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STANDING COMMITTEE ON WATER RESOURCES  
(2017-2018)

SIXTEENTH LOK SABHA

MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT AND GANGA REJUVENATION

REVIEW OF ACCELERATED IRRIGATION BENEFITS PROGRAMME (AIBP)

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

TWENTY FIRST REPORT



LOK SABHA SECRETARIAT

March, 2018 / Phalguna, 1939 (Saka)

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**(SIXTEENTH LOK SABHA)**

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Presented to Lok Sabha on 13.03.2018  
Laid in Rajya Sabha on 13.03.2018



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

**March, 2018 / Phalguna, 1939 (Saka)**

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COMPOSITION OF THE STANDING COMMITTEE ON WATER RESOURCES  
(2017-18)

Shri Rajiv Pratap Rudy - *Chairperson*

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30. Vacant
31. Vacant

## SECRETARIAT

- |    |                    |   |                                |
|----|--------------------|---|--------------------------------|
| 1. | Shri Shiv Kumar    | - | <i>Joint Secretary</i>         |
| 2. | Smt. Rita Jaikhani | - | <i>Director</i>                |
| 3. | Shri Kushal Sarkar | - | <i>Additional Director</i>     |
| 4. | Smt. Rinky Singh   | - | <i>Sr. Committee Assistant</i> |

## INTRODUCTION

I, the Chairperson, Standing Committee on Water Resources (2017-2018) having been authorized by the Committee to submit the Report on their behalf, present the Twenty First Report on the Action Taken by Government on the Observations / Recommendations contained in the Fourteenth Report (Sixteenth Lok Sabha) of the Standing Committee on Water Resources on the subject "Review of the Accelerated Irrigation Benefits Programme (AIBP)".

2. The Fourteenth Report of the Committee was presented to Lok Sabha and laid in Rajya Sabha on 16 March, 2017. The replies of the Government to all the recommendations contained in the Report were received on 07 July, 2017.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 08 March, 2018.

4. An analysis of the Action Taken by the Government on the Observations / Recommendations contained in the Fourteenth Report (Sixteenth Lok Sabha) of the Committee is given in Annexure-II.

**NEW DELHI**  
**08 March, 2018**  
**17 Phalgun, 1939 (Saka)**

**RAJIV PRATAP RUDY,**  
***Chairperson,***  
***Standing Committee on Water Resources***

## CHAPTER I

### REPORT

This Report of the Standing Committee on Water Resources deals with the Action Taken by the Government on the observations / recommendations contained in their Fourteenth Report (16<sup>th</sup> Lok Sabha) on the subject 'Review of the Accelerated Irrigation Benefits Programme (AIBP)' relating to the Ministry of Water Resources, River Development and Ganga Rejuvenation, which was presented to Lok Sabha on 16 March, 2017. Action Taken Notes received from the Government in respect of all the 14 observations / recommendations of the Committee, have been categorized as follows:

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

Para Nos. 1, 2, 3, 4, 5, 7, 10 and 13

(Total – 08)

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

Para No. NIL

(Total – NIL)

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

Para Nos. 8, 9 and 14

(Total – 03)

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

Para Nos. 6, 11 and 12

(Total – 03)

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



## (A) Overview of AIBP

### Recommendation (Para No. 1)

3. The Committee noted that since the inception of the Accelerated Irrigation Benefits Programme (AIBP), in 1996, various bodies viz. Comptroller and Auditor General of India (CAG), Public Accounts Committee, four Indian Institutes of Management (IIM Lucknow, IIM Ahmedabad, IIM Bangalore and IIM, Kolkata, Programme Evaluation Division of Planning Commission have examined the Programme and commented upon numerous discrepancies and shortcomings in the implementation of the AIBP Projects. The Standing Committee on Water Resources, had also been reviewing and commenting upon the implementation of the AIBP in their Reports on Demands for Grants. The Committee expressed dismay on noting that despite all the recommendations by several Organisations / Bodies / Committees, myriad problems viz. poor progress in completion of Projects, financial irregularities in the AIBP components, short creation of Irrigation Potential, non-utilization of created Irrigation facilities, deficiencies in planning and approval of the AIBP projects, poor project execution and financial management had undermined the success of the Programme. The Committee had concluded that though the AIBP was launched with laudable objectives, its implementation had suffered a setback and could not attain the desired results. The Committee, therefore, strongly opined that sincere and rigorous efforts were needed to be made by the Ministry for not only achieving the goals of envisaged under the AIBP but also for ensuring the sustainability of irrigation Projects so as to achieve optimum irrigation development and utilization of Irrigation Potential created in the country. The Committee had also desired that resolute and concrete action to be taken to address the impediments identified in subsequent paragraphs, for making the Programme successful and timely achievement of the targets of the AIBP.

4. The Ministry, in its action taken note, has replied as follows:

*“The Union Government launched the Accelerated Irrigation Benefits Programme (AIBP) in 1996-97 for providing financial assistance, with an objective of expediting completion of ongoing Major/Medium including Extension, Renovation and Modernization (ERM) irrigation projects and Surface Minor Irrigation schemes. Since 1996, 297 Major and Medium Irrigation (MMI) Projects under the AIBP have been taken up. Out of 297 projects 143 MMI projects have been completed, 5 foreclosed, remaining 149 projects are ongoing.*

During 2015-16, Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) was launched with an aim to enhance physical access of water on farm and expand cultivable area under assured irrigation, improve on farm water use efficiency, introduce sustainable water conservation practices etc. With the launch of PMKSY, the AIBP was subsumed in it & now Major and medium irrigation/multipurpose irrigation (MMI) projects are being funded under PMKSY-AIBP.

Further, during 2016-17, 99 ongoing AIBP projects have been identified in consultation with States which could be completed by Dec. 2019 including CAD works. A special funding mechanism has been created through borrowing from NABARD which could be utilized by the Central and State Governments to bridge the requirement of funds for completion of the 99 priority projects. 21 projects are likely to be completed by June,2017 and another 31 projects by June,2018. The balance 47 projects are likely to be completed by Dec.,2019.

Various actions were taken for time bound completion of work on 99 prioritized Major/Medium irrigation projects under the AIBP. These projects will be assessed at the field level jointly by CWC and the State officers, and based on their joint recommendation; the PMKSY Mission shall approve the CA release for the same (both AIBP and CAD component) subject to utilization certificate and performance reports received from third party.

For time bound completion of works, in addition to above mentioned efforts, following has been approved:

- 20% cost escalation on latest approved estimated cost (AIBP component) of project as on March 2012 may be allowed for which, no separate clearance/TAC clearance/Investment Clearance will be required for funding these projects.
- Fast track *proforma* clearance from CWC may be sufficient for projects where revised cost may be more than the 20% over and above approved cost as on 01.04.2012 and no separate investment clearance from MOWR may be required.
- Entire cost escalation above 20% to be borne by the concerned State Government. The MoWR, RD & GR would facilitate this by arranging loan from NABARD at lower rate of interest (i.e.6%).
- The pari-passu implementation of Command Area Development (CAD) works for enhancing potential utilization.

### **Progress during 2016-17**

- Total funds of Rs. 10010 crore have been released through LTIF/budget for prioritized projects including Polavaram project.
- In all, 21 projects (AIBP works) having total potential of 5.22 Lha. are likely to be completed by June, 2017. Irrigation potential utilization is expected to be more than 14 lakh ha during 2016-17 from all the 99 projects. Alongwith completion of these 21 projects, 22 projects of Maharashtra, 6 projects of Odisha, 17 projects(including phases) of Madhya Pradesh have been put on fast track and likely to be completed in advance of the scheduled time.

- Further, issues in respect of many other projects which were at standstill such as Gosikhurd in Maharashtra state have been streamlined and are getting back on track so as to meet the completion targets of March, 2019. This project is likely to create an irrigation potential of 2.50 lakh ha. Similarly, Polavaram Project has been put on a fast track when completed this project is likely to irrigate 2.9 lakh ha.
- Many States like Maharashtra have undertaken innovative means such as installation of underground pressure pipelines to get over the difficulties of land acquisition for timely completion of these projects.”

5. The Committee note that during the year 2016-17, 99 ongoing AIBP projects have been identified in consultation with the States of which 21 projects are likely to be completed by June, 2017, 31 projects by June, 2018 and balance 47 projects by December, 2019. The Committee also note that a special funding mechanism has been created for borrowing from NABARD for bridging the requirement of funds for completion of the aforesaid 99 priority projects. The Committee are happy to note that the Ministry has initiated various actions for time bound completion of work on the 99 prioritized Major / Medium projects under the AIBP. Further, these projects will be assessed at the field level jointly by CWC and the States officers and based on their joint recommendation, the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) Mission shall approve the release for both the AIBP and CAD component - subject to Utilization Certificates and Performance Reports received from the third party. The Committee, however, further note that to ensure the time bound completion of works, the Ministry has also approved (a) 20% cost escalation on latest approved estimated cost (AIBP component); (b) Fast track *proforma* clearance from CWC and for this purpose no separate investment clearance is required from Ministry of Water Resources, River Development and Ganga Rejuvenation. However, entire cost escalation above 20% are to be borne by the concerned State Government and (d) the pari-passu implementation of Command Area Development (CAD) works for enhancing potential utilization.

The Committee are also happy to note the following progress made by the Ministry in this context during the year 2016-17:

- (i) Total funds of Rs. 10010 crore have been released through LTIF/budget for prioritized projects including Polavaram project.

- (ii) In all, 21 projects (AIBP works) having total potential of 5.22 Lha. are likely to be completed by June, 2017. Irrigation potential utilization is expected to be more than 14 lakh ha during 2016-17 from all the 99 projects. Alongwith completion of these 21 projects, 22 projects of Maharashtra, 6 projects of Odisha, 17 projects(including phases) of Madhya Pradesh have been put on fast track and likely to be completed in advance of the scheduled time.
- (iii) Issues in respect of many other projects which were at standstill such as Gosikhurd in Maharashtra state have been streamlined and are getting back on track so as to meet the completion targets of March, 2019. This project is likely to create an irrigation potential of 2.50 lakh ha. Similarly, Polavaram Project has been put on a fast track when completed this project is likely to irrigate 2.9 lakh ha.
- (iv) Many States like Maharashtra have undertaken innovative means such as installation of underground pressure pipelines to get over the difficulties of land acquisition for timely completion of these projects.”

The Committee, while expecting that the measures taken by the Ministry will achieve desired results, recommend the Ministry to put in more rigorous effort for tackling all the impediments encountered in implementing the projects and achieve the goals envisaged under the AIBP. Further, the Committee desired to be apprised about the status of all the 99 prioritized projects to be completed by December, 2019 particularly of the 21 projects; which were to be completed by June, 2017.

#### **(B) Review of Fiscal Progress**

##### **Recommendation (Para No. 7)**

6. The Committee noted that since 1996, 297 Major and Medium Irrigation (MMI) Projects have been taken up under the Accelerated Irrigation Benefits Programme. Out of 297 projects, 143 MMI projects had been completed, 5 projects had been deferred, while the remaining 149 projects are ongoing. Out of these 149 ongoing projects, 89 projects are presently active, of which 46 projects had been prioritized for completion. The Committee also noted that out of 46 projects, 23 projects had been shortlisted for completion by March, 2017 remaining 23 projects were targeted to be completed by March, 2020. The Committee further noted that out of the 23 shortlisted projects to be completed by March, 2017, two are in Assam, one in Rajasthan, three in Jammu and Kashmir, two in Karnataka, four in Madhya Pradesh, seven in Maharashtra, two in Manipur, one in Odisha and one in Telangana. In addition, 12,552 Surface Minor Irrigation schemes have also

been completed. The Committee further noted that the fund required for 89 'Active Projects' to be completed by March, 2020 was Rs. 86,411 crore (Central and State share) which include Rs. 55,163 crore for Canal Network and Rs. 31,248 crore for CAD. Out of 89 'Active Projects' the fund requirement for 23 shortlisted projects, which were targeted to be completed by March, 2017, was Rs. 13,338 crore (Rs. 8,030 crore is AIBP component and Rs. 5,308 crore for CAD works) - where the Central share was Rs. 3,950.42 crore and State share was Rs. 4,080 crore. The Committee noted that the Irrigation Projects under the AIBP were required to be completed within a period of four years. However, completion of some Irrigation Projects was delayed due to various reasons such as land acquisition, Resettlement and Rehabilitation of the affected population, clearance from the Ministry of Environment and Forest, litigation, geological surprises during execution, paucity of funds etc., one major challenge cited for it being the insufficiency of funds for Central Assistance. Responding to a query regarding initiative envisaged for overcoming the aforesaid problems the Ministry informed that 99 projects have been prioritized (out of 149 ongoing projects) under the AIBP. Out of these 23 projects had been shortlisted, which were having the least bottlenecks and were planned to be completed by March 2017 and remaining projects to be completed by December, 2019. The Committee were concerned to note the tardy rate of completion of the AIBP projects which were causing time and cost over-runs as also of the serious lapse in distribution / management of funds like diversion / misuse of funds, issuance of false certificate for completion of the AIBP projects, under-utilisation of funds, delayed submission of Utilisation Certificates, etc. The Committee also noted that due to delay in completion of projects under the AIBP, the cost over-run was as high as 1382% in Major Irrigation Projects and 325% in Medium projects. Responding to a query about the measures taken to check/reduce the cost over-run in implementing the projects under the AIBP, the Ministry had informed that the priority projects are being closely monitored at various levels to overcome the bottlenecks and to complete them as per time schedule. As far as funding of these projects was concerned it was envisaged through NABARD. For ensuring proper utilization of the funds, the State Governments had been requested to submit the Utilization Certificates in respect of projects where Central Assistance is released. While taking cognisance of these initiatives taken by the Ministry, the Committee, expressed serious concern over the lapses encountered in distribution / management of fund like diversion / misuse of funds, issuance of false certificate for completion of the AIBP projects, under utilisation

of funds, delayed submission of Utilisation Certificates, etc., and they, therefore, strongly recommended the Ministry to devise a mechanism to prevent the lapses causing further delay as well as to have stringent measures to obviate such time and cost over-runs. The Committee also reiterated their recommendations made in 3<sup>rd</sup> Report on DFG (2005-06) on the subject and urged the Ministry to be extra vigilant and take innovative and take corrective measures to prevent any further diversion /misuse/waste of funds under the AIBP. The Committee further recommended the Ministry to have a separate component in the AIBP funds for incentivising the States who were using modern water saving technologies and were implementing the projects under the AIBP in a time bound manner. The Committee also desired to be apprised about the detailed status of the outcome of all the efforts/initiatives enumerated by the Ministry to have proper budget allocation and its utilisation under the AIBP.

7. The Ministry, in its action taken note, has replied as follows:

“AIBP is now a part of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) after its launch in 2015-16. 99 ongoing AIBP projects have been prioritized for their completion by Dec., 2019 (in phases). Arrangement of requisite funds for these projects has been made through NABARD. In order to ensure that the funds released to the projects are used for intended purpose, utilization certificates and audited Statement of Expenditure are sought from the states. The audit certificate/Statement is submitted alongwith the proposal for Central Assistance.

CWC regularly monitors the physical financial progress of the project. Apart from regular monitoring of these projects by CWC, third party monitoring is also contemplated for which a project Management Unit is being established. NABARD may also carry out monitoring of these projects.

CAG has also been requested for concurrent audit of these 99 prioritized projects.”

8. **In response to the Committee’s recommendation, to be extra vigilant and to take innovative and corrective measures to prevent any further diversion/misuse/waste of fund under the AIBP, the Ministry has informed that the AIBP is now a part of PMKSY after its launch in 2015-16 and engagement of requisite funds for 99 ongoing prioritized projects has been made through NABARD. The Committee note that in order to ensure that the funds released to the projects are used for intended purpose, Utilization Certificates and an Audited Statement of Expenditure are sought from the States. The Audit Certificate/Statement is submitted alongwith the proposal for Central Assistance. Besides, CWC regularly monitors the physical and financial progress of the project. Apart from**

regular monitoring of these projects by CWC, third party monitoring is also contemplated for which a project Management Unit is being established. In addition, NABARD may also carry out monitoring of these projects and CAG has also been requested for concurrent audit of these 99 prioritized projects. The Committee, while hoping that the above initiatives taken by the Ministry will resolve all the problems associated with the funding under the AIBP, would like to be apprised about the outcome / impact of all these measures on the physical and Fiscal Progress of the AIBP. The Committee would also like to be apprised about the position as obtaining in respect of the concurrent Audit of the 99 prioritized projects proposed to be done by the CAG.

### **(C) Physical progress and IPC vis-a-vis IPU**

#### **Recommendation (Para No. 8)**

9. The Committee noted that since the early seventies a substantial gap between the Irrigation Potential Created (IPC) and Irrigation Potential Utilised (IPU) was observed and in 1972 the Irrigation Commission in its Report had made specific recommendation for systematic development of Commands of Irrigation projects for fully utilising the Irrigation Potential created. In 1973, a Committee of Ministers, set up by Ministry of Irrigation and Power, had also analysed this issue. Subsequently, in 1974 a Centrally sponsored Command Area Development Programme (CADP) was initiated to improve Irrigation Potential Utilisation. In addition, concerned with the issue of widening gap between IPC and IPU, the Ministry had sponsored study by the four premier Institutes of the country (namely, IIMA, IIMB, IIMC and IIML) for understanding and evolving strategies for resolving this problem. Despite all these efforts, the Committee noted with concern that the AIBP was not only suffering from short creation of irrigation potential but also that there was a wide gap between the IPC and IPU, which was growing every year to the extent that the gap at the point in time was found to be approximately 24 Mha (IPC is 113 Mha and the IPU is 89 Mha). According to an analysis of the achievement of total Irrigation Potential created and Utilised by the States at the end of 2002-07, it was found that there was a gap of 26.1% between the IPC and IPU. The Committee also noted that for 149 ongoing Major/Medium/ERM Irrigation Projects under the AIBP, the targeted potential to be created was 12104.46 MHa whereas the potential

created upto March, 2014 was 5638.21 MHa leaving a balance of 6466.25 MHa Irrigation Potential to be created. The Committee had been informed that in order to bridge the gap between the IPC and IPU, *pari-passu* implementation of CAD with AIBP was envisaged for 99 ongoing prioritized projects, for which provision of adequate funds had been arranged through NABARD. Further, a new scheme of incentivisation for bridging the gap between IPC and IPU, in respect of completed projects, was under preparation. Nevertheless, the Committee were concerned to note that despite the above measures taken by the Ministry some hindrances were persisting at that point in time which *inter-alia* include (a) Gap in terms of “On Farm Development” works and Micro Irrigation infrastructure in the command of irrigation projects; (b) Deficiencies in the old irrigation canal network and (c) Gap in Participatory Irrigation Management. Another disquieting fact was found to be that the Ministry did not have the data of the targets initially set for Irrigation Potential to be created and Irrigation potential utilized under each project in one place. Since there was no data for the estimated / targeted Irrigation Potential to be created, the Committee could not have a comprehensive view of the AIBP projects in terms of IP targeted, created and actually utilised. The Committee, therefore, strongly recommended the Ministry to devise strategies and take urgent steps to not only increase the creation of Irrigation Potential IP created but also to ensure proper utilisation of the Irrigation Potential. The Ministry should positively achieve the target set, during 12<sup>th</sup> Five Year Plan, for closing the gap between the Irrigation Potential created and Irrigation potential utilized, which is 36 lakh hectare. The Committee also urged the Ministry to look into the bottlenecks leading to the gaps seriously and address the deficiencies in the old irrigation canal network, gaps in infrastructure in command of irrigation projects, gaps in participatory irrigation management, etc., for the better management of Irrigation projects. The Committee further recommended the Ministry to reconcile the data with respect to Irrigation Potential since the inception of the projects State-wise, Year-wise and Project-wise and maintain them at one place so as to have a holistic picture of the progress, actual gap between irrigation potential targeted, created and utilised. The Committee also desired to be apprised of the concrete action taken in this direction.

10. The Ministry, in its action taken note, has replied as follows:



“There may be many reasons for gap in the Irrigation Potential Created and Irrigation Potential Utilised. Change in cropping pattern (use of high water consuming crops) by select farmers may constraint supply of water to full extent of CCA as envisaged in project’s original design, may lead to overall reductions in crop areas, leading to variations in actual measure of IPC realized after the AIBP and CADWM interventions vis-a-vis IPC originally envisaged under the project. Further the Irrigation Potential Utilization (IPU), as a measure of gross area actually irrigated in a particular year, is also a variable quantity; and may fall short in the pertinent span of data collection because of lean monsoon in that particular year. The reasons for IPC-IPU gap also include issues of reluctance by farmers, migration of farmers, and diversion and pilferage of project water; besides, there may be cases where project water use is wrongly accounted as groundwater use.

Thus the IPC and IPU though do not provide a firm quantitative basis, the overall objective of bridging IPC-IPU gap is sought to be achieved through structural interventions related to CADWM works in the Culturable Command Area of project, and the correction of system deficiencies in project’s canal network. The other reasons of IPC-IPU gaps are sought to be addressed through non-structural interventions focussing on strengthening of participatory irrigation management.

Further, Ministry is proposing a new scheme ‘Incentivisation scheme for Bridging Irrigation Gap’ covering more than 300 completed projects and CCA of about 80 lakhs Ha. in this regard which would help to reduce gap between IPC and IPU through these projects.”

**11. The Committee note that responding to their recommendation for increasing the creation of Irrigation Potential and for ensuring proper utilization of the Irrigation Potential created, the Ministry has submitted that there may be many reasons for gap in the Irrigation Created (IPC) and Irrigation Potential Utilised (IPU). The Ministry also informed that the IPC and IPU though, do not provide a firm quantitative basis, the overall objective of bridging IPC-IPU gap is sought to be achieved through structural interventions related to CADWM works in the Culturable Command Area of project and the correction of system deficiencies in project’s canal network. The other reasons for IPC-IPU gaps are sought to be addressed through non-structural interventions focusing on strengthening of Participatory Irrigation Management. Further, it has been submitted that the Ministry is proposing a new scheme ‘Incentivisation Scheme for Bridging Irrigation Gap’ covering more than 300 completed projects and CCA of about 80 lakhs Ha., which would help to reduce gap between IPC and IPU. While noting that the proposed new scheme ‘Incentivisation scheme for Bridging Irrigation Gap’ has not yet started even after 6 months of the presentation of the Fourteenth Report on ‘Review of the Accelerated Irrigation Benefits Programme (AIBP)’, the Committee**

**strongly disapprove such laxity on the part of the Ministry. The Committee also note with concern that Ministry's reply is silent on the issue of reconciling the data of the Irrigation Potential created and utilized since the inception of the projects. The Committee, therefore, reiterate their stand and urge the Ministry to not only address the bottlenecks leading to the gap between the IPC and IPU but also to reconcile the data with respect to the Irrigation Potential created and utilized since the inception of the projects State-wise, Year-wise and, Project-wise and maintain them at one place so as to have a holistic picture of the progress, actual gap between Irrigation Potential targeted, created and utilized. The Committee would like to be apprised of the concrete action taken in this direction.**

#### **(D) Monitoring Mechanism / Institutions**

##### **Recommendation (Para No. 9)**

12. The Committee observed that for hassle free and time-bound completion of the projects, monitoring was an essential part of the Accelerated Irrigation Benefits Programme since the main objective of monitoring was to ensure the achievement of physical and financial targets of creation of Irrigation Potential. The Committee were apprised that Central Water Commission (CWC) had been assigned the responsibility to comprehensively monitor the projects receiving Central Assistance (CA). As per the arrangement at that point in time in CWC, projects under the AIBP and Repair, Renovation and Restoration of water bodies (RRR) were monitored by respective field units, whereas externally assisted and Centrally aided Inter-State/National projects were being monitored by Directorates of PMO (Project Monitoring Organisation) / PPO (Project Preparation Organisation) at CWC Head Quarter (HQ). The Committee had been informed that the CWC with the help of its 13 Regional offices situated all over the country and a Project Monitoring Organization (PMO) at HQ, monitored the irrigation projects under the AIBP. Monitoring of physical and financial progress of the projects involved periodical visits and submission of the Status Report of the project by the CWC. Further, review meeting was taken by the Secretary, M/o WR, RD & GR, every year with the Secretary, Water Resources/Irrigation of the State Governments, Officers of CWC and Planning Commission for reviewing the physical and financial progress of the projects under the AIBP and resolving the bottlenecks hindering the completion of

the project. The Committee also noted that a three-tier system of monitoring of Irrigation Projects at the State and Centre level was introduced in 1975 viz. first and second tier monitoring at project and State Government level and monitoring at the Central level, by MoWR, RD & GR/CWC, was the third tier of the monitoring mechanism. The Committee further noted that apart from the procedure for monitoring of Major and Medium Irrigation (MMI) Projects there was monitoring of Surface Minor Irrigation (SMI) schemes, which were getting Central Assistance under the AIBP and this was done by the State Government. The Committee noted with concern that the number of MI schemes getting Central Assistance under the AIBP was large and the available CWC staff strength was found to be low. Regarding monitoring visits, the Committee noted that, as per the then AIBP guidelines, it was to be undertaken once in a year subsequent to release of CA. The Committee were informed that the decreasing trend of the monitoring visits in the last 3 years 2012-13, 2013-14 and 2014-15, which was 163, 108 and 56 respectively was due to the fact that there was decrease in the required number of visits also because the number of projects that were given Central Assistance in the Twelfth Five Year Plan were reduced due to the reduction in Budget. The Committee believed that any lapse/lacunae in monitoring process/mechanism would be a hindrance in giving true picture of project implementation. The Committee, therefore, recommended the Ministry to take remedial action for removing all the bottlenecks in monitoring and strictly implement all the criteria/guidelines for monitoring the projects/Schemes under the AIBP. The Committee also recommended the Ministry to adopt carrot and stick model for penalizing those States which are not adhering to the terms and conditions and incentivizing those - which followed them scrupulously. In addition, apart from having effective monitoring mechanism at I and II tier, the Ministry was to also ensure that there was timely and adequate visit of the monitoring team to verify the completion of the irrigation potential creation and proper utilization of the irrigation potential created. Furthermore, the Committee recommended the Ministry to take initiative to increase the number of Regional offices and the staff strength in CWC so as to avoid their adverse impact on the monitoring mechanism. In addition, the Committee recommended the Ministry to develop a modus operandi for having systematic synergy between the physical visits made and online monitoring methods which will not only facilitate the visiting team with concrete data but will also help in conducting effective monitoring. The Committee also desired to be

apprised about the action taken on all the aforesaid recommendations along with the outcome of the same.

13. The Ministry, it its action taken note, has replied as follows:

“Thirteen regional offices of Central Water Commission have been established in different parts of the country the Monitoring Directorates under these regional offices are monitoring the physical and financial progress of the AIBP Projects on continuous basis and sending monitoring reports to concerned.

Further, during 2016-17, 99 ongoing AIBP projects have been identified in consultation with States which could be completed by Dec., 2019 including CAD works. To keep close watch on the physical and financial progress of the projects, One nodal officer from the State for each of the 99 priority project has been identified who would be updating the physical and financial progress of the project regularly in the MIS.

Online Management Information System has been developed and nodal officers are regularly feeding the data on the component-wise physical and financial progress of the project. A mobile app for uploading the geo-tagged photographs of works being executed under these projects for monitoring the progress is also under development.

Also third party monitoring of these projects would be carried our besides monitoring visits by CWC offices.”

14. **The Committee find the Ministry’s reply repetitive in nature, reflecting status quo regarding the measures taken to monitor physical and financial progress of the Accelerated Irrigation Benefits Programme (AIBP). The Committee, therefore, while reiterating their stand recommend the Ministry to adopt carrot and stick model for penalizing those States which are not adhering to the terms and conditions and to ensure timely and adequate visits of the monitoring team to verify the completion of the Irrigation Potential Creation and proper utilization thereof. The Committee also recommend the Ministry to take initiative to increase the number of Regional offices and the staff strength in CWC so as to avoid its adverse impact on monitoring mechanism. In addition, the Committee recommend the Ministry to develop a modus operandi for having systematic synergy between the physical visits made and online monitoring methods. The Committee would like to be apprised of the details of the concrete action taken on all the aforesaid points separately.**

## **(E) Successful Models of Irrigation Projects**

### **Recommendation (Para No. 14)**

15. On the issue of adaptation of successful models of Irrigation Projects of other countries, the Committee had been informed that M/o WR, RD and GR in partnership with European Union was in the process of finalizing possible priorities and activities for the work programme 2017. The Committee had also been informed about the Israel Model of Irrigation, which led to an increase in water use efficiency, and their innovation for efficient and sustainable water use that made them international leader in developing water-saving technology in agriculture. In view of the disheartening ground reality of Irrigation Projects in the country, the Committee were convinced that the current initiatives taken by the Ministry were not sufficient to uplift the status of Irrigation Projects. The Committee, therefore, were of the opinion that though the AIBP was launched with laudable objectives, its implementation had not yet attained the desired results and was engulfed in myriad shortcomings. The Committee recommended the Ministry to take fresh initiatives for technology transfer from other countries, for emulating the successful models of other countries/States suited to the needs of the country and make efforts to devise out of the box methods for implementation and sustainability of irrigation Projects under Accelerated Irrigation Benefits Programme. While appreciating the Ministry's plan to adopt the successful model of Madhya Pradesh, the Committee also recommended the Ministry to exercise caution and carry out proper feasibility study of the successful models of other Countries/States before emulating the same. The Committee desired to be apprised about the concrete action taken in the matter.

16. The Ministry, in its action taken note, has replied as follows:

“Ministry has signed MoUs with European Union under Indo-European Water Partnership (IEWP) on 7th October, 2016 and another MoU with Israel has been signed on 11th November, 2016 to develop cooperation in the field of water management and sharing of experiences and expertise in the areas mutually agreed upon including techniques in the efficient use of water resources, desalination, aquifer recharge etc. The cooperation is aimed at Strategic Partnership on Water so that through suitable wide ranging terms of reference, the

whole gamut of sustainable development in water sector encompassing Agriculture, water quality, irrigation, drinking water etc may be covered.”

17. **The Committee appreciate the fact that the Ministry has signed MoUs with European Union under Indo-European Water Partnership (IEWP) on 7<sup>th</sup> October,2016 and another MoU with Israel has been signed on 11<sup>th</sup> November,2016 to develop cooperation in the field of water management and sharing of experiences and expertise in the areas mutually agreed upon including techniques in the efficient use of water resources, desalination, aquifer recharge, etc. The Committee are also happy to note that the cooperation is aimed at Strategic Partnership on Water so that through suitable wide ranging terms of reference, the whole gamut of sustainable development in the water sector encompassing Agriculture, water quality, irrigation, drinking water, etc may be covered. The Committee however, note with disapproval that the Ministry’s reply is silent on their recommendation to take fresh initiatives for technology transfer from other countries, for emulating the successful models of other countries/States suited to the needs of the country and make efforts to devise out of the box methods for implementation and sustainability of irrigation Projects under the Accelerated Irrigation Benefits Programme (AIBP). The Committee, therefore, reiterate their stand and recommend the Ministry to exercise caution and carry out proper feasibility study of the successful models of other Countries/State - before emulating the same. The Committee strongly recommend the Ministry to take concrete action in this regard and apprise the Committee accordingly.**

## CHAPTER II

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

#### Recommendation (Para No. 1)

18. The Committee note that since the inception of the Accelerated Irrigation Benefits Programme (AIBP), in 1996, various bodies viz. Comptroller and Auditor General of India (CAG), Public Accounts Committee, four Indian Institutes of Management (IIM Lucknow, IIM Ahmedabad, IIM Bangalore and IIM Kolkata), Programme Evaluation Division of Planning Commission have examined the Programme and commented upon numerous discrepancies and shortcomings in the implementation of the AIBP Projects. The Standing Committee on Water Resources have also been reviewing and commenting upon the implementation of the AIBP in their reports on Demand for Grants. The committee are dismayed to note that despite all the recommendations by several Organisations/Bodies/Committees, myriad problems viz. poor progress in completion of projects, financial irregularities in the AIBP components, short creation for Irrigation Potential, non-utilization of created Irrigation facilities, deficiencies in planning and approval of the AIBP projects, poor project execution and financial management have undermined the success of the Programme. The Committee, cannot but conclude that though the AIBP was launched with laudable objectives, its implementation has suffered a setback and has not been able to attain the desired results. The Committee, therefore, strongly opine that sincere and rigorous efforts need to be made by the Ministry for not only achieving the goals of envisaged under the AIBP but also for ensuring the sustainability of irrigation projects so as to achieve optimum irrigation development and utilization of Irrigation Potential created in the country. The Committee also desire that resolute and concrete action be taken to address the impediments identified in subsequent paragraphs, for making the Programme successful and timely achievements of the targets of the AIBP.

19. The Ministry, in its action taken note, has replied as follows:

“The Union Government launched Accelerated Irrigation Benefits Programme (AIBP) in 1996-97 for providing financial assistance, with an objective of expediting completion of ongoing Major/Medium including Extension, Renovation and Modernization (ERM) irrigation projects and Surface Minor Irrigation schemes. *Since 1996, 297 Major and Medium Irrigation (MMI)*

*Projects under AIBP have been taken up. Out of 297 projects 143 MMI projects have been completed, 5 foreclosed, remaining 149 projects are ongoing.*

During 2015-16, Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) was launched with an aim to enhance physical access of water on farm and expand cultivable area under assured irrigation, improve on farm water use efficiency, introduce sustainable water conservation practices etc. With the launch of PMKSY, the AIBP was subsumed in it & now Major and medium irrigation/multipurpose irrigation (MMI) projects are being funded under the PMKSY-AIBP.

Further, during 2016-17, 99 ongoing AIBP projects have been identified in consultation with States which could be completed by Dec.,2019 including CAD works. A special funding mechanism has been created through borrowing from NABARD which could be utilized by the Central and State Governments to bridge the requirement of funds for completion of the 99 priority projects. 21 projects are likely to be completed by June,2017 and another 31 projects by June,2018. The balance 47 projects are likely to be completed by Dec.,2019.

Various actions were taken for time bound completion of work on 99 prioritized Major/Medium irrigation projects under the AIBP. These projects will be assessed at the field level jointly by CWC and the State officers, and based on their joint recommendation; the PMKSY Mission shall approve the CA release for the same (both the AIBP and CAD component) subject to utilization certificate and performance reports received from third party.

For time bound completion of works, in addition to above mentioned efforts, following has been approved:

- 20% cost escalation on latest approved estimated cost (AIBP component) of project as on March 2012 may be allowed for which, no separate clearance/TAC clearance/Investment Clearance will be required for funding these projects.



- Fast track *proforma* clearance from CWC may be sufficient for projects where revised cost may be more than the 20% over and above approved cost as on 01.04.2012 and no separate investment clearance from MOWR may be required.
- Entire cost escalation above 20% to be borne by the concerned State Government. The MoWR, RD & GR would facilitate this by arranging loan from NABARD at lower rate of interest (i.e.6%).
- The pari-passu implementation of Command Area Development (CAD) works for enhancing potential utilization.

#### Progress during 2016-17

- Total funds of Rs. 10010 crore have been released through LTIF/budget for prioritized projects including Polavaram project.
- In all, 21 projects (AIBP works) having total potential of 5.22 Lha. are likely to be completed by June, 2017. Irrigation potential utilization is expected to be more than 14 lakh ha during 2016-17 from all the 99 projects. Alongwith completion of these 21 projects, 22 projects of Maharashtra, 6 projects of Odisha, 17 projects(including phases) of Madhya Pradesh have been put on fast track and likely to be completed in advance of the scheduled time.
- Further, issues in respect of many other projects which were at standstill such as Gosikhurd in Maharashtra state have been streamlined and are getting back on track so as to meet the completion targets of March, 2019. This project is likely to create an irrigation potential of 2.50 lakh ha. Similarly, Polavaram Project has been put on a fast track when completed this project is likely to irrigate 2.9 lakh ha.
- Many States like Maharashtra have undertaken innovative means such as installation of underground pressure pipelines to get over the difficulties of land acquisition for timely completion of these projects.”

**F. No. H-1102/1/2016-Parl. Dated 07.07.2017**

**Comments of the Committee**

**(Please see Para No. 5 of Chapter-I of the Report)**

## **Recommendation (Para No. 2)**

20. The Committee note that since the inception of the Accelerated Irrigation Benefits Programme (AIBP) there have been sets of modifications in the norms, scope, coverage and funding pattern of the scheme i.e. in the years 1996-97, 1999-2000, 2002, 2004, 2005, 2006 an recent being in October, 2013, and that despite the observations made in the CAG's audit Report on repetitive modification (in 2004 and 2010) the Ministry have once again made changes in the norms for providing Central Assistance under the Programme in 2013 and 2016. During the year 1996-97 the ratio of Central Loan Assistance (CLA) to State's share was 1 (c) : 1 (s) for Special Category States. This ratio of CLA to State's Share was changed to 2 (c) : 1 (s) for General category States – while for Special Category States it was changed to 3 (c) : 1 (s) in 1999-2000. During this year the AIBP was also extended to Minor Surface Irrigation Projects of Special Category States (NE States and Hilly States of H.P., Sikkim, J&K, Uttarakhand and Projects benefiting KBK districts of Orrisa). The Committee also note that in 2002, for Sates of General Category, the Centre – State ratio of loan assistance was again changed as 4:1 and for Special Category States the Centre's share was made as 100% whereas the State's share was 'Nil'. Further, with effect from 01.04.2004, as an incentive for completion of projects on schedule, CLA was converted to 70% loan and 30% grant for General Category States and 10% loan and 90% grand for Special Category States. Further, in December 2006, the Central grant for Special Category States, projects benefiting drought prone areas, tribal areas and flood prone areas remained as 90% of the project cost however, in case of Non-Special category Sates it was made 25%. Further, completion of an ongoing project under the AIBP for including a new project under the AIBP has been relaxed for projects benefiting a) drought prone areas, b) tribal areas, c) States with lower irrigation development as compared to national average, and d) districts identified under the PM's Package for agrarian distress districts. The Committee note that again in October, 2013 implementation of Command Area Development (CAD) works pari-passu with project works was emphasized. Besides, other changes have also been made which inter-alia include (i) 90% Central

Assistance (CA) of project cost (works Component) in case of Special Category States, and KBK region of Odisha; (ii) 75% CA of project cost in Special Areas i.e. Major/medium projects benefiting drought prone area, desert prone area, tribal area and flood prone area in Non-Special Category States and (iii) 25% CA of Project cost in case of Non-Special Category States areas other than covered at (ii) above could be enhanced upto 50% for new projects subject to condition that the States actually carry out Water Sector Reforms.

As regards the reason for making changes in the AIBP the Committee have been informed that the guidelines for AIBP have been revised from time to time for maximising the benefits as well as to allow special consideration for the regions lagging behind in development – which presently include north-eastern States, hilly States, drought prone and tribal areas and States with lower irrigation development as compared to national average. Nevertheless, when the Committee desired to know about the success of the relaxing the criteria repetitively, the Ministry's reply was silent on this aspect. The Committee are convinced that such repeated changes in guidelines hampered the smooth implementation of the Programme and it also reflects lack of farsightedness in framing policy. The Committee are of the opinion that the Ministry have failed to act in accordance with the larger vision of the programme. The Committee deplore the piecemeal approach to such a significant programme and strongly recommend the Ministry to tackle the issue with a long-term perspective and planning to avoid repeated modifications and adhocism in future.

21. The Ministry, it its action taken note, has replied as follows:

“To maximize the benefits, the guidelines of the AIBP are being revised from time to time in order to widen the scope of funding as well as to allow special consideration for the regions lagging behind in development, which presently include north-eastern states, hilly states, drought prone and tribal areas, KBK districts of Orissa, states with lower irrigation development as compared to national average and districts identified under PM package for agrarian distressed districts in the states of Andhra Pradesh, Maharashtra, Karnataka and Kerala. The latest modifications in the AIBP guidelines was made in October, 2013.

As mentioned at reply to para 1 above, during 2016-17, PMKSY – AIBP component has been reviewed so that projects can be completed in time bound manner. 99 projects have been

identified for completion by Dec.,2019 funding arrangements have been tied up to complete them in phases upto Dec.,2019. The details in this regard and progress made is already mentioned at para 1 above.”

### **Recommendation (Para No. 3)**

22. The Committee note that the Union Cabinet on 7th February 2008 gave its consent to the proposal of the Ministry of Water Resources, River Development and Ganga Rejuvenation for implementing National Projects with the Central Assistance of 90% of the cost of the project as grant, and that the scheme has been approved for continuation and implementation in the 12th Plan by the Cabinet Committee on Economic Affairs on 12.9.2013 with proposed outlay of Rs. 8,150 crore under the ambit of the AIBP i.e. a part of the sub-schemes of the AIBFMP. The committee however, note with concern that out of 16 projects selected, only 5 projects are under execution viz. Gosikhund Irrigation project, Shahpurkandi Dam project, Teesta Barrage project, Saryu Nahar Pariyojana and Polavaram project, while remaining projects are either at Appraisal PFR / DPR preparation stage. Besides, one project, Ken Betwa Link project was accepted in 129th meeting of TAC held on 8.7.2016 subject to conditions of statutory clearance. The reasons for non achievement of target under the National projects, as informed by the Ministry, include R&R problem, shortage of funds, execution issues, land acquisition problem, gap in canal network assured funding arrangements, Inter-state issues, etc. The committee are perturbed to note the delay made in implementing the 'National Projects' so much so that 4 out of these 5 projects viz. Goshikhurd Irrigation Project (Maharashtra), Shahpurkandi Dam Project (Punjab), Teesta Barrage Project (West Bengal) and Saryu-Nahar Pariyojna, have passed exceeded targeted date of completion i.e. March, 2015/2016. It is a matter of Concern that the revised time-lines have been extended till December 2019 / March, 2020 and the cost for two of the projects viz. Goshikhurd Irrigation Project (Maharashtra) and Polavaram project have also been revised. The Committee deplore the lackadaisical attitude of the Ministry and reiterate the recommendation made in their 9th Report on DFG (2016-17) (Para 2.27) enjoining the Ministry to promptly initiate action in consultation with the concerned State Governments to sort out the issues/hurdles and efforts be made for timely completion of the 5 projects which are currently under execution. The Committee also recommend that henceforth realistic and achievable targets be made for addressing all contentious issues in consultation with the concerned States/Organisations viz

NHPC, CWC, etc., and the remaining National Projects, which are at various stages of implementation, be completed as per the scheduled timeline. Efforts should also be made to ensure that the Ken Betwa Link project, which was accepted in 129th meeting of TAC held on 8.7.2016 subject to conditions of statutory clearance, should not meet the same fate as other delayed National Projects. The Committee would like to be apprised about the concrete measures taken for timely implementation of the National Projects so that its objectives are achieved and unnecessary time and cost over-run is minimised.

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

“Efforts are being made to expedite the completion of National Projects. The status in this regard is given below:

(i) Gosikhurd Project

The ultimate irrigation potential of the project is 2,50,800 ha. Out of targeted 2,50,800 Ha, Irrigation Potential of 39970 ha has been created up to 03/2016. An amount of Rs. 5022.075 cr including central assistance of Rs. 2987.940 crore has been spent till March 2016.

Headwork of the project has been completed and partial storage has been created in the dam as R&R works are yet to be completed. 85 villages affected due to the project are to be shifted in 64 new Gaothans. Works in 53 new Gaothans have been completed. Out of 38337.23 ha of land required for project, 7227.75 ha of land is still required to be acquired. This consists of 606.40 ha of forest land, 4277.96 ha of Govt. land and 2343.38 ha of private land.

The project is now included in the list of 99 prioritized projects to be completed by Dec., 2019. The funds for the prioritized projects (Both Central share and State share) have been arranged through NABARD.

There are issues regarding construction quality of the project. These issues have been discussed in meetings of High Powered Steering Committee (HPSC). The last meeting of the Committee was held on 3rd March 2017. Various teams visited Gosikhurd Irrigation Project to

examine various issues related to the project and have suggested remedial measures. Such remedial works are in progress. Further, state has also intimated that they have taken several measures recently to streamline the works. They have taken action on recommendations of various committees and cancelled various contracts where works were held up and signed fresh MoU with NBCC to fast track the project works.

(ii) Saryu Nahar Pariyojna

Saryu Nahar Pariyojana was included in the scheme of National Projects on 03.08.2012. The estimated cost of the project is Rs. 7270.32 Crore (NP cost Rs. 3011.53 Cr) at PL 2008-09 and 4.37 lakh ha of potential would be created through this project. Central assistance of Rs. 1159.58 Crore was released upto March, 2016. Further, Rs. 62 Cr as Central Assistance has been released during the FY: 2016-17. Total Expenditure made up to March, 2016 is reported as Rs. 4843.16 Cr. and potential of 1,26,850 ha has been created under the scheme of National Projects. Saryu National Project is one of the identified 99 ongoing AIBP Projects to be completed by Dec.,2019.

The major bottlenecks of the projects are changes in IP of Canals, inclusion of new canals other than those mentioned in EFC, massive increase in number of structures on main canals, branch canals and distributaries, drastic reduction in drainage component, thereby increase in cost of the works to Rs. 6676.98 Crores. Further, the land acquisition is yet to be completed. A modified proposal was received from Govt. of UP in October 2016,. CCA of project has been reduced to 3.54 lakh ha under NP, which would now amount to change in scope of work. State Government is now required to submit the revised cost estimate/DPR for TAC/ investment clearance from MoWR,RD&GR. The revised DPR is under preparation by the State Govt and they have indicated that same may be finalised within one month's time.

(iii) Ken Betwa Link Project

The Advisory Committee of Ministry of Water Resources, RD & GR has accorded the Techno-economic clearance to the Ken-Betwa project (Phase-I) in its meeting held on 08.07.2016.

Investment clearance of the Project for Rs. 18057.08 crore 2015-16 PL has also been granted for the project on 19-6-2017. Various other statutory clearances have also been obtained. The project is now being proposed for PIB/EFC/Cabinet for necessary financial approvals.

(iv) Polavaram Project

The project was accorded investment clearance by the Planning Commission for Rs. 10151.04 cr (at 2005-06 price level) in 2009. The cost at 2010-11 level is Rs. 16010.45 crore. The project was under construction with Central Assistance under the Accelerated Irrigation Benefits Programme (AIBP). An expenditure of Rs. 5135.87 crore had been incurred upto 31.03.2014 including Central Assistance of Rs. 562.469 crore provided under the AIBP. The Polavaram Irrigation Project was declared a National Project vide section 90 of AP Reorganisation Act, 2014 with Union Government to take under its control the regulation and development of the Polavaram Project. Central Government has created Polavaram Project Authority (PPA) with Governing Body to execute the Project and obtain all requisite clearances including environmental, forests and rehabilitation and settlement norms and all court cases. After declaration of National Project, the cost of balance irrigation component on Polavaram Project as on 01.04.2014 to the extent of cost of irrigation component as on that date is to be borne by the Central Govt.

After declaration of National Project in the Year 2014, Rs 3349.70 crore has already been released to Polavaram Project Authority till date. Further, arrangement of funds from NABARD has been made.

A Joint Committee of MoWR, RD & GR, Govt of AP, Chhattisgarh & Odisha, has been constituted to resolve the issues related to Polavaram Project. A meeting in this regard was held on 02.06.2016 and information sought by states of Chhattisgarh and Odisha was sent to them by CWC/PPA/Govt. of Andhra Pradesh.

Further a Dam Design Review Panel(DDRP) has been constituted in June,2016 for providing technical assistance and strategic guidance for planning, design and related aspects as per need of the project. DDRP has held 7 meetings so far and made 5 visits to project. They have made number of suggestions which have helped in streamlining the works of project.

An Expert committee was formed in April 2017 to overview the implementation of Polavaram Project till completion. After visit to project in April 2017, the committee has suggested various measures to expedite progress of the works.

(v) Other National Projects

Sl. No	Name of the National Project / State (River)	Stage at which the National Project is	Status/Action Taken
1	Teesta Barrage Project / West Bengal (Teesta)	Under Execution.	<p>Difficulty in land acquisition by Project Authority for minors and distributaries is the main reason for delay of the project.</p> <p>The project was discussed in 10<sup>th</sup> meeting of High Powered Steering Committee (HPSC) held on 03.03.2017. West Bengal Govt. informed that the report of a High Level Task Force, which was constituted to suggest the appropriate course of action for the execution of balance work of project, is under consideration of the State Government. The final decision of the State Govt will be conveyed to the Government of India. The same is awaited.</p> <p>5092 ha land has been acquired against total requirement of 8375 ha. Out of the balance land to be acquired (3283 ha), 435 ha is for main canal &amp; 2848 ha for Dis-Net (against requirement of 5137 ha for Dis-Net)</p>
2.	Shahpurkandi Dam Project /	Under Execution.	The work on main dam has been stopped since 30.08.2014 as Govt. of J&K has



Sl. No	Name of the National Project / State (River)	Stage at which the National Project is	Status/Action Taken
	Punjab (Ravi)		<p>declined to lease land to Govt. of Punjab required for the project</p> <p>This issue has been discussed in various meetings including meetings of HPSC.</p> <p>Agreement of Secretaries of Govt. of Punjab, and J&amp;K on resolution of issues and resumption of work of Shahpurkandi Dam Project was signed by Secretaries of both States in presence of Secretary, MoWR, RD&amp;GR. on 03.03.2017. The agreement has been ratified by the Govt of Punjab; however, the agreement is yet to be ratified by the Govt of J&amp;K.</p>
3.	Lakhwar multipurpose project / Uttarakhand (Yamuna)	Appraisal & Investment clearance completed.	The Agreement among co-basin States for benefit sharing in respect of upstream projects on river Yamuna was signed on 21.03.2017 in the meeting of UYRB. However, the agreement is yet to be ratified by the co-basin States. Upper Yamuna River Board (UYRB) is pursuing the matter with the co-basin States.
4.	Renuka Dam project / HP (Giri/Yamuna)	Project was accepted by Advisory Committee of MoWR, RD & GR in its 132 <sup>nd</sup> meeting held on 6 <sup>th</sup> March 2017 for Rs. 4596.76 crore.	Further, a Special Purpose vehicle (SPV) as Joint Venture between Uttarakhand & Himachal Pradesh has been constituted for execution of Kishau project and the first meeting of SPV has been held in February, 2017. As intimated by project authority, compliances to comments of CWC/CEA on the Detailed Project Report of Kishau project will be submitted after deployment of adequate staff in SPV.
5.	Kishau multipurpose project / HP & Uttarakhand (Tons / Yamuna)	Under appraisal	
6.	Ujh Multipurpose Project / J&K (Ujh / Ravi)	Project was agreed "In Principal" by the Advisory Committee of MoWR, RD & GR in its 131st Meeting held on 17.11.2016	Due to issue of large submergence by the project, it was decided by Advisory Committee of MoWR, RD & GR that a team shall visit the project site and explore the alternate options with reduced submergence / displacement. A team was constituted in

Sl. No	Name of the National Project / State (River)	Stage at which the National Project is	Status/Action Taken
			December 2016 to explore the alternate options with reduced submergence / displacement. The team undertook visit to the project site during 16.03.2017 to 17.03.2017. The report of the team has been received in May 2017. The team has suggested to send this report to Govt. of J&K for preparing the R&R Plan accordingly.
7.	Kulsi dam Project / Assam (Kulsi) Tributary of Brahmaputra	Under appraisal	Project Authority (Brahmaputra Board) to submit compliance to CWC/CEA. They were asked in 10 <sup>th</sup> HPSC meeting held on 03.03.2017. to expedite submission of compliance
8.	Noa Dihing Dam Project / Arunachal Pradesh (Noa-Dihing)	Under appraisal	Project Authority (Brahmaputra Board) to submit compliance to CWC/CEA. They were asked in 10 <sup>th</sup> HPSC meeting held on 03.03.2017. to expedite submission of compliance
9.	Bursar HE Project / J&K (Marusudar/ Chenab/ Indus)	Under appraisal	NHPC prepared the DPR of the project and submitted to CWC in January 2017. The appraisal is under active stage.
10.	Gyspa HE Project / Himachal Pradesh (Bhaga / Chenab / Indus)	DPR under preparation by Govt. of Himachal Pradesh.	DPR of the project is under preparation by HPPCL. However, HPPCL is facing resistance from local people (Jispa Bandh Sangarsh Samiti) in completing survey & investigation works. CWC requested Govt. of H.P. in December 2015 to provide adequate security & support to HPPCL staff and its consultants to complete S&I works. In 10th HPSC meeting, Secretary (WR, RD &GR) advised to offer attractive packages to oustees and get this matter amicably resolved.
11.	2 <sup>nd</sup> Ravi Vyas Link Project/ Punjab (Ravi Beas)	At PFR Stage	Project is in PFR Stage. Govt. of Punjab submitted a PFR/ Inspection Note of the project to CWC in July 2014, which lacked basic details like topographical survey,

Sl. No	Name of the National Project / State (River)	Stage at which the National Project is	Status/Action Taken
	Link)		<p>geotechnical investigations, details of networks of UBDC system, etc., to ascertain the feasibility of the project.</p> <p>Govt. of Punjab has communicated in Feb 2015 that the project is technically not feasible due to reverse slope involving 85 to 96 feet lift, opposition of local farmers due to high water level leading to water logging in the area.</p> <p>It was decided during meeting of 10th HPSC on 03.03.2017 that Government of Punjab will submit the requisite details to CWC. A team will inspect the site and submit a report to the MoWR RD&amp;GR. The team has been constituted in April 2017 and will visit the project site on receipt of requisite details from State Govt.</p>
12.	Upper Siang Project / Arunachal Pradesh (Siang)	Project Authority has to submit single stage PFR/DPR of the project	<p>This is a major power (9750 MW approx) &amp; flood moderation project on Siang River, a tributary of Brahmaputra River in East Siang district of Arunachal Pradesh. In the meeting of 10th HPSC, it was decided to prepare DPR of Upper Siang Project considering it as a single project with one dam. It was clarified that two stage/multi stage planning and implementation of the project will not be considered by the Ministry. Project Authority has to submit single stage PFR/DPR of the project.</p>

#### Recommendation (Para No. 4)

24. The Committee note that the Centrally - sponsored Command Area Development (CAD) programme was launched during the year 1974-75 for development of adequate delivery system of irrigation water up to farmers' field and to enhance water use efficiency and productivity of crops

per unit of land and water. From 01-04-2004, the CAD programme was restructured and renamed as Command Area Development and Water Management (CAD&WM) Programme. The scheme has been implemented as a State Sector scheme from the year 2008-09 and is being implemented pari-passu with the Accelerated Irrigation Benefits Programme during the Twelfth Five Year Five Year Plan with a total outlay of Rs. 15,000 crore. As far as the physical progress for construction of field channels during Eleventh and Twelfth Five Year Plan is concerned the Committee note that for the years 2012-13, 2013-14 and 2014-15 the achievements are 0.361, 0.308 and 0.33 Mha respectively and the revised physical target is to cover CCA of 3.6 Mha. The Committee are unhappy to note that though a new Plan period is about to begin this year, the targets under CAD&WM programme are yet to be achieved. The Committee also note that the delay in approval of cabinet for continuation of the scheme and subsequent delay in issuance of guidelines have adversely affected the progress of CAD&WM Programme so much so that the State Governments delayed the works under the Programme during the year 2013-14 and budget related reductions in CA during 2015-16 also resulted in reduced coverage of Command Area Development works. The Committee further note that to mitigate the aforesaid adverse impacts, the Command Area Development and Water Management Programme have been made a part of *Har Khet Ko Pani* component of Pradhan Mantri Krishi Sinchai Yoina (PMKSY) from the year 2015-16 with enhanced funding of the Rs.1,142.71 crore targeting CCA of about 5.7 lakh hectare. Further, from the year 2016-17 funding arrangement for CAD works of 99 prioritized AIBP projects has been made through NABARD and an amount of Rs. 667.37 crore has already been released upto October, 2016 targeting a CCA of about 5.6 lakh hectare. The Committee are of the considered opinion that if the Ministry had avoided delayed release/reduced allocation of the Central Assistance for CAD&WM programme, the situation of funding arrangement through borrowing from NABARD would not have arisen. The Committee desire the Ministry to take initiatives to avoid delayed release of funds under Central Assistance and also its subsequent reduction. The Committee also recommend the Ministry to ensure timely and proper implementation of CAD&WM programme and take fresh measures to ensure that objectives of the Programme are achieved. The Committee would like to be apprised about the action taken in this regard, including the year-wise physical and financial achievements made under CAD&WM during 12<sup>th</sup> Plan period.

25. The Ministry, in its action taken note, has replied as follows:

“To resolve the issue of funds crunch under general budget allocation, the innovative funding mechanism for implementation of Command Area Development (CAD) works of the 99 prioritized AIBP projects through NABARD borrowing has been adopted after Cabinet approval during July, 2016. Central Assistance (CA) is being released to the States for implementation of CAD works of projects of prioritized AIBP projects through NABARD from 2016-17 onwards and CA of Rs.853.96 crore with physical target of covering about 6.8 lakh hectares of Culturable Command Area (CCA), as per proposals received from the States, has been released during financial year 2016-17. The funding will be continued till targeted completion of the projects through NABARD from the dedicated corpus of funds provided for the purpose. State Governments may also take loan from NABARD for State share for completion of the projects.

The year wise physical and financial progress under CADWM programme during 12th Plan are as under:

Year	Physical Progress (CCA covered) (lakh Hectare)	Financial Achievement (Rs. crore)
2012-13	3.61	365.19
2013-14	3.08	179.99
2014-15	1.79	199.99
2015-16	5.71*	1142.71
2016-17	6.80**	853.96

*\*As per progress report received from the States*

*\*\*Targeted to be covered against the CA released*

### **Recommendation (Para No. 5)**

26. The Committee observe that during the Eleventh Five year plan, the Government of India launched the 'Flood Management programme, (FMP), a State Sector Scheme, for providing Central Assistance (CA) of Rs. 8,000 crore to the State Governments for undertaking works related

to river management, flood control, anti-erosion, anti-sea-erosion, drainage development, flood proofing, flood prone area development, restoration of damaged flood management works etc. Under this programme, a total of 420 works were approved and a Central Assistance of Rs. 3,565 crore was released. Out of which, 252 works have been physically completed. The completed works have restored 17.004 lakh hectare of old flood prone area and provided reasonable protection to 2,589 lakh hectare of new flood prone area. A total of number of 97 new projects, with an estimated cost of Rs. 4411.595 crore, have been approved for funding under FMP during Twelfth Five Year Plan. The Committee also note that in view of the demands made by the States and also recommendations of Twelfth Five Year plan Working Group on Flood Management and region specific issues, the Government of India has approved continuation of Flood Management Programme during the Twelfth Five Year Plan with an outlay of Rs. 10,000 crore and the Central Assistance of Rs. 991.39 crore has been released up to 31.12.2015. Noting that the 'Flood Management Programme' forms an essential part of the AIBP, and that the deficiencies of this programme have been identified by this Committee in their 1<sup>st</sup> Report on DFG (2014-15) and 9<sup>th</sup> Report on DFG (2016-17), the Committee recommend that such deficiencies hampering the FMP be tackled with all seriousness by the Ministry and effective steps taken to remove them in a concerted way so that the loopholes of Flood Management Programme doesn't have an adverse cascading impact on the AIBP.

27. The Ministry, it its action taken note, has replied as follows:

“Flood Management scheme is a separate scheme from AIBP. Under Flood Management programme, , physical and financial progress of works of flood control under RMBA is being monitored by Central Water Commission (CWC), Ganga Flood Control Commission (GFCC) in their respective jurisdiction and timely completion of works is emphasised during interaction with the State governments. The maintenance of embankments of Kosi & Gandak projects in Nepal under Plan scheme RMBA are undertaken as per recommendation of Kosi High Level Committe(KHLC) and Gandak High Level Standing Committee (GHLSC) respectively. For rivers having common border with Bangladesh which face problem of erosion of river banks and beds causing loss of land and endangering life and property, works are undertaken under

EMBA scheme. The flood protection works along Indo-Pak borders on river Ravi and its tributaries is being executed by Govt. of Punjab.

During XII Plan, the Cabinet approved continuation of FMP with an outlay of Rs. 10,000 crore which included Rs. 3900 crore towards Spillover works and Rs. 6100 crore towards new works proposed to be undertaken during 12th Plan keeping in view provision for new works for catchment area treatment for attaining flood management in a more effective manner. Entire amount of Rs.150 crore allocated during 2016-17 has been released.

As reported by State Governments, the reason for delay in completion of the projects are mainly due to prolonged monsoon season in the hilly area, shortage of central share and budgetary constraints, land acquisition etc. Efforts are being made to complete the projects subject to receipt of eligible proposals from State governments and availability of funds.

### **Development of Flood Forecasting Models**

The rainfall-runoff based mathematical models utilising observed rainfall, Automatic Weather Stations/Automatic Rain Guage data and quantitative precipitation forecast of IMD for more warning /lead time say upto 3 days is being adopted in select basins in formulation of forecast. on the lines of rainfall based hydrodynamic flood forecasting model developed for Jhelum river at Ram Munshibagh (Srinagar), the same for other basins are being developed. CWC is making all efforts for completion of such models for flood forecasting in all the rivers where flood forecast stations are located before monsoon 2017. the rainfall based hydrodynamic flood forecasting models will cover the existing network of 175 flood forecast stations upto 11<sup>th</sup> Plan as well as new 100 stations being operationized during XII Plan. So far such models have been developed for the basins fo Godavari, Cauvery, Mahanadi, TApi, Chambal, Yamuna, Alaknanda, < Bhagirathi, Pennar covering 62 stations. Models for Krishna, Ganga, Brahmani-Baitarni, Mahi, Sabarmati are in advance stage of development.

Development of the inundation model for Mahanadi will be completed before monsoon 2017. Development of inundation models for other basins will be taken up under World Bank assisted National Hydrology Project (NHP) through outsourced modelling experts in a phased manner.”

### **Recommendation (Para No. 7)**

28. The Committee note that since 1996, 297 Major and Medium Irrigation (MMI) Projects have been taken up under the Accelerated Irrigation Benefits Programme. Out of 297 projects, 143 MMI projects have been completed, 5 projects have been deferred, while remaining 149 projects are ongoing. Out of these 149 ongoing projects, 89 projects are presently active, of which 46 projects have been prioritized for completion. The Committee also note that out of 46 projects, 23 projects have been shortlisted for completion by March, 2017 while remaining 23 projects are targeted to be completed by March, 2020. The Committee also note that out of the 23 shortlisted projects, to be completed by March, 2017, two are in Assam, one in Rajasthan, three in Jammu and Kashmir, two in Karnataka, four in Madhya Pradesh, seven in Maharashtra, two in Manipur, one in Odisha and one in Telangana. The Committee also note that in addition, 12,552 Surface Minor Irrigation schemes have also been completed. The Committee further note that the fund required for 89 'Active projects' to be completed by March, 2020 is Rs. 86,411 crore (Central and State share) which include Rs. 55,163 crore for Canal Network and Rs. 31,248 crore for CAD. Out of 89 'Active Projects' the fund requirement for 23 shortlisted projects, which are targeted to be completed by March, 2017, is Rs. 13,338 crore (Rs. 8,030 crore is AIBP component and Rs. 5,308 crore for CAD works) - where the Central share is Rs. 3,950.42 crore and State share is Rs. 4,080 crore. The Committee note that the irrigation projects under the AIBP are required to be completed within a period of four years. However, completion of some irrigation projects is delayed due to various reasons such as land acquisition, Resettlement and Rehabilitation of the affected population, clearance from the Ministry of Environment and Forest, litigation, geological surprises during execution, paucity of funds etc., one major challenge cited for it being the insufficiency of funds for Central Assistance. Responding to a query regarding initiative envisaged for overcoming the aforesaid problems the Ministry have informed that 99 projects have been prioritized (out of 149 ongoing projects) under the AIBP. Out of these 23 projects have been shortlisted which are having the least bottlenecks and are planned to be completed by March 2017 and remaining projects are to be completed by December, 2019. The committee are concerned to note the tardy rate of completion of the AIBP projects which are causing time and cost over-run as also of the serious lapse in distribution / management of fund like diversion / misuse of fund, issuance of false



certificate for completion of the AIBP projects, under-utilisation of funds, delayed submission of Utilisation Certificates, etc. The Committee also note that due to delay in completion of projects under the AIBP, the cost over-run is as high as 1382% in Major Irrigation projects and 325% in Medium projects. Responding to a query about the measures taken to check/reduce the cost over-run in implementing the projects under the AIBP, the Ministry have informed that the priority projects are being closely monitored at various levels to overcome the bottlenecks and to complete them as per time schedule. As far as funding of these projects is concerned it is envisaged through NABARD. For ensuring proper utilization of the funds, the State Governments are requested to submit the Utilization Certificates in respect of projects where Central Assistance is released. While taking cognisance of these initiatives taken by the Ministry, the Committee, however express serious concern over the lapses encountered in distribution / management of fund like diversion / misuse of fund, issuance of false certificate for completion of the AIBP projects, under utilisation of funds, delayed submission of Utilization Certificates, etc., and they, therefore, strongly recommend the Ministry to devise a mechanism to prevent the lapses causing further delay as well as to have stringent measures to obviate such time and cost over-runs. The Committee also reiterate their recommendations made in 3<sup>rd</sup> Report on DFG (2005-06) on the subject and urge the Ministry to be extra vigilant and take innovative and corrective measures to prevent any further diversion / misuse/waste of fund under AIBP. The Committee further recommend the Ministry to have a separate component in the AIBP fund for incentivising the States who are using modern water saving technologies and are implementing the projects under the AIBP in a time bound manner. The Committee would like to be apprised about the detailed status of the outcome of all the efforts/initiatives enumerated by Ministry to have proper budget allocation & its utilisation under the AIBP.

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

“AIBP is now a part of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) after its launch in 2015-16. 99 ongoing AIBP projects have been prioritized for their completion by Dec.,2019 (in phases). Arrangement of requisite funds for these projects has been made through NABARD. In order to ensure that the funds released to the projects are used for intended purpose,

utilization certificates and audited Statement of Expenditure are sought from the states. The audit certificate/Statement is submitted alongwith the proposal for Central Assistance.

CWC regularly monitors the physical financial progress of the project. Apart from regular monitoring of these projects by CWC, third party monitoring is also contemplated for which a project Management Unit is being established. NABARD may also carry out monitoring of these projects.

CAG has also been requested for concurrent audit of these 99 prioritized projects.”

**F. No. H-1102/1/2016-Parl. Dated 07.07.2017**

**Comments of the Committee**

**(Please see Para No. 8 of Chapter-I of the Report)**

**Recommendation (Para No. 10)**

30. The committee are heartened to note that Remote sensing Technique (RST) has been deployed for assessing the Irrigation Potential created by the projects under the AIBP. In the first phase (during 2009-10), study of 53 projects covering area of 5447.743 thousand hectare have been completed by the National Remote Sensing Centre (NRSC). In the second phase (during the year 2013-14), work for similar study in respect of 50 AIBP funding projects, covering an area of 851.428 thousand hectare, have been completed. All the 50 Reports have been submitted by NRSC, Hyderabad. The committee are, however, concerned to learn about the low resolution of Cartosat-I and II imageries hosted in Bhuvan Platform which is 2.5 m and 1 m respectively and the fact that the tools/user manual available in the portal has limited facility and it is not so user friendly. The committee also note that inadequately trained staff in some of the regional offices is another constraint. The committee have been informed, in this regard, that in order to deal with the problem of low resolution, Bhuvan portal is used for online monitoring of MMI projects and if required better resolution imageries from Google are used by the Ministry to supplement the imageries provided by NRSC. In addition, to overcome the problem of low resolution of Cartosat imageries, it has been decided to obtain the better resolution imageries from KOMSAT. A proposal

is also under way for procurement of Cartosat-II and KOMPSAT imageries for 99 priority projects. The committee also note that the digitisation of the priority projects under the AIBP is in progress using Google Earth, and also to overcome the problem of inadequately trained staff, NRSA has been approached to provide training to about 60 officers of the CWC and the list of those 60 officers has already been sent to NSRA This is in addition to short training also being provided to the CWC officers by the Remote Sensing Directorate of CWC. Further, the Ministry have informed that all the imageries needs to be procured only through ISRO/NRSC and an MoU with NRSC is to be signed for using their Bhuvan portal and hosting the processed imageries proposed to be procured, the proposal for which-is under process and the Central Water Commission is coordinating with NRSA to do needful. Taking cognisance of the significance of the Remote Sensing Technique in monitoring the Irrigation projects, the Committee recommend the Ministry to set up and maintain well-established infrastructure/arrangements for obtaining better resolution imageries within this financial year, which would be cost effective as well – in the long run. The Committee also recommend the Ministry to institute a system for ensuring the safety/security of data while using online monitoring mechanism and have a systematic compilation of the data so as to have a comprehensive picture, and take necessary steps in this regard at the earliest. The committee would like the Ministry to expeditiously work in this direction in a time-bound manner and apprise them accordingly.

31. The Ministry, it its action taken note, has replied as follows:

“As mentioned in the reply to pra 10 above, an Online Management Information System has been developed and nodal officers are regularly feeding the data on the component-wise physical and financial progress of the project. A mobile app for uploading the geo-tagged photographs of works being executed under these projects for monitoring the progress is also under development.

Also Bhaskaracharya Institute for Space Application and Geoinformatics (BISAG) under Department of Science & Technology, Government of Gujarat has been approached to analyse details of year wise / season wise cropped area in the command of these 99 projects from 2012-13 onwards till 2016-17 using remote sensing technologies. Requisite

details of command of the projects in the digitised format has been provided to them and study is underway.”

### **Recommendation (Para No. 13)**

32. The Committee note that for creating awareness, for better management / implementation / monitoring of the irrigation programme, regular training on water management is given to the officials both at Centre and State level. Besides, time to time training programme is also conducted at National Water Academy, Pune under M/o WR, GR & RD. The Committee also note that the CAD&WM programme of the PMKSY (HKKP) has provision for training of farmers too. Further, under PMKSY, there is provision of adequate funds for Information, Education and Communication (IEC) activities which can be used for awareness of the farmers/officials. While noting these initiatives, the Committee strongly opine that there is an urgent need for an integrated approach for training all the stakeholders involved in implementing and monitoring of the AIBP. The Committee, therefore, recommend the Ministry to organize more frequent workshops training and conference, design more awareness campaigns and utilise Print and Electronic media to sensitise the farmers about the significance of irrigation projects and their contribution for success of the programme. The Committee would like to be apprised of the initiatives taken in this direction as well as about the outcome of the same, The Committee further note that there is a separate Research & Development (R&D) Program, under MoWR, RD & GR, that supports research based activities related to water resources which *inter-alia* include Irrigation Techniques and Irrigation Performance. The Indian National Committee on Surface Water (INCSW) is a specialized entity under CWC which manages the R&D functions as well as it works as an Indian platform for International Organizations like ICID, UNESCO, INE, etc. The Ministry have also proposed to hold an International Conference on Micro Irrigation during the year 2018 for which the preparations are underway. The Committee are happy to note that this International Conference would open up new windows for technology transfer for Micro-irrigation technology in Indian Market. The Committee recommend the Ministry to take tangible and bold initiatives for focused R&D and inform the Committee accordingly.

33. The Ministry, in its action taken note, has replied as follows:

“Ministry of Water Resources, RD and GR is sponsoring research schemes through three Indian National Committees (INCs) viz: on Surface Water, Ground Water and Climate Change under the Plan scheme “Research and Development Programme for water sector”. Also, organisations of the ministry namely CWPRS, CSMRS, NIH and CWC are presently carrying out research of applied nature and provide solutions to the demand driven problems through their specific research activities. Besides, studies are undertaken through consultancy in priority areas such as (a) Water Use Efficiency (b) Post Project Performance Evaluation (c) Environment Impact Assessment in respect of completed / upcoming irrigation projects and other areas including impact of climate change on water resources and awareness thereof. These activities are proposed to be continued beyond the XII Plan period.”

### **CHAPTER III**

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

NIL

## CHAPTER IV

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

#### **Recommendation (Para No. 8)**

34. The Committee note that since the early seventies a substantial gap between the Irrigation Potential Created (IPC) and Irrigation Potential Utilised (IPU) was observed and in 1972 the Irrigation Commission in its Report had made specific recommendation for systematic development of Commands of Irrigation projects for fully utilising the Irrigation Potential created. In 1973, a Committee of Ministers, set up by Ministry of Irrigation and Power, had also analysed this issue. Subsequently, in 1974 a Centrally sponsored Command Area Development Programme (CADP) was initiated to improve Irrigation Potential Utilisation. In addition, concerned with the issue of widening gap between IPC and IPU, the Ministry had sponsored study by the four premier Institutes of the country (namely, IIMA, IIMB, IIMC and IIML) for understanding and evolving strategies for resolving this problem. Despite all these efforts, the Committee not with concern that the AIBP is not only suffering from short creation of irrigation potential but also that there is a wide gap between the IPC and IPU, which is growing every year to the extent that the current gap is approximately 24 Mha (IPC is 113 Mha and the IPU is 89 Mha). According to an analysis of the achievement of total Irrigation Potential created and Utilised by the States at the end of 2002-07, it is found that there is a gap of 26.1% between the IPC and IPU. The committee also note that for 149 ongoing Major/Medium/ERM Irrigation Projects under the AIBP, the targeted potential to be created was 12101.46 MHa whereas the potential created upto March, 2014 was 5638.21 MHa leaving a balance of 6466.25 MHa Irrigation Potential to be created. The Committee have been informed that in order to bridge the gap between the IPC and IPU, parri-passu implementation of CAD with the AIBP is envisaged for 99 ongoing prioritized projects, for which provision of adequate funds have been arranged through NABARD. Further, a new scheme of incentivisation for bridging the gap between IPC and IPU, in respect of completed projects, is under preparation. Nevertheless, the Committee are concerned to note that despite the above measures taken by the Ministry some hindrances are still persisting which inter-alia include (a) Gap in terms of "On Farm Development" works and Micro Irrigation infrastructure in the command of irrigation projects; (b)

Deficiencies in the old irrigation canal network and (c) Gap in participatory irrigation management. Another disquieting fact is that the Ministry do not have the data of the targets initially set for Irrigation Potential to be created and Irrigation potential utilized under each project in one place. Since there is no data for the estimated / targeted Irrigation Potential to be created, the committee could not have a comprehensive view of the AIBP projects in terms of IP targeted, created and actually utilised. The Committee, therefore, strongly recommend the Ministry to devise strategies and take urgent steps to not only increase the creation of Irrigation Potential IP created but also to ensure proper utilisation of the Irrigation Potential. The ministry should positively, achieve the target set, during 12<sup>th</sup> Five Year Plan for closing the gap between the Irrigation Potential created and Irrigation potential utilized, which is 36 lakh hectare. The Committee also urge the Ministry to look into the bottlenecks leading to the gap seriously and address the deficiencies in the old irrigation canal network, gaps in infrastructure in command of irrigation projects, gaps in participatory irrigation management etc., for better management of Irrigation projects. The Committee further recommended the Ministry to reconcile the data with respect to the Irrigation Potential since the inception of the projects State-wise, Year-wise and, Project-wise and maintain them at one place so as to have a holistic picture of the progress, actual gap between irrigation potential targeted, created and utilised. The committee would like to be apprised of the concrete action taken in this direction.

35. The Ministry, in its action taken note, has replied as follows:

“There may be many reasons for gap in the Irrigation Potential Created and Irrigation Potential Utilised. Change in cropping pattern (use of high water consuming crops) by select farmers may constraint supply of water to full extent of CCA as envisaged in project's original design, may lead to overall reductions in crop areas, leading to variations in actual measure of IPC realized after AIBP and CADWM interventions vis-a-vis IPC originally envisaged under the project. Further the Irrigation Potential Utilization (IPU), as a measure of gross area actually irrigated in a particular year, is also a variable quantity; and may fall short in the pertinent span of data collection because of lean monsoon in that particular year. The reasons for IPC-IPU gap also include issues of reluctance by farmers, migration of farmers, and diversion and pilferage of project water; besides, there may be cases where project water use is wrongly accounted as groundwater use.



Thus the IPC and IPU though do not provide a firm quantitative basis, the overall objective of bridging IPC-IPU gap is sought to be achieved through structural interventions related to CADWM works in the Culturable Command Area of project, and the correction of system deficiencies in project's canal network. The other reasons of IPC-IPU gaps are sought to be addressed through non-structural interventions focussing on strengthening of participatory irrigation management.

Further, Ministry is proposing a new scheme 'Incentivisation scheme for Bridging Irrigation Gap' covering more than 300 completed projects and CCA of about 80 lakhs Ha. in this regard which would help to reduce gap between IPC and IPU through these projects."

**F. No. H-1102/1/2016-Parl. Dated 07.07.2017**

**Comments of the Committee**

**(Please see Para No. 10 of Chapter-I of the Report)**

#### **Recommendation (Para No. 9)**

36. The Committee observe that for hassle free and time-bound completion of the projects, monitoring is an essential part of the Accelerated Irrigation Benefits Programme since the main objective of monitoring is to ensure the achievement of physical and financial targets of creation of Irrigation potential. The Committee was apprised that Central Water Commission (CWC) have been assigned the responsibility to comprehensively monitor the projects receiving Central Assistance (CA). As per the present arrangement in CWC, projects under AIBF and Repair, Renovation and Restoration of water bodies (RRR) are monitored by respective field units and Inter-State whereas externally assisted and centrally aided projects are being monitored by Directorates of PMO/PPO (Project preparation Organisation) at Head Quarter (HQ). The Committee have been informed that the CWC with the help of its 13 Regional offices situated all over the country and a project Monitoring Organization (PMO) at HQ, monitors the irrigation projects under the AIBP. Monitoring of physical and financial progress of the projects involves periodical visit and submission of the status report of the project by the CWC. Further, review meeting is taken by the secretary M/o WR, RD & GR, every year with the secretary water Resources/Irrigation of the state Governments, officers of CWC and planning Commission for reviewing the physical and financial progress of the projects under the AIBP and resolving the

bottlenecks hindering the completion of the project. The Committee also note that a three-tier system of monitoring of Irrigation Projects at the State and Centre level was introduced in 1975 viz. first and second tier monitoring at project and State Government levels and monitoring at the Central level, by MoWR, RD & GR/CWC, which is the third tier of the monitoring mechanism. The Committee also note that apart from the procedure for monitoring of Major and Medium Irrigation (MMI) Projects there is monitoring of Surface Minor Irrigation (SMI) schemes which are getting Central Assistance under the AIBP and this is done by the State Government. The Committee note with concern that the number of MI schemes getting Central Assistance under the AIBP is large and the available CWC staff strength is low. Regarding monitoring visits, the Committee note that, as per the latest AIBP guidelines, it is to be undertaken once in a year to the projects subsequent to release of CA. The Committee were informed that the decreasing trend of the monitoring visits in last 3 years 2012-13, 2013-14 and 2014-15 which was 163, 108 and 56 respectively was due to the fact that there was decrease in the required number of visits also because the number of projects that were given Central Assistance in the Twelfth Five Year Plan were reduced due to the reduction in Budget. The Committee, believe that any lapse/lacunae in monitoring process/mechanism will be a hindrance in giving true picture of project implementation. The Committee therefore, recommend the Ministry to take remedial action for removing all the bottlenecks in monitoring and strictly implement all the criteria/guidelines for monitoring the projects/Schemes under the AIBP. The Committee also recommend the Ministry to adopt carrot and stick model for penalizing those States which are not adhering to the terms and conditions and incentivizing those - which follow them scrupulously. In addition, apart from having effective monitoring mechanism at I and II tier, the Ministry should also ensure that there is timely and adequate visit of the monitoring team to verify the completion of the irrigation potential creation and proper utilization of the irrigation Potential created. Furthermore, the Committee recommend the Ministry to take initiative to increase the number of Regional offices and the staff strength in CWC so as to avoid their adverse impact on monitoring mechanism. In addition, the Committee recommend the Ministry to develop a modus operandi for having systematic synergy between the physical visits made and online monitoring methods which will not only facilitate the visiting team with concrete data but will also help in conducting effective monitoring. The Committee would like

to be apprised about the action taken on all the aforesaid recommendations along with the outcome of the same.

37. The Ministry, in its action taken note, has replied as follows:

“Thirteen regional offices of Central Water Commission have been established in different parts of the country the Monitoring Directorates under these regional offices are monitoring the physical and financial progress of the AIBP Projects on continuous basis and sending monitoring reports to concerned.

Further, during 2016-17, 99 ongoing AIBP projects have been identified in consultation with States which could be completed by Dec., 2019 including CAD works. To keep close watch on the physical and financial progress of the projects, One nodal officer from the State for each of the 99 priority project has been identified who would be updating the physical and financial progress of the project regularly in the MIS.

Online Management Information System has been developed and nodal officers are regularly feeding the data on the component-wise physical and financial progress of the project. A mobile app for uploading the geo-tagged photographs of works being executed under these projects for monitoring the progress is also under development.

Also third party monitoring of these projects would be carried out besides monitoring visits by CWC offices.”

**F. No. H-1102/1/2016-Parl. Dated 07.07.2017**

**Comments of the Committee**

**(Please see Para No. 13 of Chapter-I of the Report)**

**Recommendation (Para No. 14)**

38. On the issue of adaptation of successful models of Irrigation Projects of other countries, the Committee have been informed that M/o WR, RD and GR in partnership with European Union is in the process of finalizing possible priorities and activities for the work programme 2017. The

Committee have also been informed about the Israel Model of Irrigation, which has led to an increase in water use efficiency, and their innovation for efficient and sustainable water use that has made them international leader in developing water-saving technology in agriculture. In view of the disheartening ground reality of Irrigation Projects in the country, the Committee are convinced that the current initiatives taken by the Ministry are not sufficient to uplift the status of Irrigation Projects. The Committee, therefore, are of the opinion that though the AIBP was launched with laudable objectives, its implementation has not yet attained the desired results and is engulfed in myriad shortcomings. The Committee recommend the Ministry to take fresh initiatives for technology transfer from other countries, for emulating the successful models of other countries/States suited to the needs of the country and make efforts to devise out of the box methods for implementation and sustainability of irrigation Projects under Accelerated Irrigation Benefits Programme. While appreciating the Ministry's plan to adopt the successful model of Madhya Pradesh, the Committee also recommend the Ministry to exercise caution and carry out proper feasibility study of the successful models of other Countries/State before emulating the same. The Committee would like to be apprised about the concrete action taken in the matter.

39. The Ministry, in its action taken note, has replied as follows:

“Ministry has signed MoUs with European Union under Indo-European Water Partnership (IEWP) on 7th October,2016 and another MoU with Israel has been signed on 11th November,2016 to develop cooperation in the field of water management and sharing of experiences and expertise in the areas mutually agreed upon including techniques in the efficient use of water resources, desalination, aquifer recharge etc. The cooperation is aimed at Strategic Partnership on Water so that through suitable wide ranging terms of reference, the whole gamut of sustainable development in water sector encompassing Agriculture, water quality, irrigation, drinking water etc may be covered.”

**F. No. H-1102/1/2016-Parl. Dated 07.07.2017**

**Comments of the Committee**

**(Please see Para No. 17 of Chapter-I of the Report)**

## CHAPTER V

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

#### **Recommendation (Para No. 6)**

40. During the Tenth Five Year Plan, a Pilot scheme namely Repair, Renovation and Restoration (RRR) of Water bodies directly linked to agriculture was launched in January, 2005 with an outlay of Rs. 300 crore and with 75% as Central Assistance by Government of India and 25% by State Government. Based on success of this Pilot Scheme, two schemes of RRR, one with domestic support with an outlay of Rs.1,250 crore and other with external assistance with an outlay of Rs. 1,500 crore were launched during the Eleventh Five Year Plan. The scheme for continuation for Repair, Renovation and Restoration of Water Bodies during Twelfth Plan period was approved by the union Government on 20.9.2013 and guidelines were issued in October, 2013. The Committee also note that it is also envisaged to provide the Central Assistance for restoration of about 10,000 water bodies with an earmarked outlay of Rs. 6,235 crore for the scheme so as to restore an irrigation potential of 6.235 lakh hectare. In this connection, the committee note that they have, in their Tenth Report on the subject 'Repair, Renovation and Restoration of Water Bodies- Encroachment on Water Bodies and steps required to remove the encroachment and restore the Water Bodies', examined various issues like state of water bodies in the country, encroachment, its extent and impact, implementation of judicial guidelines/directions in the matter, the provision for prevention of encroachment under the RRR scheme, pollution of water bodies and measures for increasing public awareness, etc. The committee are fully convinced that there is an imperative need to remove the encroachment and for repairing, renovating and restoring the water bodies not only to improve the health of Water Bodies but also to ensure a positive impact on the Accelerated Irrigation Benefits Programme. The Committee, therefore, recommend the Ministry to act in right earnest to address all the concerns of the Committee expressed in the aforesaid Report so that the efforts of the Centre and the State Governments results in a sustainable development and efficient management of water resources and Irrigation Infrastructure.

41. The Ministry, in its action taken note, has replied as follows:

“Based on the recommendation of Standing Committee in its Tenth Report on Subject “Repair, Renovation and Restoration of Water Bodies – Encroachment on water bodies and steps required to remove the encroachment and restore the water bodies”, Secretary(MOWR, RD & GR) vide D.O. letter dated 26.02.2016 requested State Governments to take several measures for protection of water bodies including encroachment issue. The States have been again requested to intimate the Status on the number of water bodies and its encroachment vide D.O. letter dated 07.11.2016.

Further, detailed draft guidelines for consideration and protection of water bodies have also been circulated to central Ministries and States/UTs.”

#### **Recommendation (Para No. 11)**

42. The committee notes that, as on 31.03.2015, there are 149 ongoing Major and Medium Irrigation (MMI) Projects under the Accelerated Irrigation Benefits Programme. As informed by the Ministry 100 percent monitoring of the ongoing Major and Medium Irrigation(MMI) Projects is to be undertaken by the Central water Commission (CWC). However, due to large number of ongoing MI and RRR schemes, the monitoring of all ongoing schemes by CWC is not possible. The Ministry have also informed that due to limited availability of the manpower with the CWC, it is necessary to outsource monitoring through experienced firms. The procedure for engaging of independent monitors, terms of reference for the independent monitors, methodology to be followed for monitoring by independent monitors, proforma for reporting the monitoring status of the MI scheme by the independent monitors, procedure for submission of the Monitoring Report and further action on the Report by the State Governments and Central Water Commission will be finalized and submitted to MoWR, RD & GR. The Committee notes in this regard, that a Panel headed by Dr. Mihir Shah, in their Report on the subject ‘Restructuring the CWC and CGWB’ had observed that a paradigm shift is required in both surface and ground water and the new national challenges in the 21<sup>st</sup> century demand major reforms in the CWC and CGWB. In addition, they have also observed that CWC and CGWB suffer from a lack of professionals from a large number of disciplines. Besides, several State Governments have testified that a huge delay in techno-economic appraisal

by CWC has become a matter of concern. When the Committee desired to know about the likely impact of the Report, the Ministry have informed that the recommendations of the said Report are under consideration. In view of the significant function of the CWC, particularly in light of its role in monitoring of irrigation projects under the AIBP, the Committee recommend the Ministry to take expeditious steps on the issue of restructuring CWC and apprise this Committee accordingly.

43. The Ministry, its action taken note, has replied as follows:

“A Committee was constituted vide order dated 11.09.2015 by this Ministry for Restructuring of Central Water Commission (CWC) and Central Ground Water Board (CGWB) for optimal development of water resources in the country in the backdrop of integrated water resources management. This Committee which was chaired by Dr. Mihir Shah, former Member, Planning Commission, gave its final report in July, 2016. In view of importance of the subject matter, inputs from eminent water experts, retired senior officers from CWC / CGWB etc as well as other stakeholders are being sought on this matter to proceed further.”

#### **Recommendation (Para No. 12)**

44. The Committee note that under the CAD&WM Programme, a thrust is given on Participatory Irrigation Management (PIM) and therefore the Central Assistance to the States has been linked to enactment of PIM legislation as well as with the formation of water users' Associations. So far, 84,779 Water Users' Associations (WUA's) have been formed in various States covering an area of 17.84 million hectare under various commands of Irrigation Projects. However, the states of Sikkim and Tripura and the Union Territories do not have any Water Users' Associations. The Committee also note that hitherto 16 States viz. Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Nagaland, Odisha, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh have either enacted exclusive legislation or amended their Irrigation Acts for involvement of farmers in irrigation management, while other States are also taking steps in this direction. The committee, however, note that various hindrances have been witnessed in forming Water Users' Associations which *inter-alia* include (i) lack of legal back up and policy changes in some States to take up Participatory Irrigation Management (PIM) and lack of clarity of legislation and implementation of legislation for empowerment of WUAs in

States where PIM has been enacted, (ii) system deficiency in the irrigation scheme (iii) uncertainty over water availability and (iv) lack of capacity building of the members of the WUAs for various technical and financial issues. The Committee also note that in order to remove the aforesaid hindrances, the Ministry have requested the state Governments to enact the PIM Act where the Act is not yet to be enacted and to strengthen the existing PIM Acts - where these have already been enacted. The committee also note that to increase the number of Water Users' Associations, the Ministry releases one time functional grant to the registered WUA's under CADWM programme. In addition, for the 99 prioritized projects, the Ministry have proposed to utilize the services of TISS and select NGOs for capacity building of WUAs. The committee recommend the Ministry to provide States/UTs with incentives for increasing the participation of WUAs in management of water resources and Irrigation Projects. The Committee also recommend the Ministry to increase their effort to facilitate the formation and involvement of WUAs/local communities by increasing, the incentives as well as nominate one person in each WUA to coordinate all the activities for promoting coordination, cooperation and participation among the farmers. The Ministry should also ensure that the enactment of PIM legislation in all the States/UTs is done at the earliest as well as the existing PIM Acts be strengthened where it has already been enacted. While appreciating the mandatory feature of CAD&WM programme for inclusion of Panchayat representative in WUAs / District Level Implementation Monitoring Committee/ State Level Monitoring Committee, the Committee further recommend the Ministry to ensure its proper implementation in all States/UTs. In addition, the Committee desire that the Ministry's proposal to utilize the services of TISS and select NGOs for capacity building of WUAs also be done on priority. The Committee desire that the Ministry take specific action on the aforesaid recommendations and accordingly apprise them of the same.

45. The Ministry, it its action taken note, has replied as follows:

“The 'Guidelines for central Assistance for CAD works in prioritized AIBP funded Irrigation Projects' have been circulated in January, 2017. The provision under Non-Structural Intervention include one-time functional grant to registered Water Users' Associations (WUAs) and One-time infrastructure grant to the registered WUAs for strengthening Participatory Irrigation Management (PIM). A provision for hand-holding support for strengthening PIM by



select Social Facilitator (an NGO, or similar entity having substantial experience in influencing village level social activities and reforms) per project to be engaged through the process of empanelment has also been kept in the Guidelines.

Further, the remaining State Governments are being pursued for enactment of PIM legislation as well as strengthening of the existing PIM Acts where it has already been enacted.”

**NEW DELHI**

**08 March, 2018**

**17 Phalguna, 1939 (Saka)**

**RAJIV PRATAP RUDY,**

***Chairperson,***

***Standing Committee on Water Resources***

**MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES  
(2017-18) HELD ON THURSDAY, 08 MARCH 2018**

The Committee sat from 1500 hours to 1520 hours in Committee Room No. 2, First Floor, Parliament House Annexe Extension Building, New Delhi.

**PRESENT**

**Shri Rajiv Pratap Rudy – Chairperson**

**MEMBERS**

**LOK SABHA**

2. Shri Radheshyam Biswas
3. Shri Sudheer Gupta
4. Shri B. Vinod Kumar
5. Shri Maganti Murali Mohan
6. Shri Abhijit Mukherjee
7. Shri Subhash Patel
8. Shri Vijaysinh Mohite Patil
9. Shri Vishnu Dayal Ram
10. Shri Lallu Singh

**RAJYA SABHA**

11. Sardar Balwinder Singh Bhunder
12. Shri Harshvardhan Singh Dungarpur
13. Dr. Bhushan Lal Jangde
14. Shri Ananda Bhaskar Rapolu
15. Shri Dharmapuri Srinivas
16. Shri Pradeep Tamta

**SECRETARIAT**

- |    |                    |   |                     |
|----|--------------------|---|---------------------|
| 1. | Shri Shiv Kumar    | - | Joint Secretary     |
| 2. | Smt. Rita Jaikhani | - | Director            |
| 3. | Shri Kushal Sarkar | - | Additional Director |
| 4. | Shri R. C. Sharma  | - | Deputy Secretary    |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. Thereafter, the Committee took up for consideration and adoption (i) Draft Report on Demands for Grants (2018-19) of the Ministry of Water Resources, River Development and Ganga Rejuvenation and (ii) Draft Report on Action Taken by the Government on the observations / recommendations contained in Fourteenth Report on the subject "Review of Accelerated Irrigation Benefits Programme (AIBP)." After some deliberations, the Committee adopted the aforesaid two draft Reports without any modification.

3. The Committee also authorized the Chairperson to present these two Reports to both the Houses of Parliament in the current Winter Session.

The Committee then adjourned

## ANNEXURE – II

[Vide Para 4 of the Introduction]

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

- |       |                                                                                                                                                  |                                                       |
|-------|--------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------|
| (i)   | Total number of Observations/ Recommendations                                                                                                    | 14                                                    |
| (ii)  | Observations/ Recommendations which have been accepted by the Government<br><br>Para Nos. 1, 2, 3, 4, 5, 7, 10, and 13                           | <i>Total : 08</i><br><br><i>Percentage : 57.14%</i>   |
| (iii) | Observations/ Recommendations which the Committee do not desire to pursue in view of the Government's replies<br><br>Para Nos. NIL               | <i>Total : NIL</i><br><br><i>Percentage : 00.00 %</i> |
| (iv)  | Observations/ Recommendations in respect of which replies of the Government have not been accepted by the Committee<br><br>Para Nos. 8, 9 and 14 | <i>Total : 03</i><br><br><i>Percentage : 28.57 %</i>  |
| (v)   | Observations/ Recommendations in respect of which final reply of the Government are still awaited<br><br>Para No. 6, 11 and 12                   | <i>Total : 03</i><br><br><i>Percentage : 35.71%</i>   |