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**STANDING COMMITTEE ON WATER RESOURCES**  
**(2010-11)**

## FIFTEENTH LOK SABHA

## MINISTRY OF WATER RESOURCES

## DEMANDS FOR GRANTS (2011-12)

## EIGHTH REPORT

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

August, 2011/Shravana, 1933 (Saka)

EIGHTH REPORT

STANDING COMMITTEE ON WATER RESOURCES  
(2010-11)

(FIFTEENTH LOK SABHA)

MINISTRY OF WATER RESOURCES

DEMANDS FOR GRANTS  
(2011-12)

*Presented to Lok Sabha on 17.08.2011*

*Laid on the Table of Rajya Sabha on 17.08.2011*



*LOK SABHA SECRETARIAT  
NEW DELHI*

*August, 2011/Shravana, 1933 (Saka)*

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**COMPOSITION OF THE STANDING COMMITTEE  
ON WATER RESOURCES (2010-2011)**

**Shri Dip Gogoi                      -                      Chairman**

**LOK SABHA**

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3. Shri Mahendrasinh P. Chauhan
4. Shri Sher Singh Ghubaya
5. Shri Badri Ram Jakhar
6. Shri Haribhau Jawale
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8. Shri Ramashankar Rajbhar
9. Shri K.J.S.P. Reddy
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11. Shri S.P.Y. Reddy
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13. Smt. J. Shantha
14. Shri K. Shivkumar *alias* J.K. Ritheesh
15. Smt. Annu Tandon
16. Dr. P. Venugopal (Tiruvallur)
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24. Shri Mangala Kisan
25. Shri Ranjitsinh Vijaysinh Mohite-Patil
26. Dr. Gyan Prakash Pilania
27. Smt. Bimla Kashyap Sood

**SECRETARIAT**

- |    |                     |   |                 |
|----|---------------------|---|-----------------|
| 1. | Shri N.K. Sapra     | - | Secretary       |
| 2. | Shri Devender Singh | - | Joint Secretary |
| 3. | Shri B.S. Dahiya    | - | Director        |
| 4. | Shri Joginder Singh | - | Under Secretary |

## **INTRODUCTION**

I, the Chairman, Standing Committee on Water Resources (2010-11) having been authorised by the Committee to submit the report on their behalf, present this Eighth Report on Demands for Grants (2011-12) 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 25 April 2011.

4. The Report was considered and adopted by the Committee at their sitting held on 02 June 2011.

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**  
**22 July 2011**  
**31 Asadha, 1933 (Saka)**

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

## **CHAPTER-I**

### **IMPLEMENTATION OF THE RECOMMENDATIONS OF THE COMMITTEE**

The Second Report of the Standing Committee on Water Resources on Demands for Grants (2010-11) of the Ministry of Water Resources was presented to the House on 20 April 2010. The Report contained 26 recommendations/observations.

1.2 In compliance with Direction 73-A of the Directions by the Speaker, the Minister of State for Water Resources made a Statement in Lok Sabha on 08 December, 2010 giving the status of implementation of various recommendations made by the Committee in their Second Report (15 Lok Sabha). An analysis of the Ministry's statement showed that the Government had accepted 19 out of 26 recommendations. Of the remaining seven recommendations, the reply of the Government on three Recommendations was satisfactory. The reply of the Government in respect of three recommendations was not accepted by the Committee and in regard to one recommendation, the reply of the Government was not received.

1.3 On the basis of Action Taken replies received from the Ministry of Water Resources on the above mentioned Report, the Committee presented their Sixth Report (15 Lok Sabha) on Action Taken by the Government on the recommendations/observations contained in Second Report (15 Lok Sabha) to the House on 22 March, 2011. The Committee commented on the Action Taken Replies furnished by the Ministry in respect of recommendations at Para Nos. 2.47, 2.49, 3.18, 3.19, 3.20, 4.13, 5.10, 6.16 and 6.17 contained in the original Report. On receipt of Statement giving replies to the comments contained in Sixth Action Taken Report from the Ministry the Statement will be laid on the Table of both the Houses of Parliament as per the procedure laid down vide Rule 37 of the Rules of Procedure (Internal Working) of Departmentally Related Standing Committees.

## CHAPTER-II

### BUDGETARY ALLOCATIONS

2.1 Water is the common name applied to the liquid state of the hydrogen and oxygen compound  $H_2O$ . Water is a finite natural resource and it cannot be created like other commodities not only for the survival of human beings but also for a healthy eco-system. Water is, indeed, is very precious and indispensable resource amongst the natural resources. Human beings, animals, plants as well as all living creatures on earth need water to live and grow. However, with rapid growth and changing life styles, the natural resources on our earth face increasing pressure so is the case in respect to water. Therefore, water must be properly managed because it has profound impact on society with regard to quality of life.

2.2 Ministry of Water Resources, Government of India is responsible for 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; general policy, technical assistance, research and development, training and matters relating to irrigation and multi-purpose projects, ground water management; conjunctive use of surface and ground water, command area development, flood management including drainage, flood proofing, water logging and sea erosion and dam safety. The Ministry has also been allocated the subject of regulation and development of inter-State rivers, implementation of awards of Tribunals, water quality assessment, bilateral and external assistance and cooperation programmes in the field of water resources and matters relating to rivers common to India and neighbouring countries.

2.3 The above functions of the Ministry are carried out through its two attached offices, seven subordinate offices, seven statutory bodies, two autonomous bodies (societies) and two public sector enterprises.



### **Analysis of Demands for Grants (2011-12)**

The following table shows the allocation of Budget for the Ministry of Water Resources:

**Table – 2.3**  
**Demands for Grants (2011-12)**

	(Rs. in crore)		
	Revenue	Capital	Total
Charged	-	4.00	4.00
Voted	1150.03	95.30	1245.33
Total	1150.03	99.30	1249.33

2.4 The above table reveals that a provision of Rs.1,249.33 crore has been made for 2011-12 in respect of the Ministry of Water Resources in Demand No. 104. The Detailed Demands for Grants of the Ministry of Water Resources were laid on the Table of Lok Sabha on 16 March 2011.

2.5 The Detailed Demands for Grants show that Demand (Voted) is Rs.1,245.33 crore which comprises Rs.1,150.03 crore on Revenue Section and Rs.95.30 crore on Capital Section. There is an increase of Rs.129.51 crore on Revenue Section and decrease of Rs.11.70 crore on Capital Section in comparison to the previous year. However, the total Demands for Grants has shown an increase of Rs. 117.81 crore. The details of Sector-wise allocation for different programmes/activities (Plan and Non Plan) are shown in **Annexure- I and II.**

2.6 The comparative Budget allocation of the Ministry of Water Resources during 2010-11 and 2011-12 and Budget Estimates and the Actuals for 2009-10 are given below :

**Table – 2.6**  
**Comparative Budget allocation with reference to BE and Actuals**

(Rs. in crore)

2009-10 Actual	2010-11 BE	2010-11 RE	2011-12 BE
----------------	---------------	---------------	---------------

	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
Budget estimate given in ( )				% change over BE 2010-11)								
Revenue	427.05 (528.00)	463.83 (413.53)	890.88 (941.53)	604.50	416.02	1020.52	488.50 (-19.19)	500.38 (20.28)	988.88 (-3.10)	636.20 (5.24)	513.83 (23.51)	1150.03 (12.69)
Capital	75.34 (84.00)	3.00 (4.01)	78.34 (88.01)	107.50	3.50	111.00	83.50 (-22.33)	3.50 (0.0)	87.00 (-21.62)	95.80 (-10.88)	3.50 (0.0)	99.30 (-10.54)
Total	502.39 (612.00)	466.83 (417.54)	969.22 (1029.54)	712.00	419.52	1131.52	572.00 (-19.66)	503.88 (20.11)	1075.88 (-6.51)	732.00 (2.81)	517.33 (23.31)	1249.33 (10.41)

2.7 The total budget estimate for the year 2011-12 at Rs. 1249.33 comprised Plan allocation of Rs. 732.00 crore and Non-Plan allocation of Rs. 517.33 crore excluding allocations for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources programme which is Rs. 12,620.00 crore transfers to State and Union Territory Governments by the Ministry of Finance.

2.8 While giving brief account of the Annual Budget 2011-12, the representatives of the MoWR during evidence deposited:

"The Budget Estimate for the Central Sector Schemes is Rs. 732.00 crore for 2011-12 as against BE of Rs. 712.00 crore for these schemes during the last year. The major increase is in respect of the schemes "Ground Water Management and Regulation" and 'Hydrology Project'. The Non-Plan Budget Estimates for year 2011-12 is Rs. 502.73 crore against the R.E. of Rs. 489.36 crore for the year 2010-11."

2.9 It may be observed from the aforesaid comparative budget proposal, that there has been an overall increase in allocation for 2011-12. For Plan allocation, in the revenue section, there has been an increase of Rs. 31.70(5.24%), whereas in non-Plan allocation the increase is Rs. 97.81 crore(23.51%) for the year 2011-12. However, in capital section, plan allocation of Rs. 95.80 crore has shown decrease of Rs. 11.70 crore (-10.88%) for 2011-12. In regard to actual utilization of allocated funds during 2009-10 it was

less than Budget estimate in all the sections except in the revenue section of non-plan allocations. In 2010-11 at revised estimate stage there is decrease of Rs. 116.00 crore in the Plan allocation and an increase of Rs. 84.36 crore in the non-plan allocation.

2.10 When asked the reasons and specific area which necessitated increase in total allocation by 117.81 crore in 2011-12 as compared to increase outlay of 101.98 crore in 2010-11 over that of 2009-10 and whether it would be sufficient to meet overall demand during the current year, the Ministry of Water Resources in a written reply stated:

"The allocation for the year 2011-12 is considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. During the year 2011-12, the Plan allocation for Central Sector Schemes is Rs.732.00 crores (including Rs.80.00 crores earmarked for the World Bank assisted scheme, 'Hydrology' Project) against the BE of Rs.712.00 crores during the year 2010-11. As seen, there is marginal increase in the overall plan allocation of MoWR during 2011-12. Accordingly, scheme-wise distribution of outlay during 2011-12 has been made as under:

**Table – 2.10**  
**Scheme-wise distribution of outlay during 2011-12**

<b>Scheme</b>	<b>B.E. 2010-11</b>	<b>B.E. 2011-12</b>	<b>Reasons for increase in BE 2011-12</b>
Ground Water Management and Regulation	100.00	120.00	Due to rise in expenditure on regular works and likely expenditure to be made for construction of piezometers and to release funds to the implementing agencies for demonstrative projects on rain water harvesting and artificial recharge during XI Plan.
Hydrology Project	53.10	80.00	To procure automatic water quality equipment, consultancy for Web-GIS, renovation of building and procurement of equipments for Real Time data acquisition system.
Information Education and Communication	15.00	25.00	To undertake widespread mass awareness on water conservation issues and accommodation of Tribal sub-Plan component.

River Basin Organisation	0.50	4.00	Restructuring of CWC is planned.
Dam Safety Studies	1.50	3.00	The Central Government has constituted an Empowered Committee of Mulla Periyar Dam under the Chairmanship of Dr. A. S. Anand, former Chief Justice of India. The Empowered Committee is examining the issues raised before it by the party states and will submit a report to the Supreme Court. The expenditure of Empowered Committee is being booked under the Scheme DSSP.

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

2.11 In reply to a specific query regarding inclusion of Rs.80.00 crore of 'Hydrology' Project in BE of 2011-12, the Ministry replied as follows :

" The major deliverables for the 4 number of consultancies under Hydrology Project Phase II (HP-II) are scheduled to be submitted during FY 2011-12. Further, several equipment have been proposed to be procured by the Implementing Agencies (IAs) under HP-II under DSS (Real Time), DSS (Planning), PDS etc. for the year 2011-12. These include Real Time Data Acquisition System (RTDAS) by BBMB and CGWB. Besides, CGWB has also proposed to procure eGEMS equipment during FY 2011-12. CPCB has proposed to procure Automatic Water Quality Monitoring stations during FY 2011-12. CWC has undertaken the construction of building at NWA, Pune as well as initiated the process for upgradation of WISDOM software in the year 2011-12. "Hydrology Project" is a Central Sector Scheme and hence the present system of showing till "Hydrology Project" along with other Central Sector Scheme in this budget may continue unlike AIBP which is State Sector Scheme."

2.12 In regard to reduction of allocation at RE stage in 2010-11 under Plan head by an amount of Rs. 140.00 crore as against Rs. 712.00 crore at BE stage, the Ministry submitted as under:

"The reduction in the allocation at RE stage has been made mainly in respect of following schemes:

**Table – 2.12**  
**Schemes in which reduction in the allocation were made at RE stage**

<b>Schemes</b>	<b>BE 2010-11</b>	<b>RE 2010-11</b>	<b>Reasons for variation in RE 2010-11</b>
Hydrology Project	53.00	31.00	The main reason for reduction in allocation at revised estimate stage is delay in procurement and installation of various equipment, completion of civil works for various buildings and hiring of Consultants for development of web-Geographic Information System, e-Groundwater Estimation & Management System (GEMS), Water Information System for Data Online Management (WISDOM), which has a direct bearing on delay in procurement of sophisticated equipment required for their development and application. Further, due to delay in submission of deliverables by Consultants of Decision Support System (Planning), Decision Support System (Real Time) and Hydrological Design Aids (Surface Water), the payments related to the deliverables could not be released.
Research and Development	54.00	42.00	Due to proportionately less expenditure upto September, 2010.
Flood Forecasting	36.00	25.00	Due to overall cut by Ministry of Finance in Revised Estimates (RE) of MOWR.
River Management & Works in Border Areas	199.00	188.49	(a) Less expenditure in flood protection works of Majuli Island and various Drainage Development Schemes being executed by Brahmaputra Board, due to prolonged rainy reason and lack of adequate response to tenders for some of the works.  (b) Investigation works of Septa Kosi High Dam Multipurpose Project in Nepal are affected due to agitation by local people and

			uncertain political situation in Nepal.
WR Information System	66.00	41.49	Further payment as proposed during 2010-11 could not be released as slow progress of work by ISRO leading to low utilisation of funds and thereby non-submission of Utilisation Certificate of the earlier payments.
G W Management & Regulation	100.00	78.00	Due to overall cut by Ministry of Finance in Revised Estimates (RE) of MOWR.
Investigation of WRD Schemes	54.00	46.00	The work of preparation of DPR Parbati-Kalisindh-Chambal link could not be taken up as the concurrence of concerned states of Madhya Pradesh and Rajasthan is awaited. Further, the work of preparation of DPR of Par-Tapi-Narmada and Damanganga-Pinjal links could not be taken up as local people are opposing field activities in the vicinity of proposed dams and link canals thus causing various investigations, consultancy work and drilling etc. into stand still. Efforts were made to resolve public hindrance by holding meetings with police, District Administration, elected representatives of the people etc. and work has resumed.
RGN Ground Water Trg. Institute	6.00	3.40	Due to lack of infrastructure at Raipur.
Farakka Barrage Project	82.00	62.00	Due to non-completion of anti-erosion works.
Infrastructure Development	28.50	24.50	Due to delay in submission of Preliminary Estimates by CPWD.

2.13 On being enquired about 19.03% increase under Revenue Section in non-Plan allocation, the Ministry informed that the reasons for increase in non-plan allocation is mainly on account of salary of regular and work charged employees.

2.14 Regarding reduction of (10.88%) as compared to Rs. 107.50 crore in BE 2010-11 which is Rs. 95.80 crore at BE Stage in 2011-12, the Ministry has stated that there are two schemes under the Capital Section, namely, "Farakka Barrage Project" and "Infrastructure Development". The allocation of Farakka Barrage Project scheme is reduced from Rs.82 crores in 2010-11 to Rs.70.40 crores in 2011-12 due to lesser number of anti-erosion works and there is only a nominal reduction in the scheme, Infrastructure Development.

2.15 On being questioned regarding works which are most likely to be affected and steps/measures proposed to be taken to keep works in the project unaffected by the cut in allocation, the Ministry in their reply informed that this would result in some delays in the completion of indentified activities. However, physical target is planned to be achieved during the remaining period of the XI Plan. 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.

2.16 The details of quarter-wise statement of expenditure upto February 2011 as on 28.02.2011 are given hereunder:

**Table – 2.16**  
**Quarter-wise statement of expenditure upto February 2011**

(in crores)							
Particular	BE	RE	First QTR	Second QTR	Third QTR	Fourth QTR (upto Feb.11)	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

Plan	700.00	560.00	72.80	136.75	186.04	68.59	464.18
Non-Plan	405.00	489.36	130.39	116.84	114.46	77.19	438.88
Total	1105.00	1049.36	203.19	253.59	300.50	145.78	903.06

Ministry also stated that the expenditure booked in FY 2010-11 is as per instruction of Ministry of Finance.

2.17 On being asked to give present position in regard to Fourth quarter for Plan and Non-Plan expenditure and reasons for reduction in Non-Plan expenditure during Second and Third quarter, the Ministry stated that the present position in regard to Fourth quarter i.e. March 2011 is Rs 124.03 crores for Plan and Rs 89.93 crores for Non Plan. The expenditure is not evenly distributed in the Non Plan side as the expenditure in the Non Plan side mainly consists of salary components. Further, the March salary is booked in the next financial year i.e in April hence the first quarter expenditure is more than the Second and Third quarter.

2.18 Regarding quarter-wise statement under which expenditure has not been equally incurred in each quarter, the Ministry in their written reply submitted as follows :

**Table – 2.18**  
**Quarter-wise statement**

Particulars	BE	RE	1st QTR %		2nd QTR %		3rd QTR %		4th QTR (Upto Mar 11 Tentative) %		Total %	
			BE	RE	BE	RE	BE	RE	BE	RE	BE	RE
1	2	3	4	5	6	7	8	9	10	11	12	13
Plan	700	560	10.4	13.0	19.5	24.4	26.6	33.2	17.7	22.2	74.2	92.8
Non Plan	405	489	32.2	26.6	28.8	23.9	28.3	23.4	22.2	18.3	111	92.3
Total	1105	1049	18.4	19.4	23.0	24.2	27.2	28.6	19.4	20.4	87.9	92.6



## **River Basin Organizations/Authority**

2.19 The objective of the scheme is to encourage formation of River Basin Organization with a view to provide a forum to all the co-basin states for taking up necessary studies and evaluation etc. with a view to identify the most appropriate alternative for optimum utilization of resources and meeting the aspirations of all stake-holders.

2.20 During the XIth Plan process was initiated for selection of potential basins where River Basin Organizations (RBOs) can be created in consultation with co-basin States. These RBOs are placed to be established by the MOWR. Three RBOs are planned in the XIth Plan period.

2.21 On being enquired about the present status of creation of RBOs, the Ministry in their written reply stated as follows:

“Ministry of Water Resources has proposed to establish two RBOs for rivers basins namely Mahanadi and Godavari during XI Plan under River Boards Act, 1956. The RBOs are to be established in consultation with the interested States. The proposals for above two RBOs in this regard have been sent to the co-basin states for their comments which are awaited. Their establishment would depend upon consensus and cooperation of the concerned States.”

2.22 When specifically asked to state efforts made by the Ministry to obtain comments of the concerned states and their response thereon, the Ministry in their reply stated :

"The Ministry has made efforts at various levels to get the concurrence/comments of all the co-basin states of Mahanadi and Godavari basins for establishment of River Basin Organisations. However, all the co-basin States have not concurred for establishment of River Basin Organisation of Mahanadi and Godavri River Basins."

## **Participatory Irrigation Management (PIM)**

2.23 National Water Policy 2002 has emphasized that the management of water resources should incorporate a participatory approach by involving not only the Government agencies but also all stakeholders in various aspects of planning, design and management. Recognizing the need for legal

framework for Participatory Irrigation Management (PIM), MOWR has brought out a model act to be adopted by the States for this purpose. Under the strategy for XI Plan, the PIM is one of the identified thrust areas.

2.24 Regarding adoption of Model Act on PIM, the Ministry in a written reply stated:

“As of now, 15 States, namely, Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh have either enacted exclusive legislation or amended their Irrigation Acts for involvement of farmers in irrigation management. “

2.25 Regarding the steps taken to induce remaining States/UTs to adopt the said Act, it has been submitted by the Ministry:

“Under the restructured “Command Area Development & Water Management (CADWM) Programme more emphasis is being given to participatory approach. Under this programme, payment of central assistance to State is linked with the formation of Water Users’ Association (WUA)s. Apart from this, farmers will have to contribute 10% cost of the works in the form of cash/ labour in the construction of OFD works and reclamation of water logged areas to ensure sense of belongingness and to promote local investments by the farmers. Financial assistance to the extent of Rs. 1000/- per hectare to be shared by The Govt. of India, State and farmers in the ratio of 450:450:100 is also provided.

Conferences/ seminars/ training/ demonstration/ adaptive trials are being organised by Ministry and as a result there has been an increased consciousness in States about the need for actively involving farmers in management of irrigation systems.

The formulations of WUAs have to be ensured so as to enable them to take up various CADWM works right from the planning stage.

CADWM programme is being implemented as State Sector Scheme w.e.f. 01.04.2008. The remaining State Governments have been advised from time to time to enact PIM Act expeditiously.”

2.26 The Committee have been informed that 56,934 Water Users Associations (WUAs) have been formed in various States covering an area of 13.538 M.ha. under different commands of Irrigation Projects.

2.27 In regard to performance of these WUAs and incentives given to them, the Ministry stated as under:

“It has been realized that without active participation of beneficiaries, the irrigation systems cannot be managed efficiently. The experience shows that wherever farmers have been actively engaged, the overall management of irrigation system and the water use efficiency have significantly improved. However there has to be provision for adequate financial support to these organizations to carry out their responsibilities and to make them financially sustainable.

Capacity building, regular monitoring and evaluation of the performance of the WUAs are necessary for success of the PIM programme in the country. The success and failure of the WUAs at one place could provide useful lessons and enable taking up of corrective steps in formation and sustainability of the WUAs at other places. The performance has to justify against the objectives laid down and the financial viability.

States have to constitute a State level Committee for monitoring of the implementation of PIM programme. WALMIs can play an important role in implementation, capacity building, monitoring and evaluation of the PIM programme.

To facilitate the working of WUAs a provision has been made under CADWM programme for one time functional grant at the rate of Rs. 1000 per hectare (Rs.450/hectare by Centre, Rs.450/hectare by the State and Rs.100/hectare by the farmers). The functional grant will be given where WUAs are formed, registered and actually engaged in distribution of water. The amount would be deposited in the fixed deposit account of WUAs in the bank and interest accrued thereon would be used for the activities of the association. Many States like Maharashtra, Gujarat, Rajasthan, Bihar have assigned them the duties of collection of water charges and allowing them to retain some fixed percentage of collected water charge for better operation and maintenance of irrigation infrastructure handed over to them.”

2.28 On the question of progress made during the XI Plan period for achievement of objectives under the scheme and criteria prescribed by the Ministry to assess the performance of WUAs, the Committee have been informed as follows:

“As a result of various guidelines, interaction meetings, conferences/ seminars organized by the Ministry, there has been an increased consciousness in States about the need for actively involving farmers in management of irrigation systems.”

2.29 The performance of the WUAs are mainly assessed on the following aspects:

- i) Operation, maintenance and management (OMM) for the system;
- ii) Collection of water rates;

- iii) Redressal of grievances of its members.

### **Hydrology Project**

2.30 The Committee have been informed that the Hydrology Project Phase-II has been taken up with the assistance of International Bank of Reconstruction and Development (IBRD) w.e.f. 5 April 2006. The duration of the Project is six years. The estimated cost of the project is Rs. 631.83 crore supported with loan of US\$ 104.98 million from IBRD. MOWR is the nodal agency for implementation of the project. The objective of the project is to extend and promote the sustained and effective use of Hydrological Information System (HIS) by all potential users concerned with the water resources planning and management both in public and private.

2.31 When questioned as to what extent the objectives of the schemes have been achieved as the targeted 6 years of the project are nearing completion, the Ministry replied as under:

“Hydrology Project is being implemented in 13 States viz. Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Punjab and Tamil Nadu and 8 Central Organisations viz. Bhakra Beas Management Board (BBMB), Central Pollution Control Board (CPCB), Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Water & Power Research Station (CWPRS), National Institute of Hydrology (NIH), India Meteorological Department (IMD), and Ministry of Water Resources (MoWR).

HIS is being used by all the Implementing Agencies for water resources planning and management. The officers are undergoing trainings for effective use of HIS and its application in the water resources sector. This is a continuous process and the objectives of the Project are being constantly achieved.”

2.32 On being asked regarding amount of funds spent on the project and what amount of assistance from IBRD has been received, the Ministry in their reply submitted:

“The cumulative expenditure incurred by all the Implementing Agencies up to February, 2011 is about Rs 160.71 crore. As per the Department of Expenditure, Ministry of Finance, the cumulative disbursement under HP-II up to March, 2011 is about US\$ 34.986 million, i.e., Rs 156.60 crore.”

2.33 The Committee observe that the allocation in the Plan Budget was Rs. 38.10 crores in 2009-10, Rs. 53.00 crores in 2010-11 and Rs. 80.00 crores proposed in the 2011-12. However, during RE stage in 2009-10 and 2010-11 these were reduced to Rs. 25.10 crore and 31.00 crore respectively.

2.34 When asked to state reasons for reduction in allocation at the revised estimate stages in both years and whether the projects will be affected, the Committee have been informed as under:

“The main reason for reduction in allocation at revised estimate stage in both the years is delay in procurement and installation of various equipment, completion of civil works for various buildings and hiring of Consultants for development of web-Geographic Information System, e-Groundwater Estimation & Management System (GEMS), Water Information System for Data Online Management (WISDOM), which has a direct bearing on delay in procurement of sophisticated equipment required for their development and application. Further, due to delay in submission of deliverables by Consultants of Decision Support System (Planning), Decision Support System (Real Time) and Hydrological Design Aids (Surface Water), the payments related to the deliverables could not be released.

The Project has not been affected due to reduction in allocation of funds as far as Central Implementing Agencies are concerned.”

2.35 The Committee have been informed that the Project will not be completed in the prescribed period of 6 years. On this issue the Committee sought reasons on which the Ministry stated:

“The main reason for the delay in completion of project is the delay of 2.5 to 3.5 years from the date of starting of the Project, i.e. April, 2006, in the placement of four major consultancies i.e. Technical Assistance & Management Consultancy, Decision Support System (Planning) Consultancy, Decision Support System (Real Time) Consultancy and Hydrological Design Aids (Surface Water) Consultancy. The progress of the Project was mainly dependant on these Consultancies. As a result, most of the procurement which were envisaged during the period 2006 to 2010 under the Hydrology Project also got delayed. Also there have been delays in administrative approvals regarding procurement of Goods and Civil Works in respect of State Implementing Agencies. In all likelihood, the Project would be completed by June, 2014.”

2.36 When asked whether the project will be completed as per the revised schedule i.e. by June, 2014, the Ministry in their reply stated :

"The Implementing Agencies have recently intimated that the Project is unlikely to be completed by the scheduled date of closing, i.e. June 2012. Some of the Implementing Agencies have already made a request for extension of the Project while some have informed that they would be seeking extension of the Project. The revised schedule will be finalized in consultation with the Implementing Agencies, the World Bank and MoWR after obtaining the approval of the extension of the closing date of the Project as June, 2014 from the Department of Economic Affairs, (MoF) and the World Bank."

2.37 The Committee have been further informed that the Project is being implemented by the four consultancies namely (i) Technical and Management Consultants (ii) Decision Support System (Planning) (iii) Decision Support System (Real Time) and (iv) Hydrological Design Aids (Surface Water).

2.38 Regarding mechanism to monitor the progress of the project, the Committee have been informed by the Ministry as under:

"The project is being monitored by National Level Steering Committee (NLSC) headed by the Secretary, Ministry of Water Resources with State Secretaries/Principal Secretaries of the concerned Departments as members. At the State level also, State Level Steering Committees (SLSC) & State Hydrological Information System Coordination Committee (SHISCC) have been formed. Project Coordinators and Nodal officers have been put in place in all the Implementing Agencies. Three Hydrological Information System Management Groups (HISMGs); namely HISMG (Technical), HISMG (Data Use & Data Dissemination) and HISMG (Institutional Strengthening & Training) have been constituted. HISMGs, on behalf of NLSC, undertake focused monitoring and review of the project in their respective areas and report progress to NLSC.

A Project Coordination Secretariat (PCS) has been created in the Brahmaputra & Barak (B&B) Wing of MoWR for monitoring and co-ordination of the project. PCS is also functioning as the secretariat of the NLSC and the three HISMGs.

Each Implementing Agency prepares its Annual Work Plan (AWP) and Procurement Plan (PP), which are got approved from the World Bank. PCS carries out monthly review of the progress made by all the Implementing Agencies vis-à-vis the approved AWP & PP. The procurement and technical issues raised by the Implementing Agencies are referred by PCS to Technical Assistance & Management Consultancy. Regular weekly meetings as well as frequent interactions are held with Technical Assistance & Management Consultancy for monitoring and resolution of these specific issues and other critical issues for smooth implementation of the Project."

## **Bharat Nirman under Irrigation Sector**

2.39 The Committee have been informed that one of the six components for development of rural infrastructure under 'Bharat Nirman' is irrigation. The irrigation component of Bharat Nirman aims at creation of Irrigation potential of 10 Mha. during 2005-06 to 2008-09. However, it was estimated that 7.2 Mha. of irrigation potential have been created during the said period.

2.40 In reply to actual irrigation potential created during the aforesaid period and irrigation potential to be created by the end of March, 2011, the Ministry replied as under:

"The State Governments have reported creation of irrigation potential of 7.31 Mha. during 2005-06 to 2008-09. Further, creation of 3.5 million hectare of irrigation potential has been targeted in the next two years i.e., 1.75 million hectare each during 2009-10 and 2010-11. Against this, as per the information received from the State Governments, irrigation potential of 2.37 million hectare has been created upto September 2010. However, the complete information upto the end of March, 2011 is likely to be received by June, 2011."

2.41 The Committee have been informed that the Ministry of Finance has allocated Rs. 12,620.00 crore under Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources Programme during 2011-12 as against Rs. 11,500.00 crore during 2010-11. It has been further informed that Irrigation potential of 1.05 million hectare is targeted for creation during 2011-12 through projects covered under AIBP.

2.42 When asked whether the 'Bharat Nirman' Scheme has been extended for some more years, the Ministry stated that initially, creation of irrigation potential of 10 million hectares was targeted under Bharat Nirman during the four years i.e., during the period from 2005-06 to 2008-09. Subsequently, as per the decision taken during the meeting held in PMO on 13.7.2009 to review the progress in respect of Bharat Nirman, a physical target of irrigation potential creation of 3.5 Mha. was set for the next two years i.e., for the year 2009-10 and 2010-11.

## External Assistance in Water Resources Sector

2.43 The Committee have been informed that the Ministry of Water Resources assist the State Governments in availing external assistance from different funding agencies to fill up the resources gap and state of the art technology for Water Resources development of the country particularly for irrigation schemes. The World Bank is the primary source of external assistance.

2.44 Queried about number of projects implemented with the help of external assistance and their present status, the Ministry in their written reply has stated:

“There are 19 on-going externally aided projects in water resources sector in various States with the assistance from different funding agencies, viz. World Bank (11), Asian Development Bank (2) and the other bilateral agencies, namely, Japan International Cooperation Agency (JICA) (5) and Kreditanstalt fur Wiederaufbau (KfW), Germany (1).

Out of 11 on-going externally aided projects assisted by World Bank, 3 relates to water sector restructuring in the States of Madhya Pradesh, Uttar Pradesh and Rajasthan; 2 relates to water sector improvement in the States of Maharashtra and Andhra Pradesh; 4 relates to community based tank management in the States of Orissa, Karnataka (Phase I & Phase II) and Andhra Pradesh; 1 relates to irrigated agriculture modernization and water bodies restoration and management of Tamil Nadu and 1 relates to Hydrology Project (Phase II), which covers 13 States. The name of States and projects are given at **Annexure – III.**”

2.45 When asked to explain as to who monitors the progress of these projects, the Ministry stated as follows:

“The donor agency (World Bank/ADB/JICA) sends its mission to the project from time to time to monitor the physical as well as financial progress of the project. At the end of the mission, the donor agency prepares a follow up management letter and aide memoire reflecting the findings and agreement reached, a copy of which is shared with the borrowing/implementing entity.

Department of Economic Affairs, Ministry of Finance holds Performance Review Meeting of all Externally Aided Projects implemented with the support of World Bank, JICA, ADB and other externally aided agencies. In these meetings, the concerned officers of the line Ministry and State Governments participate. It is mentioned that Department of Economic Affairs normally conducts 3 types of reviews, bi-annual Tripartite Portfolio Review for all projects in the country; State Level Review Chaired by the Chief Secretary of the State and Review of Project at Risk. In addition, from this year, Department of Economic Affairs is conducting Sectoral Review with the respective Department/Ministry of Government of India.

The Externally Aided Projects which have Central Component are closely monitored by Ministry of Water Resources. These are Hydrology Project, Phase-II and Dam Rehabilitation & Improvement



Project (DRIP). The financial and physical status of various externally aided projects are also reviewed from time to time by the Ministry."

2.46 Asked to explain whether these projects utilising the funds provided by different agencies, the Ministry in reply stated that the externally assisted projects are to be implemented within the time period agreed upon by the project authorities with the donor agencies. The project authorities also have to utilize the funds earmarked for particular financial year. Most of the project authorities complete the project within the agreed time period. However, there are two projects, namely, Madhya Pradesh Water Sector Restructuring Project and Uttar Pradesh Water Sector Restructuring Project in respect of which extension of time for completion of the project was sought by the respective State Governments. It is mentioned that whenever there are slippages in the utilization of funds earmarked for particular financial year, Department of Economic Affairs along with central line Ministry and donor agencies reviews such projects from time to time so as to ensure their timely completion.

The main reasons for delay in implementation of projects and slow utilization of funds relates to delay in land acquisition, clearances from other Departments including from local bodies, issues of rehabilitation, delay in appointment of consultants, frequent transfer of staff, lack of adequate skilled manpower, failure on the part of contractors to carry out the civil works involved and non-availability of inland suppliers and/or inadequate response to the global tenders.

2.47 On being asked whether the Ministry propose to extend such projects to other remaining States of the country, if so, whether any time-frame has been fixed, the Ministry in their written reply stated that there are 5 projects under pipeline, 3 with the assistance of World Bank and 2 with the assistance of ADB. Out of 3 externally aided projects under pipeline assisted by World Bank, 1 relates to Dam Rehabilitation and Improvement Project in 4 States; 1 relates to Accelerated Development of Minor Irrigation Project (ADMI) in West Bengal and 1 relates to Water Sector Improvement in the State of Orissa. Out of 2 externally aided projects under pipeline assisted by ADB, 1 relates to Sustainable Coastal Protection and Management

Project in the States of Maharashtra, Karnataka and Goa and another project relates to North- Eastern Integrated Flood and River Bank Erosion Management Project in the State of Assam.

They further stated that the projects under pipeline are taken up by the Department of Economic Affairs, Ministry of Finance with the Donor Agency based on the project readiness on the part of the State Government. The project readiness, inter- alia, includes Acceptance of the project, Community consultation, State environment clearance and Ministry of Environment & Forest's environment clearance( if necessary), Technical Appraisal Committee clearance, Approval of Expenditure Finance Committee (EFC) (if required), Finance Department clearance, setting up of Programme Management Unit, Procurement Plan, Approval of bid documents, etc. In view of this, no time frame has been fixed either by the Ministry of Water Resources or Department of Economic Affairs to commence the projects under pipeline.

### **Utilisation Certificates**

2.48 The Committee observe that as regards position of Utilisation Certificates (UCs) as on 01.10.2010 for the Grants/Loans released upto 31.3.2008, it has been stated that there were 139 and 17 outstanding UCs in respect of Institutions and Autonomous bodies and State Governments respectively.

In this regard, the representative of MoWR, during evidence stated :

"The main problem is that we take care to receive all the UCs and review the UCs before releasing funds..... We are pursuing that, Sir."

2.49 The position as on 31.3.2011 in regard to outstanding utilization certificate was stated to be as under:

**Table – 2.49**  
**Outstanding utilization certificate**

Status as on	Institutions/		States/UTs	
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	<b>Autonomous Bodies</b>			
<b>Grants released for 2007-08</b>	<b>No. of UCs</b>	<b>Amount (Rs in Crore)</b>	<b>No. of UCs</b>	<b>Amount (Rs in Crore)</b>
01.04.2010	139	15.44		
30.09.2010	139	15.44		
31.12.2010	131	13.88		
31.03.2011	70	5.72	17	40.51
Grants released for 2008-09	70	11.223		83.78
Grants released for 2009-10	82	91.13		114.11

The position of outstanding Utilization certificates in number and amount keep on changing and the same are monitored both by the different departments issuing/releasing the grants and by individual Pay and Accounts Offices before payment is released.

2.50 When asked about action taken /proposed to be taken to obtain all utilization-certificate in time, the Ministry replied as follows:

“PAOs monitor receipts of Utilization Certificates at the time of actual release of grant in aid. No grants are being released without getting the UCs for the grant released for the previous year. Due to monthly meetings with head of departments (HODs) organized at the JS & FA level, the number of Utilization certificates have come down. No grant is released to the same institution wherever the Utilization certificates are pending and compliance is lacking from that institution.”

### **Audit Paragraphs**

2.51 The Committee noticed that replies to a number of Audit Paras for the year 2009-10 and 2010-11 were at the stage of preparation of draft Action Taken Notes.

2.52 On being asked about delay in submission of replies to Audit Paras, and their present position, the Ministry in a written submission stated that expeditious measures have been taken in the Ministry of Water Resources to deal with all the audit paras of CAG. As a result only replies relating to para no. 17.1 and para nos. 5.1 to 5.15 of the latest audit report (9 and 20 of 2010-11) are presently under preparation.

The current position of draft ATNs on CAG paras is as under:-

**Table 2.52**  
**Position of draft ATNs on CAG paras**

S. No.	Pending Stage	Report No. & Year	Para No.
1.	For preparation of draft ATN	9 of 2010-11	17.1
2.	-do-	20 of 2010-11	5.1 to 5.15

### **Budgetary Allocation**

2.53 The Committee note that the total budget estimate of the MoWR for the year 2011-12 is Rs.1,249.33 crore comprising Plan allocation of Rs.732.00 crore and Non-Plan allocation of Rs.517.33 crore excluding allocations of Rs.12,620.00 crore transfer to the States for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources programme by the Ministry of Finance. The Committee further note that in the Plan allocation (Revenue Section) there has been an increase of Rs.31.70 (5.24%) whereas the increase in Non-Plan allocation is Rs.97.81 crore (19.03%) for the year 2011-12. On the other hand in Capital Section plan allocation of Rs.95.80 crore has shown decrease of Rs.11.70 crore (-10.88%) for 2011-12. The Committee also note that in regard to actual utilization of allocated funds during 2009-10 it was less than Budget Estimate in all sections except in the revenue section of Non-Plan allocations. In 2010-11 at revised estimate stage there was decrease of Rs.116.00 crore in the Plan allocation and an increase of Rs.84.36 crore

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

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

Ministry of Finance from time to time. The Ministry should also minutely watch the flow of expenditure throughout the year so that funds are released after due scrutiny and satisfaction.

#### River Basin Organisation/Authority

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

#### Participatory Irrigation Management (PIM)

2.55 The Committee note that the National Water Policy 2002 has emphasized that the management of Water Resources should incorporate a participatory approach by involving not only

the Government agencies but also all stakeholders in various aspects of planning, design and management. Recognizing the need for legal framework for Participatory Irrigation Management (PIM), MOWR has brought out a model act to be adopted by the States for this purpose. Under the strategy for XI Plan, the PIM is one of the identified thrust areas. The Committee also note that as of now, 15 States, namely, Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh have either enacted exclusive legislation or amended their Irrigation Acts for involvement of farmers in irrigation management. As regards implementation by remaining States/UTs, the MoWR informed that the remaining State Governments have been advised from time to time to enact PIM Act expeditiously. Furthermore, the Committee note that 56,934 Water User Associations (WUAs) have been formed in various States covering an area of 13.538 Mha. under different commands of Irrigation Projects. The provision has been made to give financial grant to these WUAs and States like Maharashtra, Gujarat, Rajasthan and Bihar have assigned them the duties of collection of water charges and allowing them to retain some fixed percentage of collected water charges for better operation and maintenance of irrigation infrastructure. The Committee are delighted to note that under PIM, more emphasis has been given to participatory approach for which there has been an increased consciousness in States about the need for actively involving farmers in the management of irrigation system. The Committee recommend the MoWR to persuade all remaining States/UTs by way of holding meetings/seminars etc. to make PIM a grand success so that benefits are reaped by ultimate beneficiaries. The Committee also desire that a periodic monitoring and review mechanism on the working and performance of WUAs be devised by the Ministry so that shortcomings may be removed by taking necessary corrective steps.

### Hydrology Project

2.56 The Committee note that the Hydrology Project Phase-II has been taken up with the assistance of International Bank of Reconstruction and Development (IBRD) w.e.f. 5 April 2006. The duration of the Project is six years. The estimated cost of the project is Rs. 631.83 crore supported with loan of US\$ 104.98 million from IBRD. MoWR is the nodal agency for implementation of the project. The Committee also note that the Project is being implemented in 13 States, viz. Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Punjab and Tamil Nadu and 8 Central Organisations, viz. Bhakra Beas Management Board (BBMB), Central Pollution Control Board (CPCB), Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Water & Power Research Station (CWPRS), National Institute of Hydrology (NIH), India Meteorological Department (IMD), and Ministry of Water Resources (MoWR). Hydrological Information System is being used by all the Implementing Agencies for water resources planning and management. The Committee further observe that the allocation in the Plan Budget was Rs.38.10 crore in 2009-10 and Rs. 53.00 crore in 2010-11 while Rs.80.00 crore has been proposed in the 2011-12. However, during RE stage in 2009-10 and 2010-11 these were reduced to Rs. 25.10 crore and 31.00 crore respectively. The main reasons for the substantial reduction have been delay in procurement and installation of various equipment, completion of civil work for various buildings and hiring of consultants for development of web graphic information system etc. As per MoWR, the project has not been affected due to reduction in allocation of funds as far as Central Implementing Agencies are concerned. The Committee further note that the project will not be completed within the prescribed period of 6 years for which some Implementing Agencies have sought extension of time to be finalized in consultation by them with the World Bank and MoWR. The Committee note that a comprehensive mechanism has been prescribed for monitoring the progress by different agencies. The Committee



are of the view that due to initial teething problems which might not have been taken into consideration, the project could not be completed within the stipulated period of six years. This exhibits lack of proper planning, management, coordination and implementation thereto on the part of the Ministry. The Committee are constrained to point out that the project is getting assistance from the International Bank of Reconstruction and Development (IBRD) and delay in completion of the project will not only adversely affect the good-will of our country globally but will affect future assistance from IBRD or other foreign Institutions also. The Committee expect the MoWR to take all necessary steps to complete the project within the renewed target date i.e. by June 2014 positively. The Committee express their grave anxiety over the fact that there is an urgent need to undertake a comprehensive hydrological survey of the ground water by the MoWR in conjunction with the Deptt. of Space/ISRO.

#### **Bharat Nirman**

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

11,500.00 crore during 2010-11. It has been further informed that Irrigation potential of 1.05 million hectare is targeted for creation during 2011-12 through projects covered under AIBP. The Committee observe that there is still a shortage of 1.13 Mha. of irrigation potential which is required to be created. The Committee hope that remaining irrigation potential would have been created by March 2011 without any shortfall. The Committee, therefore, be apprised about total irrigation potential created upto March 2011.

#### External Assistance in Water Resources Sector

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

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

#### Utilisation Certificates (UCs)

2.59 The Committee are dismayed to note that as on 31.03.2011 there are a large number of UCs pending involving a substantial amount in respect of grants/loans released upto 31.3.2008 for institutions/ Autonomous Bodies and State Govts. According to the position clarified by the Ministry the position of outstanding Utilization Certificates in number and the amounts involved keep on changing and the same are monitored both by the different departments issuing/releasing the grants and by individual Pay and Accounts Officers before payment is released. This fact has also been clarified by the representative of the MoWR while deposing before the Committee. In regard to action taken to obtain all UCs in time, the Committee have been informed that PAOs monitor receipts of Utilization Certificates at the time of actual release of grants in aid. No grants are being released without getting the UCs for the grant released for the previous year. Due to

monthly meetings with Head of Departments (HODs) organized at the JS & FA level, the number of Utilization Certificates have come down. No grant is released to the same institution wherever the Utilization Certificates are pending and compliance is lacking from that institution. Keeping in view all the facts, the Committee recommend that apart from releasing funds after obtaining the UCs from the previous year, they also consider the feasibility of imposing some penalty on the authorities who show lackadaisical approach towards fund management and their utilization. They also recommend that MoWR should coordinate and keep strict vigil on the implementation of Schemes and timely submission of UCs by way of field inspection, periodic reviews, etc.

#### Audit Paragraphs

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

## CHAPTER-III

### MAJOR AND MEDIUM IRRIGATION (MMI)

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 at their State Plan. The Ministry of Water Resources plays a pivotal role by providing technical know-how to the State Governments through its subsidiary organisations and statutory bodies like Central Water Commission, Central Soil and Material Research Station, Central Water and Power Research Station, National Water Development Authority etc. The Budget allocation (Plan and Non-Plan) net of recoveries for Major and Medium Irrigation is as under:-

**Table - 3.1**  
**Budget allocation for Major and Medium Irrigation**

(Rs. in crore)

Budget Estimates 2009-10		Budget Estimates 2010-11		Revised Estimates 2010-11		Budget Estimates 2011-12	
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
219.20	196.85	251.00	189.59	181.60	220.67	277.19	220.39

3.2 When asked to explain the reasons for reduction in the allocation (Plan) by Rs.68.4 crore from 251.00 crore to Rs. 181.60 crore at RE stage and the schemes which have been affected adversely due to such reduction, the Ministry in reply stated that the reduction in the allocation at RE stage under Major and Medium Irrigation (MMI) sector is in respect of two schemes namely, "Hydrology Project" and "Research and Development". The reasons for variations are as follows :

**Table – 3.2**  
**Reasons for variations in the allocation (Plan)**

Schemes	BE 2010-11	RE 2010-11	Reasons for variation in RE 2010-11
Hydrology Project	53.00	31.00	The main reason for reduction in allocation at revised estimate stage is delay in procurement and installation of various equipment, completion of civil works for various buildings and hiring of Consultants for development of web-Geographic Information System, e-Groundwater Estimation & Management System (GEMS), Water Information System for Data Online Management (WISDOM), which has a direct bearing on delay in procurement of sophisticated equipment required for their development and application. Further, due to delay in submission of deliverables by Consultants of Decision Support System (Planning), Decision Support System (Real Time) and Hydrological Design Aids (Surface Water), the payments related to the deliverables could not be released.
Research and Development	54.00	42.00	Due to proportionately less expenditure upto September, 2010.

3.3 On being asked whether due to reduced allocation at RE Stage pace of work in some Schemes/Projects under MMI showed slow progress and efforts made to fully utilize the allocation, the Ministry informed as under:

“The reduction at RE stage would result in some delays in the completion of identified activities. However, physical targets are planned to be achieved during the remaining period of the XI Plan. A close monitoring by the Head of the respective Organisations and also in the Ministry is being undertaken. The progress is also reviewed **periodically** 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. “

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

State Governments have reported creation of irrigation potential of 2.97 million hectares during the first three years of XI Plan i.e. during 2007-08, 2008-09 and 2009-10.

3.5 Regarding the reasons for revision in target for creation of irrigation potential at MTA stage and steps taken to achieve the target during XI Plan period, the Ministry in a written submission stated:

“ The Eleventh Plan had fixed a target of creation of additional irrigation potential of 9 million ha through major & medium irrigation at the rate of 1.8 m.ha. per annum. The physical Progress at the time of Mid Term Appraisal of the XI Plan for the first two years of the Plan (i.e 2007-08 and 2008-09) as reported by the states under Major and Medium Irrigation were 0.84 m.ha and 1.02 m.ha respectively. The corresponding financial performance of the sector by the States is as under:

**Table – 3.5**  
**Financial performance under Major and Medium Irrigation**

(Rs. in Crores)

Year	Approved Outlay	Actual Expenditure
2007-08	29397.69	29298.84
2008-09	36933.34	32196.01
2009-10	32652.61	34693.06 (Revised outlay)
2010-11	39662.06	

As per the latest reports from the State the actual physical performance during 2007-08, 2008-09 and 2009-10(anticipated) are 1.153 m.ha, 1.010 m.ha and 1.206 m.ha respectively with target for 2010-11 being 1.555 m.ha. The total physical anticipated achievement by end of 2010-11 is 4.925 m.ha. Keeping in view the physical and financial performance of the sector at the time of Mid Term Appraisal, the targets were revised from 9 m.ha. to 5 m.ha. However, the actual achievement during the XI Plan, keeping in view the trend so far is likely to be between 5.5-6 m.ha.

As regards steps taken to achieve the target during the Plan, irrigation being a State subject, it is for the States to strictly prioritise the projects and allocate adequate financial outlay for the sector and ensure ongoing projects completion. The central Government has been consistently increasing the outlays under the AIBP since the beginning of the Plan to assist the States to complete the ongoing Major and Medium Irrigation projects. Planning Commission has been urging the States to accord strict priority for completing the ongoing projects before any new projects are taken under the sector.”

### **Command Area Development & Water Management (CADWM)**

3.6 The Committee have been informed that the Command Area Development (CAD) Programme was started as a Centrally Sponsored Scheme in the year 1974-75 with the objective to bridge the gap

between irrigation potential created and that utilized through micro level infrastructure development for efficient water management and enhancement of agricultural production and productivity so as to improve socio-economic conditions of the farmers. The programme was restructured and renamed as Command Area Development & Water Management (CAD&WM) with effect from 1.4.2004. Under the CAD&WM Programme financial assistance is being provided to the state governments on 50:50 basis for construction activities and 75:25 basis to carry out training programmes for field functionaries/farmers, monitoring, evaluation, adaptive trials and demonstrations.

Initially, 60 major and medium irrigation projects **were** taken up under the CAD Programme, covering a Culturable Command Area (CCA) of about 15.00 million hectare. There are now 145 ongoing projects with CCA of 16.02 Mha. The scheme is being implemented as a State Sector Scheme during the XIth Five Year Plan (2008-09 to 2011-12).

3.7 In regard to objectives of CAD&WM Scheme, the Committee have been informed that the main objective of CADWM Programme is to enhance utilisation of irrigation potential created and improve agriculture productivity and production on a sustainable basis through integrated and coordinated approach involving multidisciplinary team.

3.8 On being asked to what extent this scheme has been able to achieve its targeted objectives, targets fixed under the scheme for XIth Plan and upto date achievements, the Ministry in reply stated that the evaluation studies conducted with regard to the performance of CADWM programme revealed that there has been a positive impact of the programme in terms of better utilization of irrigation potential created, improvement of water use efficiency, improvement in adoption of better agriculture practices, equitable distribution of water amongst farmers, increase in agriculture production and productivity, controlling wasteful use of water and checking the incidence of water logging and soil salinity and improving socio-economic condition of farmers in the command areas.



3.9 They further stated that the details of physical targets for XI Plan and achievement upto December 2010 are as under:

**Table – 3.9**  
**Details of physical targets for XI Plan and achievement**

(Million Hectares)

Sl. No.	Component	Physical Target (2008-09 to 2011-12)	Achievement Upto Dec., 2010
1.	OFD works (field channels and land leveling, shaping and realignment of field boundaries, where necessary).	1.32	1.00
2.	Field, intermediate and link drains	0.56	0.26

3.10 An area of about 18.06 Mha. has been covered under the programme since inception up to end of March, 2007 out of which an area of 1.8 Mha. has been covered during the IX Plan and an area of 2.31 Mha. has been covered during the X Plan. During XI plan, 1.62 Mha. has been covered in four years till March, 2011.

3.11 When enquired about difference noticed by the Ministry in implementation of the scheme after it is transferred to State Sector Scheme, the Ministry submitted as follows:

“The latest guidelines on Command Area Development and Water Management (CADWM) programme stipulates that State Govt. is required to enter into a Memorandum of Understanding (MoU) at the time of inclusion of a project under CADWM. State Govt. has to do phasing of expenditure and physical works year wise till completion of the project. This has **had a positive impact on the time bound implementation of projects**. Moreover, State Governments are more forthcoming for inclusion of project under the programme now. The State Governments are to focus more on capacity building of farmers and field functionaries.”

3.12 Regarding allocation of funds for implementation under the scheme and whether any monitoring cell has been set up in the Ministry, the Committee have been informed that an amount of Rs.1194.40 crore out of the total allocation of Rs.1600 crore during 2008-09 to 2011-12 has been released to the State Govt.

under CADWM programme during the period from 2008-09 to till March 2011. CADWM Wing of the Ministry does monitoring of CADWM projects through physical and financial progress reports of the programme received from the States and six monthly monitoring visits by fields units of Central Water Commission and also by officers of CADWM Wing of the Ministry.

### **Major and Medium Irrigation (MMI)**

**3.13** The Committee note that MoWR plays a pivotal role by providing technical know how to the State Governments through its subsidiary organizations for planning, formulation and execution of all Major and Medium Irrigation Projects. The budget allocation (Plan) was reduced by Rs.68.4 crore from Rs.251.00 crore to Rs.181.60 crore at RE stage. The reason for this reduction is stated to be in respect of two schemes namely, "Hydrology Project" and "Research and Development". The Ministry is also in agreement that the reduction at RE stage would result in some delays in the completion of identified activities. However, physical targets are planned to be achieved during the remaining period of the XI Plan. The Committee express their serious concern over reduction of allocation at RE stage again because while examining Demands for Grants for the year 2010-11, the Committee had pointed out the similar fact in their Second Report (15th Lok Sabha). The Committee also regret to note that despite their recommendation in this regard, the reduction during 2010-11 is by Rs.68.4 crore whereas it was by Rs.30.00 crore during 2009-10 which shows an increasing trend. The Committee observe that the MoWR has not taken the recommendation of the Committee in the right earnest in spite of giving assurance by them in their action taken reply to the aforesaid report. The Committee are constrained to recommend again that the MoWR formulate their budget estimates judiciously and with pre-planning besides exercising effective control over its various Offices/Institutes so that no room is left for reduction in Budget Estimates in future.

3.14 The Committee note that the target of creation of irrigation potential through MMI during XI Plan was 9.0 million hectares, which was revised to 5.00 Mha. at MTA stage. As against this, the State Governments have reported creation of irrigation potential of 2.97 million hectares during the first three years of XI Plan, i.e. 2007-08, 2008-09 and 2009-10. As per the latest reports from the States the actual total physical anticipated achievement by the end of 2010-11 is 4.925 Mha., therefore, at the time of MTA, the targets were revised from 9 to 5 Mha. According to the Ministry, the Central Government has been consistently increasing the outlays under AIBP to assist States to complete the on-going Major and Medium Irrigation Projects. It is highly disappointing to find that target for creation of irrigation potential has been reduced at MTA stage. The Committee, therefore, recommend that the MoWR make concerted efforts to find the crux of the problem and remove all shortcomings which create hurdles in achieving the targets. The Committee also recommend that before setting the targets the Ministry should do complete and thorough ground work, so that realistic targets are fixed and also achieved within the stipulated time frame.

#### Command Area Development & Water Management (CADWM)

3.15 The Committee note that the Command Area Development (CAD) Programme was started as a Centrally Sponsored Scheme in the year 1974-75 with the objective to bridge the gap between irrigation potential created and that utilized through micro level infrastructure development for efficient water management and enhancement of agricultural production and productivity so as to improve socio-economic conditions of the farmers. The programme was restructured and renamed as Command Area Development & Water Management (CAD&WM) with effect from 1.4.2004. Under the CAD&WM Programme financial assistance is being provided to the State Governments on 50:50 basis for construction activities and 75:25 basis to carry out training programmes for field functionaries/farmers, monitoring, evaluation, adaptive trials and demonstrations. Initially, 60

major and medium irrigation projects **were** taken up under the CAD Programme, covering a Culturable Command Area (CCA) of about 15.00 million hectare. There are now 145 ongoing projects with CCA of 16.02 Mha. The scheme is being implemented as a State Sector Scheme during the XIth Five Year Plan (2008-09 to 2011-12). According to the Ministry the evaluation studies conducted with regard to performance of CADWM Programme, there has been a positive impact of the programme. The Committee also note that the latest guidelines on Command Area Development and Water Management (CADWM) programme stipulates that a State Govt. is required to enter into a Memorandum of Understanding (MoU) at the time of inclusion of a project under CADWM. The State Govts. have to do phasing of expenditure and physical works year wise till completion of the project. This has **had a positive impact on the time bound implementation of projects**. Moreover, State Governments are more forthcoming for inclusion of project under the programme now. They, however, need to focus more on capacity building of farmers and field functionaries. The Committee are pleased to note the achievements of physical targets upto December 2010 for the period 2008-09 to 2011-12 as well as after its transfer to State Sector Scheme. The Committee observe that pace of implementation under CAD&WM is very encouraging and hope that the Ministry would make all possible endeavour to implement the Scheme in letter and spirit.

## 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 hectare individually. Surface Water Minor Irrigation Schemes are generally funded from the public sector outlay. Many schemes under Minor Irrigation have been transferred to State Sector in the XI<sup>th</sup> Plan and some others have been merged in a new scheme. The detailed Budget Allocation for Minor Irrigation during the year 2009-10, 2010-11 and 2011-12 are given as under:-

**Table – 4.1**  
**Budget Allocation for Minor Irrigation**

(Rs. in crore)

Budget Estimates 2009-10		Budget Estimates 2010-11		Revised Estimates 2010-11		Budget Estimates 2011-12	
Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
88.50	94.99	112.50	98.31	103.40	102.29	146.40	105.02

4.2 The Plan allocation during 2010-11 was Rs. 112.50 crore which was reduced to Rs.103.40 crore at RE stage. The reasons for their reduction were stated to be general cut in Revised Estimates of Ministry of Water Resources as a whole, in respect of the scheme Ground Water Management and Regulation also, this was reduced from Rs. 112.00 crore at BE State to Rs. 90 crore at RE stage.

4.3 For Non-Plan side during the year 2010-11 allocation was earmarked at Rs.98.31 crore but it has been enhanced to Rs.102.29 crore at the Revised Estimates stage. The reasons attributed to this as well as efforts made to keep non-plan allocation to minimum, the Ministry informed that the allocation (Non-Plan) for Central Ground Water Board has been increased by 3.9 crore i.e. by 4% at Revised Estimate Stage due to increase in DA and increase in expenditure on medical treatment. Provision for specific

activities is kept under Plan schemes and only those activities which are not possible to be accommodated under Plan schemes are covered under Non-Plan.

4.4 The Committee have been informed that the Budget Allocation (Plan) for Minor Irrigation Scheme during 2011-12 is earmarked at Rs.146.40 crore which is Rs.33.90 crore more allocation as compared to previous Financial Year 2010-11. The Ministry in their reply clarified that due to rise in expenditure on regular works and likely expenditure to be made for construction of piezometers and to release funds to the implementing agencies for demonstrative projects on rain water harvesting and artificial recharge during XI Plan increased allocation has been made for the financial year 2011-12.

4.5 On being asked regarding targets fixed for creation of irrigation potential and its utilisation under Minor Irrigation Schemes for 11<sup>th</sup> Plan and the achievement so far in this regard, the Ministry submitted as under:

“Considering the emphasis through programme like Bharat Nirman and restoration of Water Bodies, the target for creation of potential for the XI<sup>th</sup> Plan as per recommendation of Working Group has been kept as 7 million hectare (Mha.). During the Mid Term appraisal of the XI<sup>th</sup> Five Year Plan carried out by Planning Commission, it is noticed that against anticipated annual rate of creation of irrigation potential of about 1.4 Mha., the average rate of creation of irrigation potential during the first three years is about 0.774 Mha. per year. Therefore, Planning Commission has proposed the revised target for creation of irrigation potential for the XI<sup>th</sup> Plan as 4.5 Mha. As per update information provided by the respective State Governments, a total of 2401.052 th.ha of irrigation potential has been created through Minor Irrigation upto September, 2010 since April, 2007.”

4.6 When asked to explain what efforts have been made by the Ministry to achieve revised targets within the prescribed time frame, the Ministry replied that the Eleventh Plan had fixed a target of creation of additional irrigation potential of 7 Mha. through minor irrigation at the rate of 1.4 Mha. per annum. The physical Progress at the time of Mid Term Appraisal of the XI Plan for the first two years of the Plan (i.e 2007-08 and 2008-09) as reported by the states under Minor Irrigation were 0.89 Mha. and 0.90 Mha. respectively. The corresponding financial performance of the sector by the States is as under :

**Table – 4.6**  
**Financial performance under Minor Irrigation by the States**

(Rs. in Crore)

Year	Approved Outlay	Actual Expenditure
2007-08	5383.95	4383.87
2008-09	6809.68	5713.74
2009-10	7467.41	7835.19
2010-11	8525.88	

As per the latest reports from the State the actual physical performance during 2007-08, 2008-09 and 2009-10(anticipated) are 0.818 Mha., 1.276 Mha. and 1.489 Mha. respectively with target for 2010-11 being 1.294 Mha. The total physical anticipated achievement by end of 2010-11 is 4.878 Mha. Keeping in view the physical and financial performance of the sector at the time of Mid Term Appraisal, the targets were revised from 7 Mha. to 4.5 Mha. However, the actual achievement during the XI Plan, keeping in view the trend so far is likely to be between 5-5.5 Mha.

As regards steps taken to achieve the target during the Plan, irrigation being a State subject, it is for the States to strictly prioritise the projects and allocate adequate financial outlay for the sector. The central Government has been consistently increasing the outlays under the AIBP since the beginning of the Plan to assist the States for surface Minor Irrigation schemes with 90% financial grant being made available to schemes in NE region and Special Category States, drought prone and tribal areas. Also the RRR of water bodies scheme under AIBP provides assistance for the restoration of selected water bodies in the State which would help to restore irrigation in individual villages where they are located. Planning Commission has been encouraging States for involving the WUA's for the management of Minor Irrigation schemes like the States of Orissa, Andhra Pradesh, and Gujarat.

It is further indicated that the cost per hectare of irrigation potential creation assumed at the beginning of the XI for the Major and Medium Irrigation and Minor Irrigation sectors were Rs 1.7 lakh/ha

and Rs 0.90 lakh/ha respectively and this cost has gone up during the Plan period due to increase in the cost of construction materials.

### **Ground Water Management & Regulation (GWM&R)**

4.7 The scheme was launched with the merger of some Tenth Plan Scheme at a cost of Rs.460 crore for implementation by the CGWB during XI Plan. The Budget allocation for the GWM&R is given below:

**Table – 4.7**  
**Budget allocation for the GWM&R**

(Rs. In crore)

Actual 2009-10	BE 2010-11	RE 2010-11	BE 2011-12
68.82	112.00	90.00	132.00

4.8 The allocation were reduced during 2010-11 at RE stage by Rs. 22.00 crore which is again increased at BE 2011-12 to Rs. 132.00 crore despite actual expenditure at Rs.68.82 crore in 2009-10, the Ministry in this regard submitted due to general cut in Revised Estimates of Ministry of Water Resources as a whole, **the allocation** in respect of the scheme Ground Water Management **and Regulation also** was reduced from Rs. 112.00 crore at BE State to Rs. 90 crore at RE stage.

4.9 When asked to explain as to which programmes have been affected by reduction in allocation in 2010-11 as well as factors responsible for increase in allocation during 2010-11 and 2011-12 to Rs. 112.00 crore and Rs. 132.00 crore respectively. The Ministry in a reply stated that because of slow progress of work prior to the RE finalization, the allocation has been reduced in RE. However the scheme picked up towards the end of the FY 2010-11 and therefore higher allocation has been made for 2010-11 and thus physical targets will be achieved during this year.



Increased allocation during 2010-11 and 2011-12 was made due to likely increase in expenditure on regular works, construction of piezometers and to **release** funds to implementing agencies for demonstrative projects on rain water harvesting and artificial recharge.

4.10 On regulation and recharging of Ground Water, while deposing before the Committee, the representative of MoWR submitted :

"Firstly, I said about regulation. It has not been given proper attention because we have not received much response from States on regulation of ground water. Now, as far as recharging is concerned, we had two Schemes. One Scheme was the demonstrative recharge for which money is very limited. We have only Rs.100 crore and out of that some money is given to various organizations and agencies to implement the Scheme. Some work has already been done. We have also seen that in some of the places, very good work has been done in ground water recharge. However, in some States, the work is not very satisfactory."

4.11 When asked what regulatory tools are available with the authorities to control the excess withdrawal of ground water and to what extent these are effective in practical use,

the Ministry in their reply has explained:

"The Central Government, in terms of directions of Hon'ble Supreme Court of India under order dated 10.12.1996, in I.A. No. 32 of CWP No. 4677 of 1985, constituted the Central Ground Water Authority. Accordingly, the Central Government in the Ministry of Environment & Forests has issued the notification constituting the Central Ground Water Board as an Authority for the purposes of regulation and control of Ground Water Management and Development. The Central Ground Water Authority was initially constituted for one year vide S.O.38 (E) dated 14th January, 1997. The term of Authority was extended for five years vide S.O. 40(E) dated 13th January, 1998. The Authority was made a permanent body vide S.O. 1024(E) dated 6th November, 2000."

### **Powers and Functions of CGWA**

4.12 The Authority has to exercise the following powers and perform the following functions namely: -

- I. Exercise of powers under section 5 of the Environment (Protection) Act, 1986 for issuing directions and taking such measures in respect of all the matters referred to in sub-section (2) of section 3 of the said Act.
- II. To resort to penal provisions contained in sections 15 to 21 of the said Act.

- III. To regulate and control, management and development of ground water in the country and to issue necessary regulatory directions for the purpose.
- IV. Exercise of powers under section 4 of the Environment (Protection) Act, 1986 for the appointment of officers.

### **Regulation and Control of ground water development**

4.13 CGWA so far has notified 43 over-exploited blocks for the purpose of regulation of ground water development. These public notices are basically directions of CGWA issued under section 5 of the Environment (Protection) Act, 1986. For enforcement of the regulatory directions issued under Section 5 of EPA, 1986, concerned Deputy Commissioners/ District Collectors have been authorized to take necessary action in case of violations of directives of CGWA in the notified areas.

4.14 CGWA also has issued directions, under section 5 of the Environment (Protection) Act, 1986, to Chief Secretaries in 12 states (Andhra Pradesh, Haryana, Gujarat, Punjab, M.P., Maharashtra, Rajasthan, Tamilnadu, Kerala, Karnataka, U.P., Uttaranchal) and 2 Union Territories (Daman and Diu, Pondicherry) to adopt artificial recharge to ground water and to promote rain water harvesting, in order to ensure augmentation of depleting ground water resources.

4.15 Under regulatory function, CGWA had been issuing directions under section 5 of the Environment (Protection) Act, 1986, for registration of ground water abstraction structures in the notified over-exploited areas/blocks, registration of drilling agencies, regulation of ground water development by new users, including Industrial users in over-exploited and critical blocks, regulation of sale and supply of ground water resources by existing agencies in notified areas, ensuring rain water harvesting by ground water users, according permits in notified areas for drinking and domestic use as per the laid down policy guidelines etc.

4.16 The Committee observe that in regard to Physical targets viz-a-viz achievement under the Ground Water Management Regulation during XI Plan (2007-12), year-wise target fixed for the years 2007-08, 2008-09, 2009-10 and 2010-11 have not been achieved in almost all the schemes.

4.17 On being asked regarding the causes for under achievement of the fixed target and reasons for prescribing non-achievable targets, the Ministry stated as follows:

### **Ground Water Exploration**

- 4.18
- Most of the rigs are old, hence frequently under repair. Major components of these old models are not readily available, hence time consuming.
  - Non-materialization of proposal of replacement of old rigs with new rigs.
  - Shortage of experienced working posts due to large number of retirement and time gap in filling the posts.
  - Targets were not unachievable as almost 95% targets were achieved every year.
  - In view of the targets of 11<sup>th</sup> plan equal distribution of yearly target was done.
  - New rigs were expected during 11<sup>th</sup> five year plan as replacement of old rigs.

### **Geophysical & Hydro-chemical Studies**

4.19 Shortage of manpower has developed in last several years due to retirement and officers leaving the department (CGWB) to other departments for better prospectus. Due to manpower constraints, there were short fall in the targets during XI Plan.

The targets prescribed were never non achievable rather they have been worked out based on the existing norms in the department for chemical sample analysis and geophysical.

4.20 On this issue the representatives of the MoWR during evidence explained :

"In regard to monitoring of groundwater studies, geo-physical studies, hydro chemical studies – in groundwater management and regulation schemes, we have achieved our targets and in some places we have even exceeded our targets. About the groundwater exploration, in the last year

there was a slight shortfall which we are covering this year. About geo-physical studies, we would be trying to cover this year the remaining part of it. About hydro-chemical studies also, we will be completing during this year."

#### **Minor Irrigation**

4.21 The Committee note that Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectare individually. Surface Water Minor Irrigation Schemes are generally funded from the public sector outlay. Many schemes under Minor Irrigation have been transferred to State Sector in the XI<sup>th</sup> Plan and some others have been merged in a new scheme. The Committee also note that the Plan allocation during 2010-11 was reduced from Rs.112.50 crore to Rs.103.40 crore at RE stage due to general cut in Revised Estimates of MoWR as a whole. The Committee further note that budget allocation for Minor Irrigation Scheme for 2011-12 is earmarked at Rs.146.00 crore which is Rs.33.90 crore more than the previous year 2010-11. For this the Ministry clarified that due to rise in expenditure on regular works and likely expenditure to be made for construction of piezometers and to release funds to the implementing agencies for demonstrative projects on rain water harvesting and artificial recharge during XI Plan the allocation has been increased. The Committee hope that the Ministry would utilise the increased allocation fully during the year 2011-12. The Committee, however, recommend that in order to utilise the enhanced allocation during 2011-12 the Ministry pursue the matter vigorously with the States and undertake periodical reviews of the physical and financial progress of the work.

4.22 The Committee note that creation of potential for the XI Plan for Minor Irrigation has been kept as 7 Mha. which was revised by the Planning Commission as 4.5 Mha. during Mid Term Appraisal on the ground that as against anticipated annual rate of creation of irrigation potential of about 1.4 Mha., the average rate for the same during the first three years is about 0.774 Mha. per

year. As per the latest reports from the States the actual physical performance during 2007-08, 2008-09 and 2009-10(anticipated) are 0.818 Mha., 1.276 Mha. and 1.489 Mha. respectively with target for 2010-11 being 1.294 Mha. The total physical anticipated achievement by the end of 2010-11 is 4.878 Mha. Keeping in view the physical and financial performance of the sector at the time of Mid Term Appraisal, the targets were revised from 7 Mha. to 4.5 Mha. However, the actual achievement during the XI Plan, keeping in view the trend so far is likely to be between 5 - 5.5 Mha. In regard to achieving targets during the Plan, the Ministry has been consistently increasing the outlays under the AIBP since the beginning of the Plan to assist the States for surface Minor Irrigation Schemes with 90% financial grant being made available to Schemes in NE region and special category States, drought prone and tribal areas. The Committee further note that Planning Commission has been encouraging States for involving WUAs for the Management of Minor Irrigation Schemes. The Committee have also been informed that the cost per hectare of irrigation potential creation assumed at the beginning of the XI Plan for the Major and Medium Irrigation and Minor Irrigation sectors were Rs 1.7 lakh/ha and Rs 0.90 lakh/ha respectively and this cost has gone up during the Plan period due to increase in the cost of construction materials. The Committee are of the considered view that before setting any targets a well planned and thorough study be carried out to assess the achievable targets. The Committee recommend that tentative targets along with complete details of Scheme be forwarded for vetting to the Planning Commission in the first instance and after obtaining their view/approval, further action be taken to launch the Scheme so that revision of targets and cost overrun is avoided.

#### Ground Water Management & Regulation

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

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

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

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

4.25 The Committee further note that Physical targets vis-à-vis achievement under the Ground Water Management Regulation during XI Plan (2007-12), year-wise target fixed for the years 2007-08, 2008-09, 2009-10 and 2010-11 have not been achieved in almost all the schemes. The reasons for non-achievement of targets, as stated by the Ministry *inter-alia* are that most of the rigs are old, major components of these models are not readily available, shortage of manpower, etc. The Ministry during evidence also clarified that in regard to monitoring of groundwater studies, geo-physical studies, hydro chemical studies – in groundwater management and regulation schemes, they have achieved their targets and in some places they have even exceeded their targets. About the groundwater exploration, during the last year there was a slight shortfall which they are covering this year. About geo-physical studies, they would be trying to cover the remaining part of it this year. They will also be completing the hydro-chemical studies during this year. While deploring that the MoWR has failed to achieve the various targets fixed for Hydro Chemical Studies, the Committee recommend that the Ministry identify the bottlenecks, fix responsibility on the

officers responsible for the delays and complete the targets in the remaining period of the XI Plan. They expect complete action taken note on each of the aforesaid recommendations within next three months. Further, considering the significance and viability of the minor irrigation projects in the hilly areas, more funds need to be allocated and schemes sanctioned for their early execution including the Renuka dam project in Himachal Pradesh.



## CHAPTER-V

### FLOOD CONTROL

5.1 The following are the total Budget allocation for Flood control:-

**Table -5.1**  
**Budget allocation for Flood control**  
(Rs. in crore)

Year	Plan	Non-Plan	Total
2009-10 (BE)	234.30	61.45	295.75
2010-11 (BE)	250.50	59.74	310.24
2010-11 (RE)	225.00	75.38	300.38
2011-12 (BE)	238.01	78.35	316.36

The Plan allocation for Flood Control for the year 2010-11 was earmarked at Rs.250.50 crore. However, it was reduced to Rs.225.01 crore at the Revised Estimate stage for the same financial year and again increased to Rs. 238.01 crore for 2011-12. The reason for this have been explained by the Ministry as follows :

- (a) Anti- erosion works taken up by Brahmaputra Board were started late and accordingly requirement of funds was reduced.
- (b) Investigation works of Sapta Kosi High Dam Multipurpose Project in Nepal were affected due to agitation and uncertain political situation in Nepal.

5.2 The World Commission on Dam in its report “Dam and Development” has suggested an integrated approach to flood management in early 2000. The three-pronged strategy was through structural and non-structural means, isolating the threat of floods through structural, technological and policy alternatives and increasing peoples capacity to cope with floods.

5.3 When asked as to whether MOWR is aware of the report of World Commission on Dam, they responded that the final report on Commission on Dams “Dams and Developments – a new framework for decision-making” was launched in November 2000. The World Commission on Dams (WCD) had earlier commissioned consultants in India to prepare the “India Country Report”. Government of India rejected the

Draft India Country Report as the consultants were reluctant to amend the draft report accommodating our comments. The final report of WCD leaned heavily on the Consultants Country Report totally ignoring Government of India's view and the data on the successful projects in India furnished to WCD by Ministry of Water Resources. The references relating to India in the WCD report are not based on factual and authentic information. Further the matter was also taken up with United Nations Environment Programme (UNEP). Later on, Executive Director, United Nation Environmental Programme who met then Hon'ble Minister of Water Resources on 2<sup>nd</sup> May 2002 was also explained the circumstances under which India had rejected the report of the world Commission on Dams.

5.4 On the question of taking action towards proactive approach of Flood Management, the Ministry in their reply stated that the Government of India has formulated National Water Policy 2002 incorporating various guiding principles for better flood management and circulated to all the states and concerned agencies for implementation.

5.5 To enable state governments to undertake various structural measures namely, construction/raising & strengthening of embankments, drainage improvement works etc., central assistance is being provided to state governments under "Flood Management Programme" of MOWR during XI plan.

5.6 Under the non-structural measures, the work of flood forecasting and warning as an effective tool for flood management by providing advance warning to the flood prone areas is entrusted to Central water Commission. Flood forecasting network of Central water Commission issues flood forecasts for 175 stations in the country every year and modernization of flood forecasting network of CWC is in progress.

5.7 For implementation of the Flood Plain Zoning approach in the country, a model draft bill for flood plain zoning legislation was circulated by the Government of India in 1975 to all the states. There has been resistance on the part of the states to follow up the various aspects of flood plain management including possible legislation. Only, the states of Manipur and Rajasthan enacted the legislation but the demarcation

of flood zones/ enforcement is yet to be done. Further, the states of Uttar Pradesh, Bihar & West Bengal have initiated actions in this regard. Other states are yet to take action for enactment of legislation.

5.8 Asked to explain reasons for inordinate delays in taking action by States for enactment of the aforesaid legislation and action taken by the Ministry to persuade all the States to enact the above legislation, the Ministry explained as under:

“As apprised from time to time by the States, the implementation of the Flood plain zoning legislation involves large scale displacement of the people settled in flood plains and their resettlement. Due to these problems, the States are feeling it difficult to enact required legislature.

The Working Group on Flood Management and Region Specific Issues constituted by Planning Commission for XII Plan is making an assessment of the issues related to implementation of Flood Plain Zoning Bill by the States.

To encourage states, the guidelines on Flood Management Programme – a state sector scheme for providing central assistance to the State governments for taking up flood control and river management works during XI Plan, were framed by MOWR giving priority to the State Governments which adopt Flood Plain Zoning Bill early.”

5.9 The Government of India has set up a National Disaster Management Authority (NDMA) under Disaster Management Act, 2005 and all the state Governments have also established State Disaster Management Authorities (SDMA) which undertake programmes associating general public in management of various disaster including floods. Besides, capacity building programmes are also arranged by the industries like National Institute of Disaster Management (NIDM) and National Water Academy (NWA) for training **officers of various levels as part of a multi-faceted strategies for flood management.**

5.10 Mass awareness is also created regarding flood management through various programmes of MOWR under Information, Education & Communication (IEC) Scheme.

5.11 In the last few years flood has caused havoc in the country and a large amount of water was allowed to flow out. The reason was that there is not much infrastructure for storage of the water. Xlth

Plan documents also suggested that the ideal solution for flood control is the creation of adequate storage in flood prone river systems.

5.12 When pointed out to state efforts made to create the infrastructure like reservoir and dams for storage of water to minimise the severity of flood and subsequent destruction due to floods, the Ministry in their reply stated:

“In addition to internal efforts, there is continuous dialogue with the Government of Nepal for development of Storage projects in Nepal on rivers coming from Nepal to India. Presently, three projects namely, Pancheshwar Multipurpose Project on river Sharda (Mahakali in Nepal), Saptakosi High Dam Multipurpose Project on river Kosi and West Rapti (Naumure) Multipurpose Project on river Rapti are under discussion with Government of Nepal. However, desired response from Government of Nepal is not forthcoming due to current political situation in Nepal.”

5.13 When asked to state what is the approximate amount of water which goes out untapped every year due to lack of storage facility in the country, the Ministry replied that the average annual precipitation is estimated as 4000 Billion Cubic Metre (BCM) in the country. After accounting for the natural process evaporation etc., the average annual water availability in the country is assessed as 1869 BCM. It is estimated that owing to topographic, hydrological and other constraints, the utilizable water is 1123 BCM which comprises of 690 BCM of surface water and 433 BCM of replenishable ground water resources. As per the available assessment, about 450 BCM of surface water and 231 BCM of ground water resources is being utilized for diverse purposes. Rest of the water could be considered to be flowing down to sea.

5.14 On the question of creation of additional amount of water storage per person in the last decade and as to where India stands in comparison to other countries in creation of per capita water storage capacity, the Ministry in their written reply stated:

“Central Water Commission (CWC) has assessed that the present total live storage capacity of completed projects in India has increased from 177 BCM in 1997 to about 253 BCM in March 2010. As per the Report of the Working Group on Water Resources for the XI Five Year Plan (2007-2012) constituted by the Planning Commission, the per capita storage in the country is only about 210 m<sup>3</sup> which is way behind the achievement in many of the developed and developing

countries, such as, Russia (6103 m3), Australia (4733 m3), USA (1964 m3), Turkey (1739 m3), Spain (1410 m3), Mexico (1245 m3), China (1111 m3), and South Africa (753 m3)."

5.15 On further query regarding reason for low live storage capacity of completed projects in India and steps taken to increase the same to the level of other developed and developing countries, the Ministry stated that the per capita storage capacity in India is much less than other countries due to limited availability of water resources and large population. Systematic development of water resources has been taking place in the country since the beginning of the plan era. A large number of dams have been constructed in the country in different river basins. As a result of this the total live storage capacity created by completed dams in the country is about 253 BCM. The total estimated storage capacity of various projects under construction is about 51 BCM. Further, the State Governments have identified various other schemes for investigation and planning and the estimated storage for such schemes is about 110 BCM.

#### **Restoration of Sunderbans Embankments**

5.16 Regarding the status of Sunderbans area of West Bengal where approx. 778 km embankment and sea dykes were severely damaged by the 'AILA' Cyclone in May, 2009, the Committee have been informed that the scheme titled "Reconstruction, remodeling & Improvement of embankments in Sunderban and adjoining areas in the districts of North & South 24 Parganas damaged by severe cyclone 'Aila' " for restoring the embankments in the above areas estimated to cost Rs.5,032.00 crore formulated by Irrigation and Waterways Directorate (I&WD), Government of West Bengal was cleared by the Ganga Flood Control Commission on 21.01.2010 and also approved by the Advisory Committee of Ministry of Water Resources in its meeting held on 28.01.2010. The investment clearance for the scheme was accorded by the Planning Commission on 02.07.2010. The physical execution of work is getting delayed due to non-acquisition of land.

5.17 On being questioned on the quantum of funds spent for restoration work of damaged embankment out of the estimated cost of Rs. 5,032.00 crore and its present status, the Ministry in their written reply

stated that the 1<sup>st</sup> phase of scheme “Reconstruction, remodeling & Improvement of embankments in Sunderban and adjoining areas in the districts of North & South 24 Parganas damaged by severe cyclone ‘Aila’ ” with an estimate cost of Rs.1,339.50 crore has been included for providing central assistance under the State Sector Scheme “Flood Management Programme” and two installments of central assistance amounting to Rs.525.75 crore. have been released to the State Government for the scheme till date. The State Government has utilized a total amount of Rs.294.61 crore only including state share amounting to Rs.107.11 crore till date. Further, 1<sup>st</sup> phase works of the scheme involves acquisition of 5996 acres of land. The process for acquisition of land is in progress and possession of about 70 acres of land has been received so far. Irrigation & Waterways Directorate, Government of West Bengal has completed all formalities related to issue of work order for the scheme. However, the work order has not been issued as the possession of land has not yet been received by the Department. The reason of underutilization of funds by the State Government towards the aforesaid scheme is mainly due to delay in starting the physical work due to non-availability of land.

5.18 When asked to state whether MOWR analysed the reasons and devised any monitoring mechanism in this regard, the Ministry stated that the reason of delay in implementation of the scheme is due to non-availability of land which is exclusively in state domain.

5.19 Monitoring of the schemes of Ganga Basin States taken up with central assistance under ‘Flood Management Programme’, is carried out by the Ganga Flood Control Commission (GFCC). Since the physical work on the instant scheme has still not started due to non-availability of land and the expenditure incurred so far is mainly on acquisition of land, no field visit by the monitoring team of GFCC has been conducted so far. However, the progress of scheme is being collected regularly from the state government on monthly basis.

5.20 A central team comprising Commissioner (Ganga), JS & FA, SJC (Ganga) from MoWR and Member, GFCC also visited the site in October' 2010 and had detailed discuss with Secretary (I&WD), Government of West Bengal to expedite the process of land acquisition and to ensure that the work order is issued at the earliest.

### **Pagaladiya Dam Project**

5.21 The Committee have been informed that the main objective of the scheme is the construction of dam and canal system etc. to protect an area of 40,000 ha in Nalbari area of Assam from recurring floods of the river Pagaladiya and to provide irrigation to a Gross Command Area of 54,160 ha annually (average). The project is to generate 3 MW of hydro-electricity from Canal release as incidental benefit. Presently the work is held up on the project.

5.22 When the Committee asked to explain the causes of the delay in beginning of the work on project and remedial action taken, the Ministry has submitted as under:

“The work for Pagaladiya dam project is held up due to non-completion of Zirat survey (property assessment) and land acquisition by the State Govt. of Assam due to resistance from a section of the people likely to be displaced because of construction of project.

The matter had been taken up by Ministry of Water Resources with State Government at various levels for completion of the Zirat Survey **so that land could be made available for the project.** However, the Bodo Territorial Council has not been agreed for construction of dam at present location due to submergence in Bodo land area. Further, on 23rd October 09, a meeting was held by Chief Secretary, Govt. of Assam with Chairman, Brahmaputra Board and officials of Bodoland Territorial Council along with other senior officials of State Govt. on Pagladiya Project. In the meeting, it was suggested that the Board should take up investigation for alternative project location near the Assam-Bhutan Border, in view of socio-political problem at the present dam site location.

The Brahmaputra Board carried out reconnaissance survey and did some topographic survey upto the Indo-Bhutan border area to explore the location of alternative dam site. As per studies carried out by Brahmaputra Board there is no other suitable alternative site available in the upstream of present location (at Thalkuchi). The Board has opined that the present site is the best suitable location for a multi-purpose project with benefits of flood moderation, irrigation and power to the desired extent.

The above views of the Brahmaputra Board have been conveyed to the State Government of Assam on 27<sup>th</sup> December, 2010 with the request to offer the views of the State Government in the matter. The response of the State Government is being expedited. On getting the response of the State Government, the final opinion about the alternative project location or discontinuation of the project may be formulated in this Ministry.”

### **Flood Control**

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

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



is rightly projected in the International report failed in providing factual and authentic information. The Committee deprecate this approach of the Ministry and desire that the Ministry should be careful in future while dealing with the international agencies so that India's image is not dented in the International fora.

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

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

#### Restoration of Sunderban Embankments

5.27 The Committee note that the Scheme titled “Reconstruction, remodeling & Improvement of embankments in Sunderban and adjoining areas in the districts of North & South 24 Parganas

damaged by severe cyclone 'Aila'," for restoring the embankments in the above areas estimated to cost Rs.5,032.00 crore formulated by Irrigation and Waterways Directorate (I&WD), Government of West Bengal was cleared by the Ganga Flood Control Commission on 21.01.2010 and also approved by the Advisory Committee of Ministry of Water Resources in its meeting held on 28.01.2010. The investment clearance for the scheme was accorded by the Planning Commission on 02.07.2010. The physical execution of work is getting delayed due to non-acquisition of land. The Committee further note that 1st Phase of the Scheme with an estimated cost of Rs.1,339.50 crore has been included for providing Central assistance under the State Sector Scheme "Flood Management Programme" and two instalments of Central assistance amounting to Rs.525.75 crore. have been released to the State Government for the Scheme till date. The State Government has utilized a total amount of Rs.294.61 crore only including State share amounting to Rs.107.11 crore till date. Further, the first phase works of the scheme involve acquisition of 5996 acres of land. The process for acquisition of land is in progress and possession of about 70 acres of land has been received so far. Irrigation & Waterways Directorate, Government of West Bengal has completed all formalities related to issue of work order for the scheme. However, the work order has not been issued as the possession of land has not yet been received by the Department. The reason of underutilization of funds by the State Government towards the aforesaid scheme is mainly due to delay in starting the physical work due to non-availability of land. The Committee are unhappy to note that the process of acquisition of land was not completed and, therefore, physical work has been delayed. The responsibility in this regard has been put on the State Governments and the Ministry has tried to absolve itself of the same. The MoWR has been collecting regular progress of the Scheme from the State Government on monthly basis. The Committee are surprised to note that despite inordinate delay in executing the Scheme, no tangible efforts have apparently been made by the MoWR to persuade the State Government in this regard. The Committee, therefore,

recommend that concerted efforts be made by the Ministry to pursue the State Government to implement the Scheme at the earliest to avoid any time and cost overrun.

### Pagaladiya Project

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

CHAPTER - VI  
**OTHER TRANSPORT SERVICES**

**Farakka Barrage Project (FBP)**

6.1 The main objective of the Farakka Barrage Project is “operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of barrage”. Besides the special repairs of the barrage gates, project colony etc. bank protection works are included in the Plan Scheme. The following are the details of Plan allocation for the Farakka Barrage Project:-

**Table – 6.1**  
**Plan allocation for the Farakka Barrage Project**  
(Rs. In crore)

Actual 2009-10	Budget Estimates 2010-11	Revised Estimates 2010-11	Budget Estimates 2011-12
70.00	82.00	62.00	70.40

6.2 The plan allocation for the year 2011-12 is Rs.70.40 crore, representing decrease of Rs.11.60 crore for the current fiscal year in comparison to BE 2010-11 which was Rs.82.00 crore which was reduced to Rs. 62.00 crore at RE Stage, the reasons for reduction in plan allocation at BE 2010-11 was explained by the Ministry as under:

“The main reason is reduced expenditure under the **work component**. **Less** number of anti-erosion works were undertaken/executed during 2010-11 resulting **in** reduction at RE stage. Similarly, works on repairs and maintenance of main barrage and head regulator at Farakka and barrage at Jangipur, repair and maintenance of feeder canal were not undertaken during 2010-11.”

**Farakka Barrage Project**

6.3 The Committee note that the main objective of the Farakka Barrage Project is “operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for

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

## CHAPTER-VII

### INITIATIVES IN NORTH EAST

7.1 The Committee have been informed that North Eastern Region with its geographical area of 26.52 million hectare is endowed with enormous water resources. The Ministry of Water Resources has taken significant initiatives through Brahmaputra Board, Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Institute of Hydrology and National Projects Construction Corporation Ltd. (NPCC) for the development of North Eastern Region.

7.2 When asked to state projects undertaken by the MoWR during the last five years in North Eastern Region, the Ministry in their reply stated that no new major/medium project was taken up under AIBP during last five years in the North Eastern Region.

7.3 When asked to explain reasons for not taking up new major/medium projects in NER under AIBP during the last five years, the Ministry replied as under:

“The Government of India provides financial assistance to the States under AIBP for expeditious completion of ongoing irrigation projects which are in advanced stage of construction. The funding under AIBP is made on the basis of the proposal of the State Government. Further, funds are released under AIBP on the basis of the detailed proposal fulfilling all eligible criteria as per guidelines and the State Government providing requisite budget provision for the project. No new proposal has been received in respect of major/medium project from NER under AIBP during the last five years.”

7.4 The following is State wise list of major/medium projects which are ongoing or completed during last five years under AIBP :

**Table 7.4**

**State wise list of major/medium projects which are ongoing or completed during last five years under AIBP**

Sl. No.	Name of the project	Year of inclusion in the AIBP	Present status	Year of completion /Targeted year of completion
<b>A</b>	<b>ASSAM</b>			
1	Pahumara	1996-97	Completed	2007-08
2	Hawaipur Lift Irrigation Scheme	1996-97	Completed	2006-07
3	Rupahi	1996-97	Completed	2001-02
4	Dhansiri	1996-97	Ongoing	11/2011
5	Champamati	1996-97	Ongoing	State Govt. to sign new MOU
6	Borolia	1996-97	Ongoing	State Govt. to sign new MOU
7	Kolonga	1996-97	Completed	2006-07
8	Burhi Dihing	1997-98	Ongoing	Project declared as closed under AIBP by the State Government
9	Bordikarai	1997-98	Completed	2004-05
10	Modernization of Jamuna	2001-02	Completed	2009-10
11	Integrated Irrigation scheme of Kolong Basin	1997-98	Completed	2006-07
<b>B</b>	<b>MANIPUR</b>			
1	Thoubal	1997-98	Ongoing	3/2012
2	Dolaithabi	2002-03	Ongoing	3/2011
3	Khuga	1996-97	Ongoing	3/2012
<b>C</b>	<b>MEGHALAYA</b>			
1	Rongai Valley	2000-01	Deferred	
<b>D</b>	<b>TRIPURA</b>			
1	Khowai	1996-97	Ongoing	3/2012
2	Manu	1996-97	Ongoing	3/2012
3	Gumti	1996-97	Ongoing	3/2012

7.5 On being pointed out that in NER projects are getting delayed by more than ten years, the Ministry stated that the reasons for delay of major/medium projects in NER are Law and Order problem, delay in land acquisition, Contractual problem, Resettlement & Rehabilitation problem, Short working season, geological surprises during project implementation etc.

7.6 During evidence, the representative of MoWR commented on one of the project :



"Regarding Dhansari Project, no work is going on, the State Government is supposed to do it. What they have stated is that due to highly terrorist infested area, this project has not been taken up. Now I believe that it is scheduled for completion by December 2011."

7.7 As regard role of the Ministry in timely completion of the projects, the Committee have been informed that in order to get the project completed in shortest possible time, the Ministry has taken several measures e.g. the Memorandum of Understanding to be entered in to by the State Government for availing Central Assistance under AIBP has been modified, making it more accountable and performance based. Apart from the target date of completion of project, the MoU also includes year-wise irrigation potential targets to be created till completion of the project which is monitored by CWC while recommending AIBP release proposals for the projects. In case of delay in completion of the project beyond the approved time, the State Government is to apply for extension of time giving full justification for delay occurred in project implementation. The State Government is to also inform remedial measures taken by them to remove bottlenecks in project implementation.

#### **Initiatives in North East**

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

7.9 The Committee further note that the ongoing projects are getting delayed by more than 10 years reportedly, due to law and order problem, delay in land acquisition, contractual problem, short working season, etc. The Committee have been informed that the MoWR has taken several

measures to cut delay in projects completion considerably. The Committee hope that the Government would continue their efforts in this direction with renewed and sustained vigour and report the tangible outcome to the Committee within three months of the presentation of this report to Parliament.

NEW DELHI  
22 July, 2011  
31 Asadha, 1933(Saka)

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

**ANNEXURE-I****REPLY TO PARA 3(i) OF LSS OM NO.12/1/WR/2011, DATED 28.01.2011****ANALYSIS OF DEMAND FOR GRANTS (NON-PLAN)**

(Rs in crore/Gross)

<b>Sector</b>															
	<b>B.E. 2006-07</b>	<b>BE 2007-08</b>	<b>% increase</b>	<b>BE 2007-08</b>	<b>BE 2008-09</b>	<b>% Increase</b>	<b>BE 2008-09</b>	<b>BE 2009-10</b>	<b>% Increase</b>	<b>BE 2009-10</b>	<b>BE 2010-11</b>	<b>% Increase</b>	<b>BE 2010-11</b>	<b>BE 2011-12</b>	<b>% Increase</b>
Secretariat and Economic Services	15.42	20.76	34.63	20.76	22.53	8.53	22.53	24.80	10.08	24.80	31.25	26.00	31.25	69.98	123.94
Major& Medium Irrigation	149.97	145.47	-3.00	145.47	148.09	1.80	148.09	196.85	32.93	196.85	189.59	-3.69	189.59	220.39	16.25
Minor Irrigation	51.16	55.70	8.87	55.70	57.70	3.59	57.70	94.99	64.63	94.99	98.31	3.50	98.31	105.02	6.83
Flood Control	35.09	39.24	11.83	39.24	40.41	2.98	40.41	61.45	52.07	61.45	59.74	-2.78	59.74	78.35	31.15
Transport Sector (FBP)	23.67	24.99	5.58	24.99	25.60	2.44	25.60	39.45	54.10	39.45	40.63	2.99	40.63	43.59	7.28
<b>Total</b>	<b>275.31</b>	<b>286.16</b>	<b>3.94</b>	<b>286.16</b>	<b>294.33</b>	<b>2.86</b>	<b>294.33</b>	<b>417.54</b>	<b>41.86</b>	<b>417.54</b>	<b>419.52</b>	<b>0.47</b>	<b>419.52</b>	<b>517.33</b>	<b>23.31</b>

**REPLY TO PARA 3(i) OF LSS OM NO.12/1/WR/2011, DATED 28.01.2011**

## ANALYSIS OF DEMAND FOR GRANTS (PLAN)

(Rs in crore/Gross)

Sector															
	BE 2006-07	BE 2007-08	% increase	BE 2007- 08	BE 2008- 09	% Increase	BE 2008-09	BE 2009-10	% Increase	BE 2009-10	BE 2010-11	% Increase	BE 2010-11	BE 2011-12	% Increase
Secretariat and Economic Services	12.13	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Major& Medium Irrigation	114.01	132.50	16.22	132.50	211.90	59.92	211.90	219.20	3.45	219.20	251.00	14.51	251.00	277.19	10.43
Minor Irrigation	100.94	80.05	-20.70	80.05	117.10	46.28	117.10	88.50	-24.42	88.50	128.50	45.20	128.50	146.40	13.93
CAD & WM	205.70	300.00	45.84	300.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Flood Control	248.22	66.45	-73.23	66.45	208.00	213.02	208.00	234.30	12.64	234.30	250.50	6.91	250.50	238.01	- 4.99
Transport Sector (FBP)	31.00	33.00	6.45	33.00	75.00	127.27	75.00	70.00	6.67	70.00	82.00	17.14	82.00	70.40	-14.15
<b>Total</b>	<b>712.00</b>	<b>612.00</b>	<b>-14.04</b>	<b>612.00</b>	<b>612.00</b>	<b>0.00</b>	<b>612.00</b>	<b>612.00</b>	<b>0.00</b>	<b>612.00</b>	<b>712.00</b>	<b>16.34</b>	<b>712.00</b>	<b>732.00</b>	<b>2.81</b>

**Annexure-III**

{Point No. 39(i)}

**World Bank Projects**

Sl. No.	State	Name of Projects	Date of Agreement/ Completion	Amount of Assistance US\$m (IBRD/ IDA)	Cumulative Disbursement upto 28.02.2011 (US \$ million)	% of Cumulative Disbursement w.r.t Date of Agreement/ Completion as on 28.02.2011
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Madhya Pradesh	Madhya Pradesh Water Sector Restructuring Project 4750-IN	30.11.2004/ 31.03.2011	394(IBRD)	154.27	39.15%: 6 Yrs 3 month  60.85%:0 Yrs1 months
2	Uttar Pradesh	UP Water Sector Restructuring Project 3602-IN	08.03.2002/ 31.03.2010	111.00(IDA)	114.87	103.49%:8Yrs 1 months  0 .00%:0Yrs0 months
3	Rajasthan	Rajasthan Water Sector Restructuring Project 3603-IN	15.3.2002/ 31.3.2013	119.0(IDA)	110.60	92.94%:8Yrs 11months  07.06%:2Yrs 1months
		Additional Financing Rajasthan Water Sector Restructuring Project 4709-IN	21.5.2010/ 31.03.2013	19.00(IDA)	0.00	-
4	Maharashtra	Maharashtra Water Sector Improvement Project 4796-IN	19.08.2005/ 31.03.2012	325.00(IBRD)	187.87	57.81%:5Yrs 6 months  42.19%:1Yrs 1months
5	Andhra Pradesh	Andhra Pradesh Water Sector Improvement	<u>14.08.2010/</u> <u>31.07.2016</u>	450.60(IBRD)	41.13	9.13%:0 Yrs 7 months

		Project 7897-IN				90.87%:5Yrs 5 months
6	Orissa	Orissa Community Tanks Management Project 4499-IN	<u>27.01.2009/</u> <u>31.08.2014</u>	56.00(IDA)	2.69	4.80%:2Yrs 01 months  95.20%:3Yrs 6 months
		Orissa Community Tanks Management Project 7576-IN	<u>27.01.2009/</u> <u>31.08.2014</u>	56.00(IBRD)	2.88	5.14%: 2Yrs 1 month  94.86%:3Yrs 6months
7	Karnataka	Karnataka Community Based Tank Management Project.4872-IN	17.01.2008/ 31.01.2012	32.00(IBRD)	3.47	10.84%: 3Yrs 01month  89.16%:0Yrs 11months
		Karnataka Community Based Tank Management Project 3635-1-IN	02.11.2007/ 31.01.2012	32.00(IDA)	3.67	11.47%: 3Yrs 4 months  88.53%:0Yrs 11months
8	Karnataka	Karnataka Community Based Tank Management Project.3635-IN	04.06.2002/ 31.01.2012	75.02(IDA)	54.29	72.37%: 8Yrs 9 months  27.63%:0Yrs 11 months
9	Andhra Pradesh	Andhra Pradesh Community Based Tank Management Project 4291-IN	08.06.2007/ 31.12.2012	94.50(IDA)	22.18	23.47%: 3Yrs 9 months  76.53%:1Yrs 10months
		Andhra Pradesh Community Based Tank Management Project 4857-IN	08.06.2007/ 31.12.2012	94.50(IBRD)	22.42	23.72%:3Yrs 9 months  76.28%: 1yrs 10 months
10	Tamil Nadu	Tamil Nadu Irrigated Agriculture Modernization and	<u>12.2.2007/</u> <u>31.3.2013</u>	335.00(IBRD)	51.71	15.44%: 4Yrs 1 month

		Water Bodies Restoration and Management Project 4846 (IBRD)				84.56%:2Yrs 1 month
		Tamil Nadu Irrigated Agriculture Modernization and Water Bodies Restoration and Management Project. 4255-IN (IDA)	<u>12.2.2007/</u> <u>31.3.2013</u>	150(IDA)	117.37	78.25%: 4Yrs 1month  21.75% :2Yrs 1month
11	Multi-State*	Hydrology Project (Phase-II) 4749-IN	<u>19.1.2006/</u> <u>30.6.2012</u>	104.98(IBRD)	34.57	32.93%:5 Yrs 1 month 67.07%:1 Yrs 4 months

\*Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, Goa, Punjab, Puducherry and Himachal Pradesh.

Note: Figures in second row of column 7 relates to balance amount of assistance (%) to be utilized till the date of completion of the projects.

#### Asian Development Bank Projects

Sl. No	State	Name of Projects	Date of Agreement/ Completion	Amount of Assistance US\$m	Cumulative Disbursement upto 28.02.2011 (US \$ million)	% of Cumulative Disbursement w.r.t Date of Agreement/ Completion as on 28.02.2011
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Chhattisgarh	2159-IND Chhattisgarh Irrigation Development Project	20-03-2006/ 31.03.2013	46.11	23.34	50.62%:4 Yrs 9 months  49.38%: 5Yrs 3 months
2	Orissa	2444-IND Orissa	25-02-2009/	16.5	2.41	14.60%: 2Yrs 0

		Integrated Irrigated Agriculture and Water Management Investment Project	30.09.2013			months  85.39%:2 Yrs 7 months
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#### Japan International Cooperation Bank Projects

Sl. No	State	Name of Projects	Date of Agreement/ Completion	Amount of Assistance ( in JYP million)	Cumulative Disbursement upto 28.02.2011 (in JYP million)	% of Cumulative Disbursement w.r.t Date of Agreement/ Completion as on 28.02.2011
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Andhra Pradesh	IDP-155 Kurnool-Cuddapah Canal Modernization Project-II	31-03-2004/ 18-06-2012	4773	3219.64	67.45%:6Yrs11 months  32.54%: 2Yrs 4months
2		IDP-181 Andhra Pradesh Irrigation & Livelihood Improvement Project	30-03-2007/ 11-07-2016	23974	2638.55	11.00%: 3Yrs11 months  88.99%: 5Yrs 5 months
3	Orissa	Rengali Irrigation Project (IDP-210)	31-03-2010/ 24-11-2015	3052	70.59	02.31%: 0Yrs 11 months 97.69%: 4Yrs9months
4		Rengali Irrigation Project (IDP-210A)	31-03-2010/ 24-11-2015	20	0	-
5		Rengali Irrigation Project(IDP-154 )	31-03-2004/ 31-05-2011	6342	6207.95	97.88%: 6Yrs 11months 2.11%: 0Yrs 3 months
6	Rajasthan	IDP-161 Rajasthan	31-03-2005/	11555	103.61	



		Minor Irrigation Improvement Project	28-07-2015			0.90%: 5Yrs 1months 99.10%:4Yrs5 months
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**Kreditanstalt fur Wiederaufbau (Kfw), Germany Project**

<b>Sl. No.</b>	<b>State</b>	<b>Name of Projects</b>	<b>Date of Agreement/ Completion</b>	<b>Amount of Assistance (in Euro)</b>	<b>Cumulative Disbursement upto 28.02.2011 (in Euro)</b>	<b>% of Cumulative Disbursement w.r.t Date of Agreement/ Completion as on 28.02.2011</b>
	Maharashtra	Minor Irrigation Programme Maharashtra	01-06-2000/ 30-06-2011	17.01	13.17	77.42%: 10Yrs 9months 22.58%: 0Yrs 4months

Note: Figures in second row of column 7 relates to balance amount of assistance (%) to be utilized till the date of completion of the project.

**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES  
(2010-11) HELD ON MONDAY, 25 APRIL 2011**

The Committee sat from 1130 hours to 1315 hours in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Dip Gogoi – Chairman**

**MEMBERS**

**LOK SABHA**

2. Shri Ghanshyam Anuragi
3. Shri Sher Singh Ghubaya
4. Shri Badri Ram Jakhar
5. Shri Haribhau Jawale
6. Shri Virender Kashyap
7. Shri K.J.S.P. Reddy
8. Shri S.P.Y. Reddy
9. Smt. J. Shantha
10. Dr. P. Venugopal (Tiruvallur)
11. Shri Sajjan Verma

**RAJYA SABHA**

12. Shri Balwinder Singh Bhunder
13. Shri Kumar Deepak Das
14. Shri Anil Madhav Dave
15. Shri Ranjitsinh Vijaysinh Mohite-Patil
16. Dr. Gyan Prakash Pilania
17. Smt. Bimla Kashyap Sood

**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 G. Mohan Kumar, Additional Secretary, MoWR
2. Shri A.K. Bajaj, Chairman, CWC, ex-officio Secretary
3. Shri S.C. Dhiman, Chairman, CGWB

At the outset, the Chairman welcomed the Members to the sitting of the Committee. Thereafter, the witnesses were called in. 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 (2011-12) of the Ministry of Water Resources.

2. After introduction, the Additional Secretary, Ministry of Water Resources, who represented the Ministry in the absence of Secretary, briefed the Committee about outlays, targets and outcomes of the Annual Plan 2011-12 of the Ministry of Water Resources. The Members then sought clarifications on various issues which *inter-alia* included Major, Medium and Minor Irrigation Projects, depletion in Ground Water Level, recharging of Ground Water, silt control in Dams, proper utilisation of funds, non-achievement of targets, creation of irrigation potential under Bharat Nirman, Command Area Development and Water Management, Accelerated Irrigation Benefits Programme, etc. The Additional Secretary and other representatives of the Ministry replied to the queries put forth by the Members.

(The witnesses then withdrew)

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

The Committee then adjourned.

**MINUTES OF THE ELEVENTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES  
HELD ON THURSDAY, 02 JUNE 2011**

The Committee sat from 1130 hours to 1215 hours in Committee Room 'B', Ground Floor,  
Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Dip Gogoi – Chairman**

**MEMBERS**

**LOK SABHA**

2. Shri Mahendrasinh P. Chauhan
3. Shri Badri Ram Jakhar
4. Shri Haribhau Jawale
5. Shri Virender Kashyap
6. Shri Ramashankar Rajbhar
7. Shri S.P.Y. Reddy
8. Smt. J. Shantha
9. Shri K.Shivkumar alias J.K. Ritheesh
10. Dr. P. Venugopal (Tiruvallur)
11. Shri Sajjan Verma

**RAJYA SABHA**

12. Shri Kumar Deepak Das
13. Dr. Ashok S. Ganguly
14. Shri Rama Chandra Khuntia
15. Dr. Gyan Prakash Pilania
16. Smt. Bimla Kashyap Sood

**SECRETARIAT**

- |    |                     |   |                 |
|----|---------------------|---|-----------------|
| 1. | Shri Devender Singh | - | Joint Secretary |
| 2. | 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' (2011-12) pertaining to the Ministry of Water Resources.

2. Thereafter, the Committee took up the draft Report on 'Demands for Grants (2011-12)' pertaining to the Ministry of Water Resources for consideration. After some discussion, the Committee adopted the Report with minor amendments/modifications.

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.	2.53	<p>The Committee note that the total budget estimate of the MoWR for the year 2011-12 is Rs.1,249.33 crore comprising Plan allocation of Rs.732.00 crore and Non-Plan allocation of Rs.517.33 crore excluding allocations of Rs.12,620.00 crore transfer to the States for Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources programme by the Ministry of Finance. The Committee further note that in the Plan allocation (Revenue Section) there has been an increase of Rs.31.70 (5.24%) whereas the increase in Non-Plan allocation is Rs.97.81 crore (19.03%) for the year 2011-12. On the other hand in Capital Section plan allocation of Rs.95.80 crore has shown decrease of Rs.11.70 crore (-10.88%) for 2011-12. The Committee also note that in regard to actual utilization of allocated funds during 2009-10 it was less than Budget Estimate in all sections except in the revenue section of Non-Plan allocations. In 2010-11 at revised estimate stage there was decrease of Rs.116.00 crore in the Plan allocation and an increase of Rs.84.36 crore in the Non-Plan allocation. According to the Ministry, the allocation for the year 2011-12 is considered sufficient for meeting the requirement of various activities planned during the year under different Plan Schemes. There is a marginal increase in the overall Plan allocation for schemes <u>viz.</u> Ground Water Management Regulation, Hydrology Project, Information, Education and Communication, River Basin Organisations and Dam Safety Studies. In regard to inclusion of Rs.80.00 crore in "Hydrology Project" (a World Bank assisted Scheme) in BE of 2011-12, this Project, as per MoWR is a Central Sector Scheme and hence the present system of showing this project along with other Central Sector Schemes in this budget may continue unlike AIBP which is a State Sector Scheme. The Committee further note that the Plan allocation has been reduced at RE stage in 2010-11 under Plan head by an amount of Rs.140.00 crore as against Rs.712.00 crore at BE stage relating to numerous Schemes. The reasons put forth by the Ministry are not at all convincing to the Committee. The Committee note that reduction of allocation at the RE stage shows poor pre-planning, lack of monitoring and control. The Committee, therefore, recommend the Ministry to strictly monitor all projects/schemes/field offices/attached offices, etc. through the well</p>

		<p>defined monitoring system leading to effective utilization of the funds allocated.</p> <p>The Committee further note that total actual expenditure for Plan allocation was less than the Budget Estimates and Non-Plan allocation was more than the Budget Estimates for the year 2009-10. Regarding the uneven distribution of expenditure in each quarter during 2010-11, the Ministry stated that the expenditure is not evenly distributed in the Non-Plan side as the expenditure in this side mainly consists of salary components. Moreover, the March salary is booked in the next financial year, i.e. April hence the first quarter expenditure is more than the Second and Third quarters. The Committee, therefore, impress upon the Ministry to incur expenditure strictly under the Rules/Regulations/Directions/orders framed or issued by the Ministry of Finance from time to time. The Ministry should also minutely watch the flow of expenditure throughout the year so that funds are released after due scrutiny and satisfaction.</p>
2.	2.54	<p>The Committee note that during the XI Plan, process was initiated for selection of potential basins where River Basin Organisations (RBOs) can be created in consultation with co-basin States by the MoWR. The establishment of three RBOs were planned in the XI Plan period. In regard to status of creation of RBOs, the Ministry informed that they proposed to establish two RBOs for rivers basins namely Mahanadi and Godavari during XI Plan under River Boards Act, 1956. The RBOs are to be established in consultation with the interested States. The proposals for above two RBOs in this regard have been sent to the co-basin states for their comments which are awaited. Their establishment would depend upon consensus and co-operation of the concerned States. The Committee are happy to note that the Ministry has made all out efforts at various levels to get the concurrence/comments of all co-basin States of Mahanadi and Godavari basins for establishment of River Basin Organisations. However, all the co-basin States have not concurred for establishment of River Basin Organisation of Mahanadi and Godavri River Basins. The Committee feel that the MoWR needs to convince the co-basin States regarding benefits envisaged for them in the Scheme. The Committee desire the Ministry to vigorously pursue the matter with renewed zeal with the co-basin States for the establishment of River Basin Organisation/Authority for the enormous benefits that would accrue to them.</p>
3.	2.55	<p>The Committee note that the National Water Policy 2002 has emphasized that the management of Water Resources should incorporate a participatory approach by involving not only the Government agencies but also all stakeholders in various aspects of planning, design and management. Recognizing the need for legal framework for Participatory Irrigation Management (PIM), MOWR has brought out a model act to be adopted by the States for this purpose. Under the strategy for XI</p>

		<p>Plan, the PIM is one of the identified thrust areas. The Committee also note that as of now, 15 States, namely, Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh have either enacted exclusive legislation or amended their Irrigation Acts for involvement of farmers in irrigation management. As regards implementation by remaining States/UTs, the MoWR informed that the remaining State Governments have been advised from time to time to enact PIM Act expeditiously. Furthermore, the Committee note that 56,934 Water User Associations (WUAs) have been formed in various States covering an area of 13.538 Mha. under different commands of Irrigation Projects. The provision has been made to give financial grant to these WUAs and States like Maharashtra, Gujarat, Rajasthan and Bihar have assigned them the duties of collection of water charges and allowing them to retain some fixed percentage of collected water charges for better operation and maintenance of irrigation infrastructure. The Committee are delighted to note that under PIM, more emphasis has been given to participatory approach for which there has been an increased consciousness in States about the need for actively involving farmers in the management of irrigation system. The Committee recommend the MoWR to persuade all remaining States/UTs by way of holding meetings/seminars etc. to make PIM a grand success so that benefits are reaped by ultimate beneficiaries. The Committee also desire that a periodic monitoring and review mechanism on the working and performance of WUAs be devised by the Ministry so that shortcomings may be removed by taking necessary corrective steps.</p>
4.	2.56	<p>The Committee note that the Hydrology Project Phase-II has been taken up with the assistance of International Bank of Reconstruction and Development (IBRD) w.e.f. 5 April 2006. The duration of the Project is six years. The estimated cost of the project is Rs. 631.83 crore supported with loan of US\$ 104.98 million from IBRD. MoWR is the nodal agency for implementation of the project. The Committee also note that the Project is being implemented in 13 States, <u>viz.</u> Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Punjab and Tamil Nadu and 8 Central Organisations, <u>viz.</u> Bhakra Beas Management Board (BBMB), Central Pollution Control Board (CPCB), Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Water &amp; Power Research Station (CWPRS), National Institute of Hydrology (NIH), India Meteorological Department (IMD), and Ministry of Water Resources (MoWR). Hydrological Information System is being used by all the Implementing Agencies for water resources planning and management. The Committee further observe that the allocation in the Plan Budget was Rs.38.10 crore in 2009-10 and Rs. 53.00 crore in 2010-11 while Rs.80.00 crore has been proposed in the 2011-12. However, during RE stage in 2009-10 and 2010-11 these were reduced to Rs. 25.10 crore and 31.00 crore respectively. The main reasons for the substantial reduction have been delay in procurement and installation of various equipment, completion of civil work for various buildings and hiring of consultants for development of web graphic information system</p>



		<p>etc. As per MoWR, the project has not been affected due to reduction in allocation of funds as far as Central Implementing Agencies are concerned. The Committee further note that the project will not be completed within the prescribed period of 6 years for which some Implementing Agencies have sought extension of time to be finalized in consultation by them with the World Bank and MoWR. The Committee note that a comprehensive mechanism has been prescribed for monitoring the progress by different agencies. The Committee are of the view that due to initial teething problems which might not have been taken into consideration, the project could not be completed within the stipulated period of six years. This exhibits lack of proper planning, management, coordination and implementation thereto on the part of the Ministry. The Committee are constrained to point out that the project is getting assistance from the International Bank of Reconstruction and Development (IBRD) and delay in completion of the project will not only adversely affect the good-will of our country globally but will affect future assistance from IBRD or other foreign Institutions also. The Committee expect the MoWR to take all necessary steps to complete the project within the renewed target date <u>i.e.</u> by June 2014 positively. The Committee express their grave anxiety over the fact that there is an urgent need to undertake a comprehensive hydrological survey of the ground water by the MoWR in conjunction with the Deptt. of Space/ISRO.</p>
5.	2.57	<p>The Committee note that one of the six components for development of rural infrastructure under '<u>Bharat Nirman</u>' is irrigation. The irrigation component of <u>Bharat Nirman</u> aims at creation of Irrigation potential of 10 Mha. during 2005-06 to 2008-09. However, it was estimated that 7.2 Mha. of irrigation potential has been created during the said period. According to the Ministry, the State Governments have reported creation of irrigation potential of 7.31 Mha. during 2005-06 to 2008-09 and creation of 3.5 Mha. of irrigation potential has been targeted in the next two years <u>i.e.</u> 1.75 Mha. each during 2009-10 and 2010-11. Against this, as per information received from the States, irrigation potential of 2.37 Mha. has been created upto September 2010. However, the complete information upto the end of March 2011 is likely to be received by June 2011. The Committee also note that the Ministry of Finance has allocated Rs. 12,620.00 crore under Accelerated Irrigation Benefits Programme (AIBP) and other Water Resources Programme during 2011-12 as against Rs. 11,500.00 crore during 2010-11. It has been further informed that Irrigation potential of 1.05 million hectare is targeted for creation during 2011-12 through projects covered under AIBP. The Committee observe that there is still a shortage of 1.13 Mha. of irrigation potential which is required to be created. The Committee hope that remaining irrigation potential would have been created by March 2011 without any shortfall. The Committee, therefore, be apprised about total irrigation potential created upto March 2011.</p>
6.	2.58	<p>The Committee note that MoWR assist the State Governments in availing external assistance to fill up the resources gap and state-of-the-art technology for Water Resources development for irrigation schemes. The Committee further note that there</p>

		<p>are 19 on-going externally aided projects from different funding agencies <u>viz.</u> World Bank (11), Asian Development Bank (2) and the other bilateral agencies, namely, Japan International Cooperation Agency (JICA) (5) and Kreditanstalt fur Wiederaufbau (Kfw), Germany (1). Out of the 11 on-going externally aided projects assisted by World Bank, 3 relate to water sector restructuring in the States of Madhya Pradesh, Uttar Pradesh and Rajasthan; 2 relate to water sector improvement in the States of Maharashtra and Andhra Pradesh; 4 relate to community based tank management in the States of Orissa, Karnataka (Phase I &amp; Phase II) and Andhra Pradesh; 1 relates to irrigated agriculture modernization and water bodies restoration and management of Tamil Nadu and 1 relates to Hydrology Project (Phase II), which covers 13 States. The name of States and projects are given at <u>Annexure –III</u>. The Committee observe that there are two projects namely Madhya Pradesh Water Sector Restructuring Project and Uttar Pradesh Water Sector Restructuring Project which have not been completed within the stipulated time frame and in respect of which extension of time has been sought. The reasons attributed by the Ministry for delay in implementation of projects and slow utilization of funds <u>inter-alia</u> include delay in land acquisition, clearance from other departments, delay in appointment of consultants, frequent transfer of staff, lack of adequate skilled man-power, failure on the part of contractors to carry out civil work and non availability of inland suppliers or inadequate response to global tenders. The Committee are of the considered view that had the implementing agencies in India worked in a well coordinated, planned and organized manner the situation of delay in project implementation could have been definitely avoided. The Committee, therefore, recommend that these two projects be completed within the extended time frame so that further cost overrun could be avoided and the desired benefits reach the beneficiaries at the earliest. As regards projects which are under pipeline, the Committee desire that all agencies involved from the initial stage till the completion of the project should foresee all hurdles whether technical or otherwise and find solution before hand and take appropriate action so that projects are completed within the targeted date.</p>
7.	2.59	<p>The Committee are dismayed to note that as on 31.03.2011 there are a large number of UCs pending involving a substantial amount in respect of grants/loans released upto 31.3.2008 for institutions/ Autonomous Bodies and State Govts. According to the position clarified by the Ministry the position of outstanding Utilization Certificates in number and the amounts involved keep on changing and the same are monitored both by the different departments issuing/releasing the grants and by individual Pay and Accounts Officers before payment is released. This fact has also been clarified by the representative of the MoWR while deposing before the Committee. In regard to action taken to obtain all UCs in time, the Committee have been informed that PAOs monitor receipts of Utilization Certificates at the time of actual release of grants in aid. No grants are being released without getting the UCs for the grant released for the previous year. Due to monthly meetings with Head of Departments (HODs) organized at the JS &amp; FA level, the number of Utilization Certificates have come down. No grant is released to the same institution wherever the Utilization Certificates are pending and compliance is lacking from that institution. Keeping in view all the facts, the Committee recommend that apart from releasing funds after obtaining the UCs from</p>

		the previous year, they also consider the feasibility of imposing some penalty on the authorities who show lackadaisical approach towards fund management and their utilization. They also recommend that MoWR should coordinate and keep strict vigil on the implementation of Schemes and timely submission of UCs by way of field inspection, periodic reviews, etc.
8.	2.60	The Committee note that a number of Audit Paras for the years 2009-10 and 2010-11 were at the stage of preparation of draft Action Taken Notes. The Committee have, however, been informed that expeditious measures were taken by the MoWR to deal with all the audit paras of CAG, as a result of which presently only six paras relating to 2010-11 were pending. The Committee appreciate the efforts made by the Ministry to bring pendency of audit paras to minimum level. The Committee hope that the Ministry would strive hard to continue such efforts in future also so that audit findings/observations are attended to and corrective action taken within the stipulated time frame. The Committee be apprised about the position of six pending paragraphs within three months of the presentation of this Report.
9.	3.13	The Committee note that MoWR plays a pivotal role by providing technical know how to the State Governments through its subsidiary organizations for planning, formulation and execution of all Major and Medium Irrigation Projects. The budget allocation (Plan) was reduced by Rs.68.4 crore from Rs.251.00 crore to Rs.181.60 crore at RE stage. The reason for this reduction is stated to be in respect of two schemes namely, "Hydrology Project" and "Research and Development". The Ministry is also in agreement that the reduction at RE stage would result in some delays in the completion of identified activities. However, physical targets are planned to be achieved during the remaining period of the XI Plan. The Committee express their serious concern over reduction of allocation at RE stage again because while examining Demands for Grants for the year 2010-11, the Committee had pointed out the similar fact in their Second Report (15th Lok Sabha). The Committee also regret to note that despite their recommendation in this regard, the reduction during 2010-11 is by Rs.68.4 crore whereas it was by Rs.30.00 crore during 2009-10 which shows an increasing trend. The Committee observe that the MoWR has not taken the recommendation of the Committee in the right earnest in spite of giving assurance by them in their action taken reply to the aforesaid report. The Committee are constrained to recommend again that the MoWR formulate their budget estimates judiciously and with pre-planning besides exercising effective control over its various Offices/Institutes so that no room is left for reduction in Budget Estimates in future.
10.	3.14	The Committee note that the target of creation of irrigation potential through MMI during XI Plan was 9.0 million hectares, which was revised to 5.00 Mha. at MTA

		<p>stage. As against this, the State Governments have reported creation of irrigation potential of 2.97 million hectares during the first three years of XI Plan, i.e. 2007-08, 2008-09 and 2009-10. As per the latest reports from the States the actual total physical anticipated achievement by the end of 2010-11 is 4.925 Mha., therefore, at the time of MTA, the targets were revised from 9 to 5 Mha. According to the Ministry, the Central Government has been consistently increasing the outlays under AIBP to assist States to complete the on-going Major and Medium Irrigation Projects. It is highly disappointing to find that target for creation of irrigation potential has been reduced at MTA stage. The Committee, therefore, recommend that the MoWR make concerted efforts to find the crux of the problem and remove all shortcomings which create hurdles in achieving the targets. The Committee also recommend that before setting the targets the Ministry should do complete and thorough ground work, so that realistic targets are fixed and also achieved within the stipulated time frame.</p>
11.	3.15	<p>The Committee note that the Command Area Development (CAD) Programme was started as a Centrally Sponsored Scheme in the year 1974-75 with the objective to bridge the gap between irrigation potential created and that utilized through micro level infrastructure development for efficient water management and enhancement of agricultural production and productivity so as to improve socio-economic conditions of the farmers. The programme was restructured and renamed as Command Area Development &amp; Water Management (CAD&amp;WM) with effect from 1.4.2004. Under the CAD&amp;WM Programme financial assistance is being provided to the State Governments on 50:50 basis for construction activities and 75:25 basis to carry out training programmes for field functionaries/farmers, monitoring, evaluation, adaptive trials and demonstrations. Initially, 60 major and medium irrigation projects <b>were</b> taken up under the CAD Programme, covering a Culturable Command Area (CCA) of about 15.00 million hectare. There are now 145 ongoing projects with CCA of 16.02 Mha. The scheme is being implemented as a State Sector Scheme during the XIth Five Year Plan (2008-09 to 2011-12). According to the Ministry the evaluation studies conducted with regard to performance of CADWM Programme, there has been a positive impact of the programme. The Committee also note that the latest guidelines on Command Area Development and Water Management (CADWM) programme stipulates that a State Govt. is required to enter into a Memorandum of Understanding (MoU) at the time of inclusion of a project under CADWM. The State Govts. have to do phasing of expenditure and physical works year wise till completion of the project. This has <b>had a positive impact on the time bound implementation of projects</b>. Moreover, State Governments are more forthcoming for inclusion of project under the programme now. They, however, need to focus more on capacity building of farmers and field functionaries. The Committee are pleased to note the achievements of physical targets upto December 2010 for the period 2008-09 to 2011-12 as well as after its transfer to State Sector Scheme. The Committee observe that pace of implementation under CAD&amp;WM is very encouraging and hope that the Ministry would make all possible endeavour to</p>

		implement the Scheme in letter and spirit.
12.	4.21	<p>The Committee note that Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2,000 hectare individually. Surface Water Minor Irrigation Schemes are generally funded from the public sector outlay. Many schemes under Minor Irrigation have been transferred to State Sector in the XI<sup>th</sup> Plan and some others have been merged in a new scheme. The Committee also note that the Plan allocation during 2010-11 was reduced from Rs.112.50 crore to Rs.103.40 crore at RE stage due to general cut in Revised Estimates of MoWR as a whole. The Committee further note that budget allocation for Minor Irrigation Scheme for 2011-12 is earmarked at Rs.146.00 crore which is Rs.33.90 crore more than the previous year 2010-11. For this the Ministry clarified that due to rise in expenditure on regular works and likely expenditure to be made for construction of piezometers and to release funds to the implementing agencies for demonstrative projects on rain water harvesting and artificial recharge during XI Plan the allocation has been increased. The Committee hope that the Ministry would utilise the increased allocation fully during the year 2011-12. The Committee, however, recommend that in order to utilise the enhanced allocation during 2011-12 the Ministry pursue the matter vigorously with the States and undertake periodical reviews of the physical and financial progress of the work.</p>
13	4.22	<p>The Committee note that creation of potential for the XI Plan for Minor Irrigation has been kept as 7 Mha. which was revised by the Planning Commission as 4.5 Mha. during Mid Term Appraisal on the ground that as against anticipated annual rate of creation of irrigation potential of about 1.4 Mha., the average rate for the same during the first three years is about 0.774 Mha. per year. As per the latest reports from the States the actual physical performance during 2007-08, 2008-09 and 2009-10(anticipated) are 0.818 Mha., 1.276 Mha. and 1.489 Mha. respectively with target for 2010-11 being 1.294 Mha. The total physical anticipated achievement by the end of 2010-11 is 4.878 Mha. Keeping in view the physical and financial performance of the sector at the time of Mid Term Appraisal, the targets were revised from 7 Mha. to 4.5 Mha. However, the actual achievement during the XI Plan, keeping in view the trend so far is likely to be between 5 - 5.5 Mha. In regard to achieving targets during the Plan, the Ministry has been consistently increasing the outlays under the AIBP since the beginning of the Plan to assist the States for surface Minor Irrigation Schemes with 90% financial grant being made available to Schemes in NE region and special category States, drought prone and tribal areas. The Committee further note that Planning Commission has been encouraging States for involving WUAs for the Management of Minor Irrigation Schemes. The Committee have also been informed that the cost per hectare of irrigation potential creation assumed at the beginning of the XI Plan for the Major and Medium Irrigation and Minor Irrigation sectors were Rs 1.7 lakh/ha and Rs 0.90 lakh/ha respectively and this cost has gone up during the</p>

		<p>Plan period due to increase in the cost of construction materials. The Committee are of the considered view that before setting any targets a well planned and thorough study be carried out to assess the achievable targets. The Committee recommend that tentative targets along with complete details of Scheme be forwarded for vetting to the Planning Commission in the first instance and after obtaining their view/approval, further action be taken to launch the Scheme so that revision of targets and cost overrun is avoided.</p>
14.	4.23	<p>The Committee note that Ground Water Management &amp; Regulation Scheme was launched with the merger of some Tenth Plan Schemes at a cost of Rs.460.00 crore for implementation by the Central Ground Water Board during XI Plan. The Committee also note that under this Scheme allocation was reduced during 2010-11 at RE stage by Rs.22.00 crore though again increased at BE for 2011-12 to Rs.132.00 crore despite actual expenditure of Rs.68.82 crore in 2009-10. As per the Ministry, due to general cut in Revised Estimates of MoWR as a whole, the allocation in this Scheme was also reduced. The reason for this was stated to be slow progress of work prior to RE finalization. However, the scheme picked up towards the end of the FY 2010-11 and, therefore, higher allocation has been made for 2010-11 and physical targets will be achieved during this year. Moreover, increased allocation was made during 2010-11 and 2011-12 due to likely increase of expenditure on regular works, construction of piezometers and to release funds to implementing agencies for demonstrative projects on rain water harvesting and artificial recharge. The Committee desire that concerted efforts be made by the Ministry to avoid reduction of allocations at RE stage in future so that manpower and resources are not wasted in the estimation of allocations time and again.</p>
15.	4.24	<p>The Committee, during the evidence of the representatives of the MoWR, expressed their serious concern over ground water management, depletion of ground water level and recharge of ground water. The representative of MoWR asserted that it has not been given proper attention because they have not received much response from States on regulation of ground water. Now, as far as recharging is concerned, they had two Schemes. One Scheme was the demonstrative recharge for which money is very limited. They have only Rs.100 crore and out of that some money is given to various organizations and agencies to implement the Scheme. Some work has already been done. In some cases good work has been done in ground water recharge. However, in some States, the work is not very satisfactory. The Committee further note that the Central Government in the Ministry of Environment and Forests has constituted the Central Ground water Board as an authority for the purpose of regulation and control of Ground Water Management and Development to regulate and control, management and development of ground water in the country and to issue necessary regulatory directions for the purpose. The Committee are happy to note that CGWA has issued directions to Chief Secretaries in 12 States and 2 Union Territories to adopt artificial recharge to ground water and to promote rain water</p>

		<p>harvesting in order to ensure augmentation of depleting ground water resources and desire that similar directions be issued to the remaining States/UTs in this regard. The Committee would like to be apprised of the outcome of the directions issued to the States/UTs and further initiatives being taken or contemplated by the CGWA to regulate and control the management and development of ground water in more effective and purposive manner.</p>
16.	4.25	<p>The Committee further note that Physical targets <u>vis-à-vis</u> achievement under the Ground Water Management Regulation during XI Plan (2007-12), year-wise target fixed for the years 2007-08, 2008-09, 2009-10 and 2010-11 have not been achieved in almost all the schemes. The reasons for non-achievement of targets, as stated by the Ministry <u>inter-alia</u> are that most of the rigs are old, major components of these models are not readily available, shortage of manpower, etc. The Ministry during evidence also clarified that in regard to monitoring of groundwater studies, geo-physical studies, hydro chemical studies – in groundwater management and regulation schemes, they have achieved their targets and in some places they have even exceeded their targets. About the groundwater exploration, during the last year there was a slight shortfall which they are covering this year. About geo-physical studies, they would be trying to cover the remaining part of it this year. They will also be completing the hydro-chemical studies during this year. While deploring that the MoWR has failed to achieve the various targets fixed for Hydro Chemical Studies, the Committee recommend that the Ministry identify the bottlenecks, fix responsibility on the officers responsible for the delays and complete the targets in the remaining period of the XI Plan. They expect complete action taken note on each of the aforesaid recommendations within next three months. Further, considering the significance and viability of the minor irrigation projects in the hilly areas, more funds need to be allocated and schemes sanctioned for their early execution including the Renuka dam project in Himachal Pradesh.</p>
17.	5.23	<p>The Committee note that the Plan allocation for Flood Control for the year 2010-11 was earmarked at Rs.250.50 crore. However, it was reduced to Rs.225.01 crore at the Revised Estimate stage for the same financial year and again increased to Rs. 238.01 crore for 2011-12. The reasons for this are stated to be the late start of anti-erosion works by Brahmaputra Board and the effects of agitation on investigation works of Sapta Kosi High Dam Multi Purpose Project in Nepal and uncertain political situation in Nepal. The reasons put forward by the Ministry only reflect regrettable lack of foresightedness and seriousness while assessing the allocations. The Committee are disturbed to note that the plan allocation was reduced for such an important programme of national importance.</p>
18.	5.24	<p>The Committee further note that World Commission on Dam (WCD) in its report “Dam and Development” had suggested an integrated approach to flood management in the year 2000. The three-pronged strategy was through structural and non-structural means, isolating the threat of floods through structural, technological and policy</p>

		<p>alternatives and increasing peoples capacity to cope with floods. However, Government of India rejected the <u>Draft India Country Report</u> as the consultants were reluctant to amend the draft report accommodating the view of the Government of India. According to the Ministry, WCD report was not based on factual and authentic information, later on Executive Director, United Nation Environment Programme who met the then Minister of Water Resources on 02.05.2002 was also apprised of the circumstances under which India had rejected the aforesaid report. The Committee are surprised to find that the Ministry which was responsible to provide factual and authentic information to World Commission on Dam so that India is rightly projected in the International report failed in providing factual and authentic information. The Committee deprecates this approach of the Ministry and desire that the Ministry should be careful in future while dealing with the international agencies so that India's image is not dented in the International fora.</p>
19.	5.25	<p>The Committee note that Government of India has formulated National Water Policy 2002 incorporating various guiding principles for better flood management and circulated to all the States and concerned agencies for implementation. To enable State Governments to undertake various structural measures, Central assistance is being provided to State Governments under "Flood Management Programme" of MoWR during XI Plan. The Committee further note that National Disaster Management Authority is also associated with the floods. Mass awareness is also created regarding flood management through various programmes of MoWR under Information, Education &amp; Communication (IEC) Scheme. The Committee further note that for implementation of the Flood Plain Zoning approach in the country, a model draft bill for flood plain zoning legislation was circulated by the Union Government in 1975 to all the states. There has been resistance on the part of the States to follow up various aspects of the flood plain management including the possible legislation. Only the states of Manipur and Rajasthan have enacted the legislation but the demarcation of flood zones/ enforcement is yet to be done. Further, the States of Uttar Pradesh, Bihar and West Bengal have initiated actions in this regard. Other States are yet to take action for enactment of legislation. The Committee also note that due to large scale displacement of people settled in flood plains and their settlement, the States are finding it difficult to enact the required legislation. The Committee would like the MoWR to pursue all the remaining States to enact the aforesaid legislation to control the menace of recurrent floods.</p>
20.	5.26	<p>The Committee note that in the last few years floods have caused havoc in the country and a large amount of water was allowed to flow out to the sea. The reason</p>



		<p>stated was that there was not much infrastructure for storage of water. XIth Plan documents also suggested that the ideal solution for flood control is the creation of adequate storage in flood prone river systems. The Committee further note that the average annual precipitation is estimated at 4,000 Billion Cubic Metre (BCM) in the country. After accounting for the natural process evaporation, etc. the average annual water availability in the country is assessed as 1,869 BCM. Further, it is estimated that owing to topographic, hydrological and other constrains, the utilizable water is 1,123 BCM. As per available assessment, about 450 BCM of surface water and 231 BCM of ground water resources is being utilized for diverse purposes and rest of the water could be considered to be flowing down to sea. The Committee also note that as per the Report of the Working Group on Water Resources for the XI Five Year Plan (2007-2012) constituted by the Planning Commission, the per capita storage in the country is only about 210 M<sup>3</sup> which is way behind the achievement in many of the developed and developing countries. According to the Ministry the reason for this is limited availability of water resources and large population. The Committee are, however, of the considered view that at present total live storage capacity created by completed dams in the country is about 253 BCM but they would like the MoWR to furnish a comparative table indicating the live storage capacity created by the countries referred to para 5.14 supra of this Report. The Committee, therefore, desire that the MoWR take all necessary steps to increase the per capita storage and apprise the Committee in this regard.</p>
21.	5.27	<p>The Committee note that the Scheme titled "Reconstruction, remodeling &amp; Improvement of embankments in Sunderban and adjoining areas in the districts of North &amp; South 24 Parganas damaged by severe cyclone 'Aila'," for restoring the embankments in the above areas estimated to cost Rs.5,032.00 crore formulated by Irrigation and Waterways Directorate (I&amp;WD), Government of West Bengal was cleared by the Ganga Flood Control Commission on 21.01.2010 and also approved by the Advisory Committee of Ministry of Water Resources in its meeting held on 28.01.2010. The investment clearance for the scheme was accorded by the Planning Commission on 02.07.2010. The physical execution of work is getting delayed due to non-acquisition of land. The Committee further note that 1st Phase of the Scheme with an estimated cost of Rs.1,339.50 crore has been included for providing Central assistance under the State Sector Scheme "Flood Management Programme" and two instalments of Central assistance amounting to Rs.525.75 crore. have been released to the State Government for the Scheme till date. The State Government has utilized a total amount of Rs.294.61 crore only including State share amounting to Rs.107.11 crore till date. Further, the first phase works of the scheme involve acquisition of 5996 acres of land. The process for acquisition of land is in progress and possession of</p>

		<p>about 70 acres of land has been received so far. Irrigation &amp; Waterways Directorate, Government of West Bengal has completed all formalities related to issue of work order for the scheme. However, the work order has not been issued as the possession of land has not yet been received by the Department. The reason of underutilization of funds by the State Government towards the aforesaid scheme is mainly due to delay in starting the physical work due to non-availability of land. The Committee are unhappy to note that the process of acquisition of land was not completed and, therefore, physical work has been delayed. The responsibility in this regard has been put on the State Governments and the Ministry has tried to absolve itself of the same. The MoWR has been collecting regular progress of the Scheme from the State Government on monthly basis. The Committee are surprised to note that despite inordinate delay in executing the Scheme, no tangible efforts have apparently been made by the MoWR to persuade the State Government in this regard. The Committee, therefore, recommend that concerted efforts be made by the Ministry to pursue the State Government to implement the Scheme at the earliest to avoid any time and cost overrun.</p>
22.	5.28	<p>The Committee note that the main objective of the Scheme is the construction of dam and canal system to protect an area of 40,000 ha in Nalbari area of Assam from recurring floods of the river Pagaladiya and to provide irrigation to a Gross Command Area of 54,160 ha. annually (average). The project is to generate 3 MW of hydro-electricity from Canal release as incidental benefit. Presently the work is held up on the project. The reasons, as per Ministry, are that the project is held up due to non-completion of Zirat survey (property assessment) and land acquisition by the State Govt. of Assam due to resistance from a section of the people likely to be displaced because of construction of project. The Committee also note that the matter had been taken up by the MoWR with State Government at various levels, but Bodo Territorial Council has not agreed for construction of dam at present location due to submergence in Bodoland area. The Committee further note that Brahmaputra Board has carried out survey for an alternative project location near Assam-Bhutan Border but no other suitable site is available. This view has been conveyed to the State Government and their response is being expedited. The Committee are of the view that considering the benefits of flood moderation, irrigation and power to the desired extent, the MoWR should again take up the matter with the State Government and Bodo Territorial Council for its early and amicable resolution within a definite time frame.</p>
23.	6.3	<p>The Committee note that the main objective of the Farakka Barrage Project is "operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of barrage". Besides the special repairs of the barrage gates, project colony, etc. bank protection works are included in the Plan</p>

		<p>Scheme. The Committee further note that the Plan allocation for the year 2011-12 is Rs.70.40 crore, a decrease of Rs.11.60 crore for the current fiscal year in comparison to BE 2010-11 which was Rs.82.00 crore and reduced to Rs. 62.00 crore at RE Stage. The Committee are not satisfied with the stereotyped reply furnished by the Ministry that less number of anti-erosion works were undertaken and works on repair and maintenance of main barrage and head regulator at Farakka and barrage at Jangipur, repair and maintenance of feeder canal were not undertaken during 2010-11. The Committee apprehend that the main objective of the Farakka Barrage Project has not been achieved and, therefore, recommend that a thorough probe be ordered and responsibility be fixed for laxity in this regard. The Ministry should take all necessary corrective action to avoid such recurrences.</p>
24.	7.8	<p>The Committee note that the MoWR has taken significant initiatives through Brahmaputra Board, Central Water Commission (CWC), Central Ground Water Board (CGWB), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Institute of Hydrology and National Projects Construction Corporation Ltd. (NPCC) for the development of North Eastern Region. The Committee also note that no new major/medium project was taken up under AIBP during the last five years because no new proposal has been received from the NE Region. The Committee are of the view that the MoWR need to launch a special drive to attract the North Eastern States to start new projects for accelerating their development.</p>
25.	7.9	<p>The Committee further note that the ongoing projects are getting delayed by more than 10 years reportedly, due to law and order problem, delay in land acquisition, contractual problem, short working season, etc. The Committee have been informed that the MoWR has taken several measures to cut delay in projects completion considerably. The Committee hope that the Government would continue their efforts in this direction with renewed and sustained vigour and report the tangible outcome to the Committee within three months of the presentation of this report to Parliament.</p>