesh, Madhya Pradesh, Uttar Pradesh and Orissa) have forwarded the proposals to the CGWB for funding under 'demonstrative projects on artificial recharge' and 'rain water harvesting' component of the scheme. The proposal, in respect of the remaining States are under preparation. During the XI Plan, a total of 794 Artificial Recharge Structures in 7 States have been proposed for funding from Central Sector Scheme, out of which 121 AR structures are completed and remaining are under progress. Efforts are being made to make these schemes popular / mandatory in public so that adverse effects of over exploitation of ground water can be dealt with. The efforts include mass awareness programmes, workshops and publication of Information brochures in local languages. The Committee appreciate the efforts being made to make aware the masses about the importance of water, adverse effects of over exploitation etc. However, the Committee regret to note that against a target of 794 Artificial Recharge Structures during XI Plan only 121 structures have been completed whereas half of the term of the XIth plan is over. Considering such a tardy pace of execution, the Committee are highly concerned and worried how the targets would be achieved by the end of the XIth Plan. Therefore, the Committee desire that Ministry of Water Resources should pursue the matter with the State Governments with greater vigour and persuade them to push forward the pace of construction of remaining structures of artificial recharge so that the targets fixed for the XI Plan are achieved.</p>
20.	5.10	<p>The Committee note that though the management and control of flood falls under jurisdiction of State Governments, the Central Government initiates various supportive measures. Apart from overall planning and coordination of flood management activities, the Ministry has been providing assistance/grants for flood control works. The allocation for Flood Control for the year 2009-10 at Rs.295.75 crore was reduced to Rs.270.29 crore at the RE stage and again increased to Rs.310.24 crore (BE) for</p>

		2010-11. The reduction of plan allocation at RE stage according to the Ministry is mainly due to Anti- erosion works taken up by Brahmaputra Board were started late and delay in finalization of the tenders for procurement of telemetry equipment. This is yet another glaring example of faulty planning and budgetary assumption to say the least. The Committee would, therefore, like the Ministry to fix responsibility for delay.
21.	5.11	<p>The Committee note that two on-going schemes of X plan, namely, 'Establishment and Modernization of Flood Forecasting Network in India including Inflow forecast' and 'Strengthening and modernization of flood forecasting and hydrological observation network in the Brahmaputra and Barak Basin' of Central Water Commission (CWC) have been amalgamated into a combined scheme, namely, "Flood Forecasting" during XI Plan. Under the new scheme, it is proposed (i) to modernize the flood forecasting network by installing automatic water level and rainfall sensors at all the observation sites and satellite based transmission system for getting real time flood data expeditiously and (ii) to develop appropriate software/models for flood/inflow forecasting to reduce the time for analysis of data. The outlay on Flood Forecasting for the year 2010-11 has been increased to Rs.36.00 crore in comparison to Rs.25.00 crore at BE 2009-10. The increase of Rs.11 crore in the outlay is mainly for procurement of telemetry equipment, the work orders of which are being finalized and payments will be made in 2010-11 which could not be done in 2009-10. Presently, Flood Forecasts are issued by CWC at 175 stations (28 Inflow Forecast Stations and 147 Level Forecast Stations). The existing data acquisition and transmission system, though time tested for the past 35 years, needs modernization. During X Plan, the work of modernization of existing data acquisition, forecasting and transmission network at 168 data collection stations was undertaken by CWC. The activity of flood forecasting comprises Level Forecasting and Inflow Forecasting. The level forecasts help the user agencies in deciding mitigating measures. The Inflow Forecasting is used by various dam authorities in optimum operation of reservoirs for safe passage of flood downstream as well as to ensure adequate storage in the reservoirs for meeting demands during non-monsoon period. At present, accuracy of flood forecasts issued to the local authorities by CWC is above 96%. During the X Plan, the activity of installation of telemetry equipments at 168 stations in the five river basins namely, the Godavari (63 nos.), the Krishna (41 nos.), the Brahmaputra (21 nos.), the Damodar (20 nos.), the Yamuna (15 nos.) and part of Mahanadi basin (8 nos.) was undertaken. Due to time and other constraints, works on only 147 stations could be completed out of 168 stations and the works for the remaining 21 stations spilled over to XI Plan. During XI Plan, the targets of 222 telemetry stations have been fixed. The target for 99 stations has been revised from 2009-10 to 2010-11. The remaining 123 telemetry stations are proposed to be installed during 2011-12. The Committee hope that the Ministry would make sincere and concerted efforts to install the remaining 123 telemetry equipments by 2011-12. The particulars of the States if any, where the Union Government have not installed their own telemetry equipments may also be furnished along with the reasons for such omission.</p>
22.	6.16	The Accelerated Irrigation Benefits Programme (AIBP) was launched during 1996-97 to give loan assistance to the States to help them complete some of the incomplete major/medium irrigation projects which were in an advanced stage of completion with

		<p>a view to speed up creation of additional irrigation potential in the country. Grant component has been introduced in the programme from April 2004 like other Central sector schemes. As per the existing AIBP criteria effective from December 2006, grant amounting to 25% of the project cost for major and medium irrigation projects in non-special category States and 90% grant of the project cost in special category States are provided to the selected projects. The minor irrigation schemes in non-special category States falling in drought prone/tribal areas are treated at par with special category States and are released 90% grant of the project cost. Drought prone/Tribal area and flood prone area are also eligible for 90% grant of the project cost. After commencement of this Programme 110 major/medium and 6,959 Surface MI Schemes have so far been completed. An additional irrigation potential of 5.486 million hectare has been created through major/medium irrigation projects and an irrigation potential of 0.454 million hectare has been created through Surface MI Schemes upto March 2009. Of the 65 major/medium projects initially included in the Prime Minister's relief package for agrarian distressed districts of Andhra Pradesh, Karnataka, Kerala and Maharashtra, so far 38 projects have been funded under AIBP. The State Governments have reported creation of 18.60 lakh ha. (1.86 mha) irrigation potential through major/medium projects during first two years of XI Plan of which 10.817 lakh ha. (1.08 mha) were through AIBP assisted major/medium projects and through surface water minor irrigation schemes it is 2.175 lakh ha (0.21 mha). The Committee note that AIBP was launched to give loan assistance to the States to help them complete some of the incomplete projects which were in advanced stage of completion and to create additional irrigation potential in the country. As per the information made available to the Committee, the irrigation potential created under AIBP up to March 2009 is 5.940 mha (4.846 mha under MMI projects and 0.454 mha under surface MI projects). Moreover, out of 275 MMI projects and 10316 surface MI schemes funded under the scheme till 01.02.2010 only 110 MMI and 6,959 surface MI scheme have so far been completed. The Committee are not at all satisfied with the progress achieved under AIBP scheme so far and desire that concerted and concrete efforts be made to make the programme successful by achieving the targets.</p>
23.	6.17	<p>A list each of the ongoing MMI projects and surface MI schemes under AIBP indicate that there are 43 MMI projects and a large number of MI/new schemes pending for release of subsequent instalment for want of request of State Governments and utilization certificates for the instalments released earlier. The Committee are surprised to note that State Governments have neither submitted utilization certificate nor requested for subsequent release of funds. The Committee are of the view that such delay in submission of utilization certificate leads to cost overrun and time overrun and delay in benefits to farmers in the form of irrigation facilities. The Committee desire MoWR to take up the matter vigorously with State Governments regarding delay in submission of utilization certificates and request for release of grant. They also desire to fix some time frame for submission of UCs alongwith a penalty clause that may be a tool of deterrence and force State Governments in submitting UCs in time. The Committee would also like to see the list of defaulter States and the projects and their costs that are likely to be affected.</p>

24.	6.18	<p>The Committee note that releases under AIBP are made only after confirmation of Budget provision for the year made by the State Governments for both Central and State share. The Committee also note that a new project is included in the AIBP on the basis of specific proposal received from State Governments in accordance with the AIBP guidelines. 10 to 15 new projects are likely to be included in AIBP during 2010-11. As on 15.03.2010, a sum of Rs.4,886.3265 crore has already been released to the States from the allocation of Rs.9,700 crore. The proposals received from various States are under examination to ensure that the guidelines are strictly adhered to. The explanation furnished is that in view of the proposals under examination, the allocated funds are likely to be utilized fully during the current financial year and that the steps are being taken to ensure full utilization of funds allocated for AIBP during 2010-11. The Committee find no cogent ground for such over-optimism as only Rs.4,886.3265 crore, i.e. about 53% of the allocated Rs.9,700 crore had been utilized upto 15.03.2010. The manner in which the Ministry might have spent 47% of the remainder funds during 2009-10, defies reason and sound budgetary practices. The Committee, however, would like to see the final outcome after the close of the financial year 2010-11.</p>
25.	6.19	<p>The Committee note that for the year 2009-10, Budget allocation of Rs.8,000 crore has been made by the Ministry of Finance for AIBP which includes Rs.1,800 crore for the National Projects. The Union Cabinet in February 2008 approved the proposal of the Ministry of Water Resources on implementation of National Projects with Central assistance of 90% of the cost of the project. A new project is eligible for consideration for inclusion in the scheme of National Project with the approval of the Union Cabinet if it is an International project where usage of water in India is required by a treaty or where Inter-state projects which are dragging on due to non-resolution of inter-state issues including river inter-linking projects and Intra-state projects with additional potential of more than 2 lakh ha. and with no dispute regarding sharing of water. The Central Government has declared 14 water resource projects as National Projects. Out of these 14 projects, detailed project reports of nine projects are under various stages of preparation. DPR of Ken-Betwa Link Project was prepared and sent for concurrence of M.P. and U.P. Govts. Reportedly, the comments of the Government of U.P. and M.P. on the DPR are under examination by NWDA. The Committee desire NWDA to take early decision on the comments of the State Governments on the DPR of Ken-Betwa link. The Committee also note that no addition in the Scheme of National Project has been made in the last one year. The Committee would like to be apprised of the reasons therefor. The Committee also desire that to increase the irrigation potential, MoWR should consider to include more projects in the Scheme of National Projects.</p>
26.	6.20	<p>The Committee note that Irrigation is one of the six components for development of rural infrastructure under Bharat Nirman. Against the aim of creation of irrigation potential of 10 million hectare (Mha) in four years, i.e. from 2005-06 to 2008-09, 7.31 Mha has been created upto March 2009. The target for creation of irrigation potential during the year 2009-10 and 2010-11 is stated to be 3.50 million ha. The Committee express their unhappiness over the non-achievement of the target under the 'Bharat</p>

		Nirman'. They observe that creation of irrigation potential remained below the target under Bharat Nirman. They desire the Government to give serious consideration to it and take concerted steps to improve the situation during the remaining period of Bharat Nirman.
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