# STANDING COMMITTEE ON WATER RESOURCES (2019-20)

#### SEVENTEENTH LOK SABHA

### MINISTRY OF JAL SHAKTI DEPARTMENT OF WATER RESOURCES, RIVER DEVELOPMENT & GANGA REJUVENATION

**DEMANDS FOR GRANTS (2020-21)** 

#### THIRD REPORT



## LOK SABHA SECRETARIAT NEW DELHI

March, 2020 / Phalguna, 1941 (Saka)

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Presented to Lok Sabha on 5.3.2020 Laid on the Table of Rajya Sabha on 5.3.2020



LOK SABHA SECRETARIAT NEW DELHI

March, 2020 / Phalguna, 1941 (Saka)

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### COMPOSITON OF THE STANDING COMMITTEE ON WATER RESOURCES (2019-20)

#### Dr. Sanjay Jaiswal - Chairperson

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- 31. Shri Pradeep Tamta

#### **SECRETARIAT**

1.	Dr. Preeti Srivastava	-	Joint Secretary
2.	Shri Raju Srivastava	-	Director
3.	Shri R. C. Sharma	-	Additional Director
4.	Shri Gaurav Jain	-	Assistant Committee Officer

#### INTRODUCTION

- I, the Chairperson, Standing Committee on Water Resources (2019-20) having been authorized by the Committee to submit the Report on their behalf, present the Third Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti Department of Water Resources, River Development & Ganga Rejuvenation.
- 2. The Demands for Grants have been examined by the Committee under Rule 331E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha.
- 3. The Committee took evidence of the representatives of the Ministry of Jal Shakti Department of Water Resources, River Development & Ganga Rejuvenation on 24.2.2020.
- 4. The Report was considered and adopted by the Committee at their sitting held on 3.3.2020.
- 5. The Committee wish to express their thanks to the representatives of the Ministry of Jal Shakti Department of Water Resources, River Development & Ganga Rejuvenation for providing them the requisite written material and for making oral depositions before the Committee in connection with the examination of the subject.
- 6. The Committee would also like to place on record their sense of deep appreciation for the assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

NEW DELHI 3 March, 2020 13 Phalguna, 1941 (Saka) Dr. SANJAY JAISWAL, Chairperson, Standing Committee on Water Resources

#### **ABBREVIATIONS**

AIBP Accelerated Irrigation Benefits Programme

BCM Billion Cubic Meters
BE Budgetary Estimate
CA Central Assistance

CADWM Command Area Development and Water Management

CEE Committee on Establishment Expenditure

CGWB Central Ground Water Board
CPCB Central Pollution Control Board
CWC Central Water Commission

DDP Desert Development Programme

DoDWS Department of Drinking Water and Sanitation

DoWR, RD & GR Department of Water Resources, River Development & Ganga

Rejuvenation

DPAP Drought Prone Areas Programme

DPRs Detailed Project Reports

DWRIS Development of Water Resources Information System

FBP Farraka Barrage Project FM Flood Management

FMBAP Flood Management and Border Areas Programme

FMP Flood Management Programme

FY Financial Year

GFCC Ganga Flood Control Commission

GOI Government of India

GW Ground Water

HAG Higher Administrative Grade

HKKP Har Khet Ko Pani

HO Hydrological Observation
IIM Indian Institute of Management

IIWA Indian Institute of Water Management

IWDP Integrated Watershed Development Programme

JAG Junior Administrative Grade

JCWR Joint Committee on Water Resources

JMCWR Joint Ministerial Level Commission on Water Resources

JSA Jal Shakti Abhiyan

JSTC Joint Standing Technical Committee KBK Koraput, Bolangir and Kalahandi LTIF Long Term Irrigation Fund

MoEF&CC Ministry of Environment, Forest and Climate Change

MP Madhya Pradesh

MTEF Medium Term Expenditure Framework

(vi)

NABARD National Bank for Agricultural and Rural Development

NAQUIM National Aquifer Mapping and Management

NCT National Capital Territory
NGP National Ganga Plan
NHP National Hydrology Project

NMCG National Mission for Clean Ganga

NPP National Perspective Plan

NRCD National River Conservation Directorate
NTPC National Thermal Power Corporation

NWM National Water Mission
O&M Operation and Maintenance

PDA Pancheshwar Development Authority PMKSY Pradhan Mantri Krishi Sinchai Yojana

PSUs Public Sector Undertakings

RE Revised Estimate

RRR Repair, Renovation and Restoration

SC Scheduled Caste
SIU Staff Inspection Unit
SMI Surface Minor Irrigation

ST Scheduled Tribes

SSC Staff Selection Commission
TAC Technical Advisory Committee

UP Uttar Pradesh

UPSC Union Public Service Commission

UTs Union Territories

UYRB Upper Yamuna River Board

# REPORT PART - I NARRATION ANALYSIS

Water is essential for sustenance of life and sustainable development. The growing population, rapid industrialisation, increasing urbanisation and climate change have made water availability an important issue. Hence, managing the water resources in an efficient manner is of paramount importance for ensuring water security, environmental sustenance and sustainable economic development.

1.2 The Department of Water Resources, River Development & Ganga Rejuvenation (DoWR, RD & GR) is responsible for the development, conservation and management of water as a national resource; overall national perspective of water planning and coordination in relation to diverse uses of water and interlinking of rivers; general policy, technical assistance, research and development training and all matters relating to irrigation, including multi-purpose, major, medium, minor and emergency irrigation works; hydraulic structures for navigation and hydro-power; tube wells and groundwater exploration and exploitation; protection and preservation of ground water resources; conjunctive use of surface and ground water, irrigation for agricultural purposes, water management, command area development; management of reservoirs and reservoir sedimentation; flood (control) management, drainage, drought proofing, water logging and sea erosion problems and dam safety, etc. The National Water Resources Council is also under this Department. Besides, regulation and development of inter-State rivers and river valleys are also governed by this Department. Implementation of Awards of Tribunals through Schemes, River Boards, Water Laws, Legislation, Water Quality Assessment and Cadre Control and Management of the Central Water Engineering Services (Group A) also fall under the purview of the Department of Water Resources, River Development & Ganga Rejuvenation. Besides, with the formation of Ministry of Jal Shakti, the subject matter of all rivers under National River Conservation Directorate (NRCD) hitherto functioning under the Ministry of Environment, Forest and Climate Change (MoEF&CC) has also been put under the Department of Water Resources River Development and Ganga Rejuvenation.

#### Salient features of the Union Budget (2020-21) with regard to Water Resources Sector

1.3 On being asked about the Salient features of the Union Budget (2020-21) with regard to Water Resources Sector, the Department replied as under:-

"A total allocation of Rs. 30478.49 crore [Department of Drinking Water and Sanitation (DoDWS) – Rs.21518.10 crore + Department of Water Resources, River

Development & Ganga Rejuvenation (DoWR, RD & GR) - Rs.8960.39 crore] has been made in FY 2020-21 for Ministry of Jal Shakti. Apart from Ministry of Jal Shakti, other Ministries/Departments also operate Schemes related to water sector. Allocations made in FY 2020-21 for these Schemes, as per the Ministry of Finance website, are as under:-

#### Ministry of Agriculture and Farmers' Welfare

Under Pradhan Mantri Krishi Sinchai Yojana (PMKSY) - Per Drop More Crop, an allocation of Rs.4,000 crore had been made.

#### Ministry of Rural Development

Under Pradhan Mantri Krishi Sinchai Yojna (PMKSY) - Integrated Watershed Development Programme (IWDP), an allocation of Rs. 2000 crore had been made.

Thus, an allocation of more than Rs.36400 crore has been made for the Water Sector in the Union Budget for the year 2020-21".

#### **Budget Allocations**

1.4 The detailed Demands for Grants in Demand No. 61 of the DoWR, RD & GR were laid on the Table of Lok Sabha on 6 February 2020. A total budgetary Provision of Rs. 8960.39 (net) has been made for the year 2020-21. The following table shows the allocation of Budget for the DoWR, RD & GR during the last four years:-

(Rs. in crore)

Year	BE	RE	Actual
2017-18	6887.00	7660.00	5313.48
2018-19	8860.00	7612.52	7422.08
2019-20	8245.25	7518.21	5815.33
2020-21	8960.39	-	•

Note: The column 'Actual' for the FY 2019-20 depicts the actual expenditure position till 31.12.2019.

#### **Analysis of Demands for Grants**

1.5 The total budgetary allocation for the DoWR, RD & GR is Rs. 8960.39 crore. Further, there is a provision of loan of Rs. 5000 crore from National Bank for Agricultural and Rural Development (NABARD). Thus, the total budget of the Department is Rs. 13960.39 crore.

(Rs. in crore)

Year	Revenue (BE)	Capital (BE)	Total
2019-20	7853.78	391.47	8245.25
2020-21	8574.37	386.02	8960.39

- 1.6 The total demand for the year 2020-21 is Rs. 8960.39 crore, consisting of Rs. 8574.37 crore under 'Revenue Section' and Rs. 386.02 crore under 'Capital Section'. In comparison to last fiscal year, there is an increase of Rs. 720.59 crore in the 'Revenue Section', however, there is a decrease of Rs. 5.45 crore under the 'Capital Section'. On the whole, there is an increase of Rs. 715.14 crore in demand for the year 2020-21.
- 1.7 In response to a query about the grounds for increasing the budgetary allocation for the financial year, i.e., 2020-21 over the previous year, the Department apprised the Committee as under:-

"The increased budget of Rs.8960.39 crore has been distributed among Schemes factoring in requirements and the committed liabilities.

Additional allocation has been made to meet the committed liability of debt servicing of NABARD loan under Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), where an increase of Rs.681 crore has been made over BE 2019-20 provision of Rs.1994 crore on account of anticipated liabilities towards NABARD dues.

A new Scheme Atal Bhujal Yojana (ATAL JAL) has been launched by the Hon'ble Prime Minister on 25.12.2019 with a total outlay of Rs.6,000 crore. ATAL JAL has been designed with the principal objective of strengthening the institutional framework for participatory groundwater management and bringing about behavioral changes at the community level for sustainable groundwater resource management in the identified seven States, viz., Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh. Central assistance in the form of budgetary support and World Bank loan assistance (to be repaid by the Central Government) would be provided to these State Governments. A provision of Rs.200 crore has been kept in BE 2020-21 for this new Scheme.

The other Schemes where significant increase has been made are reflected as under:-

(Rs. in crore)

Scheme	BE 2019-20	BE 2020-21	Increase	Remarks
Special Package for	300	400	100	Due to outstanding claims
Maharashtra				from the State
National Ganga Plan (NGP)	700	800	100	Increase is on account of anticipated activities under the Scheme and largely met from reduction under the other component of Namami Gange, National

				River Conservation Plan.
National Hydrology Project (NHP)	150	200	50	Increase is on account of anticipated activities under the Scheme.
Flood Management and Border Areas Programme (FMBAP)	700	750	50	Increase is on account of anticipated activities under the Scheme.
Development of Water Resources Information System (DWRIS)	100	140	40	Increase is on account of anticipated activities under the Scheme.

The total additional allocation of Rs.1220 crore under aforesaid Schemes alone is more than the increase in allocations (Rs.715.14 crore), however, this has been met by curtailing allocations under other Schemes/Scheme components".

#### **Borrowings from NABARD**

1.8 When asked about the actual borrowings and interest paid to NABARD for the year 2019-20, the DoWR, RD & GR informed the Committee as under:-

"Actual borrowings from NABARD for the year 2019-20 (upto10.02.2020) are as under:-

(Rs. in crore)

CA for 99 PMKSY	Polavaram	Shahpur	North	Total
priority projects	Irrigation	Kandi Dam	Koel	
(AIBP &CADWM)*	Project	Project	Project	
1902.77	1850.0	60.0	0.53	3813.30

<sup>\*</sup> AIBP - Accelerated Irrigation Benefits Programme (AIBP)
CADWM - Command Area Development and Water Management (CADWM)

In addition, as per approved Scheme for completion of 99 prioritized projects, State Governments also avail State Share from NABARD under Long Term Irrigation Fund(LTIF). Principal along with interest cost of upto 6% is repaid by the concerned State Governments. However, interest cost above 6% for such State Share loan is borne by the Central Government to encourage State Governments for early completion of the projects. During 2019-20, State Share of Rs. 6656.48 crore has been availed by various States for AIBP & CADWM works of prioritized projects.

Interest Paid to NABARD during 2019-20 (upto10.02.2020) is as under:

(Rs. in crore)

Interest Repayment on Loan against CA	Principal Repayment on Loan against CA	Interest Subvention on Loan against State Share	Total
1461.54	31.25	279.76	1772.55

1.9 On being further asked about the total amount of loan from NABARD (both principal and interest) outstanding for payment and the payment schedule for the last 5 years, the Department in its written submission stated as follows:-

"Total loan availed from NABARD since 2016-17 (upto 10.02.2020) is as under:

(Rs. in crore)

Compo	onent	2016-17	2017-18	2018-19	2019-20	Total
PMKSY-	CA	3336.95	4526.73	3442.28	1902.77	13208.73
AIBP &CADWM	State Share	3334.98	4825.72	8308.83	6656.48	23126.01
Polava	aram	2414.16	2000.0	1400.0	1850.0	7664.16
North	Koel	-	8.05	651.13	0.53	659.71
Shahpu	rKandi	-	-	-	60.0	60.0
Tot	al	9086.09	11360.50	13802.24	10469.78	44718.61

Loan repaid (both principal and interest) upto 10.02.2020 is as under:

(Rs. in Crore)

FY	Interest Repaid	Principal Repaid	Total
2016-17	44.66	-	44.66
2017-18	610.11	-	610.11
2018-19	1381.99	-	1381.99
2019-20	1741.30	31.25	1772.55
Total	3778.06	31.25	3809.31

Further, the total amount of loan outstanding for payment (both principal and interest) in respect of loan availed from NABARD (up to 10.02.2020) is Rs.45812.80 crore out of which Principal Repayment amounts to Rs. 21561.27 crore and Interest Liability of Rs. 24251.52 crore including interest subvention on State share".

- 1.10 During the course of oral evidence on the subject "Groundwater: A Valuable But Diminishing Resource", the Secretary informed the Committee that the budget allocated to the Ministry is low in comparison to the challenges faced by it in the water Sector.
- 1.11 When asked by the Committee about the optimum level of Budgetary Allocation for carrying out various Schemes and Programmes conceived by them for attaining tangible outcomes, the Department in its written submission stated as follows:-

"Water being a State subject, steps for augmentation, conservation and efficient management of water resources are primarily undertaken by the State Governments. In order to supplement the efforts of the State Governments; technical and financial assistance from Central Government is required to promote water use efficiency, control water depletion and promote water conservation.

In terms of Para 2.5 of the Budget Circular 2020-21, initially Medium Term Expenditure Framework (MTEF) ceiling of Rs.10238.61 cr was indicated for FY 2020-21. The MTEF ceiling for FY 2019-20 was Rs.9480.20 crore. However, the final budgetary ceilings conveyed to the Department for FY 2020-21 are Rs.8960.39 crore, while RE for FY 2019-20 was Rs.7518.21 crore. A higher allocation, even up to MTEF ceiling would enable the Department to scale up efforts in restoration of water bodies and surface minor irrigation Schemes, ground water development, mitigation of floods, etc.

The Department however, is striving to optimize the outcomes from given funds in the form of budgetary and extra-budgetary resources".

#### Per Capita Water Availability

- 1.12 The average annual per capita water availability in the years 2001 and 2011 was assessed at 1816 cubic meters and 1545 cubic meters respectively which may reduce further to 1340 and 1140 in the years 2025 and 2050 respectively.
- 1.13 Further, during the course of oral evidence in connection with the examination of DFG (2020-21), the Secretary of the Department on the issue low water use efficiency, stated as follows:-

"We have to increase the water use efficiency in our country. It is an acknowledged fact that China has the same irrigated area as we have. Notwithstanding this, the agricultural production of China is double than us and the consumption of water is almost half than us ".

1.14 When the Committee desired to know the main reasons for constantly declining per capita water availability in the country, the DoWR, RD & GR in its written reply stated:-

"Water availability per person is dependent on population of the country and for India, per capita water availability in the country is reducing due to increase in population. The per capita availability of water has reduced from 5177 m³/ year in 1951 to 1545 m³/ year in 2011 and it is further decreasing due to rising population. The largest water consuming sector is agriculture; other major water consuming sectors are domestic and industrial sector". [\*m³ – cubic meter]

1.15 On being further asked about the steps taken by the Department to augment the per capita water availability in the country, the Department in its written submission stated:-

"DoWR,RD&GR has taken various steps to augment the per capita water availability in the country. Ministry of Jal Shakti launched Jal Shakti Abhiyan (JSA), a campaign for water conservation and water security, in 256 water-stressed districts of the country. During the campaign, officers, groundwater experts and scientists from the Government of India worked together with State and district officials in India's most water-stressed districts for water conservation and water resources management.

Central Government has formulated a National Perspective Plan (NPP) for Water Resources Development which envisages transfer of water from water surplus basins to water deficit basins through inter-linking of rivers.

Government of India has approved Atal Bhujal Yojana (ATAL JAL), a Rs. 6000 crore Central Sector Scheme, for sustainable management of ground water resources with community participation in water stressed blocks of Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh. The Scheme is being implemented during 2020-21 to 2024-25 with the financial assistance of World Bank with a sharing pattern of 50:50 between Government of India and World Bank. The implementation of the Scheme is likely to have several positive outcomes including community based approach for addressing groundwater depletion issues, sustainable groundwater management through convergence of ongoing/new Schemes, adoption of efficient water use practices for irrigation, augmentation of groundwater resources in targeted areas, etc.

Central Ground Water Board is implementing a nationwide programme of "National Aquifer Mapping and Management (NAQUIM)" for mapping of aquifers (Water bearing formations), their characterization and development of aquifer management plans to facilitate sustainable development of ground water resources including proper utilization of water resources. Aquifer maps and management plans have been shared with the respective State Government agencies.

DoWR,RD&GR is making efforts to create awareness amongst people about water conservation. National Water Awards have been initiated to recognize efforts made in the field for water conservation/management. National Water Mission (NWM) has initiated a seminar series in March, 2019 - "Water Talk" - to promote dialogue and information sharing among participants on various water related topics. NWM has launched a campaign 'SahiFasal' to nudge farmers to go for crops which use less water and efficiently also".

#### **National Water Framework Law**

1.16 The Ministry of Jal Shakti has prepared a draft National Water Framework Bill, 2016 which seeks to provide an overarching national legal framework based on principles for protection, conservation, regulation and management of water as a vital and stressed natural resource, under which legislation and executive action on water at all levels of governance can take place. The bill proposes that every individual should have a right to sufficient quantity of safe water for life within easy reach based on the principles of integrated river basin management. The States shall hold water resources as a *Common Heritage* and *Public Trust*. The draft bill lays high priority on *Integrated River Basin Development and Management*, wherein a river basin, including associated aquifers, shall be considered as the hydrological unit basis for planning, development and management of water. Each State Government shall develop, manage and regulate basins of inter-State rivers through a River Basin Master Plan to be implemented by an appropriate institutional mechanism.

It also proposes for establishment of a River Basin Authority for each inter-State river basin, or for a sub-basin for sub inter-State river basin wherever appropriate for optimum and sustainable development of the inter-State rivers and river valleys, with active participation and cooperation by all basin States to ensure equitable, sustainable and efficient utilization of water resources with emphasis on demand management through conjunctive and integrated use of resources.

1.17 When asked about the status of implementation of National Water Framework Bill, the DoWR, RD & GR in its written reply stated:-

"The draft National Water Framework Bill, 2016 has been circulated to States/Union Territories(UTs) and the concerned Central Ministries in September 2016 for obtaining their comments. DoWR, RD & GR is regularly pursuing the matter with State Governments seeking their cooperation for early enactment of the National Water Framework Bill".

1.18 On being further asked about the views of the State Governments in this regard, the Department replied as under:-

"Comments have been received from the State Governments of Rajasthan, Madhya Pradesh, Tamil Nadu, Kerala, Odisha, Gujarat, Uttar Pradesh, Bihar, Maharashtra, Karnataka and Jharkhand. Interim responses have been received from the State Governments of Punjab, Uttarakhand, Arunachal Pradesh, NCT of Delhi and UT of Lakshadweep. Response from other states/UTs is awaited.

Among the States/UTs who have furnished comments on the draft National Water Framework Bill, 2016; Governments of Rajasthan, Madhya Pradesh, Uttar Pradesh, Maharashtra, Gujarat and Jharkhand have supported the Bill with some suggestions/comments. However, Governments of Tamil Nadu, Kerala, Karnataka, Punjab, Odisha and Bihar are not in favour of the draft Bill. States, who have opposed draft Bill, have mentioned that there is no need to evolve a National Legal Framework, as it would infringe on the right of States. The bill is under examination in Uttarakhand, Arunachal Pradesh, Delhi and Lakshadweep".

#### Namami Gange

- 1.19 Government of India (GOI) has launched the Namami Gange Program to accomplish the twin objectives of effective abatement of pollution, conservation and rejuvenation of the National River Ganga and its tributaries with a total budgetary outlay of Rs.20,000 crore for the period from FY 2014-15 till 31.12.2020. Of this, Rs. 7272 crore have been allocated for the previously approved ongoing projects and Rs.12728 crore have been allocated for new projects. The on-going projects continue to be centrally sponsored projects whereas all the new projects under the program are central sector projects for achieving better synergy between Central & State Governments for expediting the work on Ganga Rejuvenation. The fund for the program is allocated under the four budget heads, viz., (i) Externally Aided Project Component (EAP), (ii) Non Externally Aided Projects Component (Non EAP), (iii) National Ganga Plan (NGP), and (iv) Ghat works for beautification of River Fronts (Ghat works) Component. During FY 2020-21, a total of Rs.1640.02 crore has been provided at BE level for aforesaid components.
- 1.20 Under Namami Gange Program, so far, a total of 310 projects have been sanctioned at an estimated cost of Rs. 28,909.59 crore, out of which 114 projects have been completed and made operational; rest of the projects are at various stages of implementation. Details of the projects sanctioned and completed sector-wise for the period up to 31 December, 2019 are tabulated here below:-

SI. No.	Projects Under Taken	No. of Projects Sanctioned	Projects Completed	Sanctioned Cost (Rs in crore)
1	Sewerage Infrastructure	152	46	23423.44
2	Modular STPs Decentralized Treatment	1	0	410
3	Ghats , Crematoria & RFD	71	49	1,348.80
4	Ghats Cleaning	3	0	43.87
5	River Surface Cleaning	1	0	33.53

6	Institutional Development Projects (Including Ganga Knowledge Centre (GKC) and Industrial Waste Water Treatment)	20	1	1165.03
7	Research Projects, Public Outreach etc	13	4	165.39
8	Biodiversity Conservation	8	2	150.54
9	Afforestation	21	10	306.31
10	Bioremediation	15	0	242.92
11	Ecological Task Force	4	2	198.5
12	Construction of toilets and other sanitation works in association with MoDWS	1	0	1421.26
	Total:	310	114	28909.59

<sup>\*</sup> Projects included in SI. 4 & 5 are service contract based projects for a period of 3 years.

1.21 On the issue of slower implementation of sewage infrastructure projects, the Department in its written submission stated as follows:-

"The issuance of Authority order by Government of India dated 07-10-2016 has strengthened NMCG and the process for the pollution abatement of river Ganga has got accelerated. Infrastructure projects have a long gestation period. Out of 152 projects, 99 projects have been sanctioned for sewerage system in various towns after March, 2017 and these projects will take 3 to 4 years for construction and commissioning after award of work".

1.22 Further, during the course of oral evidence in connection with the examination of DFG (2020-21), the Secretary of the Department on the issue of sluggish execution of the projects under the Namami Gange, stated as follows:-

"Namami Gange Mission was initially approved in 2015. Thereafter, in January 2016, the Hybrid Annuity Mode was approved. However, even after the approval of Hybrid Annuity Mode, NMCG did not have powers as a result of which, even for seeking approval on matters involving lesser financial implications, the sanction of Ministry was mandatory. Keeping this incongruity in view, a new Authority Order was passed in October 2016 vide which NMCG was given the requisite powers. As on date, the Executive Committee of NMCG has been approving projects worth Rs. 1000 crore due to which various projects have gained momentum since 2017-18 and we are now striving to accelerate the pace even further".

1.23 When asked by the Committee about the minuscule budgetary provisions for ghat works, the DoWR, RD & GR replied as under:-

<sup>#</sup> These projects are taken up with MoDWS for development of IHHLs and SWM along the villages along Ganga. All these villages are now declared ODF.

"Projects for the development/ rehabilitation of Ghats and Crematoria have been sanctioned under 2 Budget Heads- (i) Ghat Works for Beautification of River Fronts & (ii) National Ganga Plan (NGP).

4 Ghats and Crematoria Projects have been sanctioned for the towns- Haridwar, Kanpur, Bithoor, Prayagraj and Varanasi under the budget head of Ghat Works for Beautification of River Fronts. Out of these 4 projects, 3 projects are already complete along with 6 months of Operation and Maintenance (O&M). The remaining one project at Varanasi is also in advance stage of completion and expected to be completed by the end of the current financial year 2019-20, for which sufficient fund allocation is available.

Also for the financial year 2020-21, sufficient fund provision has been made under NGP, so that the remaining ongoing ghat and crematoria works can be completed without causing any adverse effect in their implementation.

Construction of Ghats and Crematoria Projects has been envisaged as a short term activity for immediate visible impact. These short term activities have almost been completed and efforts have now been made on the implementation of medium term (sewerage infrastructure, biodiversity conservation, afforestation, etc.) and long term activities (adequate water flow, increased water-use efficiency, etc.)".

#### National River Conservation Plan - Other Basins

- 1.24 The Scheme has been shifted Ministry of Environment, Forests & Climate Change in Budget 2019-20 (Regular) pursuant to formation of Ministry of Jal Shakti and amendment in Allocation of Business Rules, 1961 *vide* Cabinet Secretariat notification dated 14.06.2019. Financial assistance is provided to State Governments on cost sharing basis between the Central & State Governments for conservation of rivers under the Centrally Sponsored Scheme of 'National River Conservation Plan (NRCP)'. Proposals for projects received from the State Government outside "Ganga basin" are funded for taking up pollution abatement works in towns along various rivers, and are considered for financial assistance on a cost sharing basis under the NRCP-other basins subject to their conformity with the Scheme guidelines, pollution status, prioritizations, appraisal by independent institutions and availability of Plan funds.
- 1.25 For the year 2020-21, budgetary allocation of Rs. 1640.02 crore has been kept for Namami Gange including the National Ganga Plan, National River Conservation Plan and Ghat Works for Beautification of River Front. However, a meagre amount of Rs. 220 crore has been kept for the National River Conservation Plan other Basins for the fiscal year 2020-21.

1.26 In response to query on the meagre allocation for National River Conservation Plan - other Basins *vis-a-vis* Namami Gange Programme, the DoWR, RD & GR replied as follows:-

"The allocation of Rs.220 crore in FY 2020-21 under the Scheme is based on the value and liability of the projects in 2020-21 within existing scope of Scheme. It is 12.25% more than the BE level allocations of Rs.196 crore in FY 2019-20, when Scheme was transferred from MoEF&CC. Expansion in nature and scope of National River Conservation Plan-other basins is being contemplated in the Department. Higher allocations would be sought once, approval to revised Scheme is available".

1.27 On being further asked about the under utilization of funds under this head during the fiscal year 2019-20, the Department informed the Committee as under:-

"Financial progress and reason for under utilization of funds under this Scheme during FY 2019-20 are as below:-

(Rs. in crore)

Financial Year	Budget/ Revised Allocation	Actual (As on 11.02.2020)	Reason for Shortfall
2019-20	196/153	135.83	The projects under this Scheme are implemented by States/State agencies and therefore, pace of expenditure depends on demands raised.
			An amount of Rs. 43.00 crore (EAP component) was provisioned for Pollution Abatement of river MulaMutha at Pune, Maharashtra.
			Due to non-finalization of 4 tenders by the Pune Municipal Corporation (implementing agency), the amount could not be utilised and has surrendered.
			The remaining balance of Rs. 16.37 crore against RE 2019-21 of Rs.153 crore will be utilised by 03/2020.

#### **Central Water Commission**

1.28 The Central Water Commission (CWC) with its Headquarters at New Delhi is a premier technical organisation in the field of water resources in the country since 1945. The Commission has been entrusted with the general responsibility of initiating, coordinating and furthering, in consultation with the State Governments concerned, Schemes for control, conservation and utilization of water resources throughout the country for the purpose of Flood Control, Irrigation, Drinking Water Supply and Water Power Development.

1.29 On being asked by the Committee about the consequential action taken by the Government with regard to restructuring of CWC based on the recommendations of the Mihir Shah Committee Report, the DoWR, RD & GR stated as follows:-

"Mihir Shah Committee Report had suggested for restructuring of Central Water Commission (CWC) and Central Ground Water Board (CGWB) and creation of a unified new entity as National Water Commission (NWC). The Committee had also recommended irrigation Management Transfer, Participatory Ground Water Management and Rejuvenation of Rivers.

The Department engaged IIM Ahmadabad as a consultant for suggesting amalgamation process and to suggest a structure for the new Organization, which submitted its Report in September 2018.

It was decided to set up NWC as an attached office of this Department, by amalgamating CWC and CGWB and subsuming some organizations of the Department, like Ganga Flood Control Commission (GFCC), Farraka Barrage Project (FBP) and Upper Yamuna River Board (UYRB). It was also decided to create a new entity, titled Indian Institute of Water Management (IIWA) as an apex Training Institute, by amalgamation of National Ground Water Training and Research Institute, Raipur and National Water Academy, Pune. IIWM has also been conceived to function as an attached office of this Department and will be headed by a Member (HAG level) of the NWC with the ex-officio status of the Additional Secretary to the Government of India.

The Department had set up a Working Group in 2018 to suggest the amalgamation of posts in CWC and CGWB. Union Public Service Commission (UPSC) was also consulted for possible creation of new service with mixed disciplines.

The creation of NWC involves additional financial implication, creation of new infrastructure, new services and creation of additional Posts (Apex, HAG, and JAG) that needs the approval of the Cabinet, after inter-Ministerial Consultations and recommendations of the Committee on Establishment Expenditure (CEE). The Department is in the process of formulating a proposal for CEE and a draft Cabinet Note for creation of NWC. Since, the process involves consultation with various Ministries/Departments and approval/recommendations of Nodal Ministries and CEE, no time limit can be fixed in this regard".

#### **Central Ground Water Board**

1.30 Central Ground Water Board (CGWB), is a multidisciplinary scientific organization with a mandate to develop and disseminate technologies, monitor and implement national

policies for the scientific and sustainable development and management of India's Ground Water resources including their exploration, assessment, conservation, augmentation, protection from pollution and distribution based on principles of economic and ecological efficiency and equity.

1.31 In response to a query by the Committee about the adequacy of the manpower at CGWB to handle its activities properly, the Department in its written reply stated as follows:-

"CGWB has a total strength of 4015 personnel out of which 2748 (Scientifics -880 & Engineering -1868) are technical and 1267 are non-technical. About 31% posts in CGWB are vacant due to various reasons such as in process of recruitment with staff selection commission's and UPSC; non recruitment due to various pending court cases and pending amendment of recruitment rules etc.

CGWB and Ministry are making all efforts for filling up of the posts on priority basis".

#### <u>Development of Water Resources Information System</u>

- Development of Water Resources Information System (DWRIS) is a Central Sector Scheme continuing from 12th Five Year Plan. The Scheme aims for standardized national water information system with a network of data banks and data bases, improving data quality and processing capabilities through a national existing country wide network of 878 hydrological observation stations, expanding the same by operationalizing another 730 stations. In addition, it endeavours towards early flood warning system as an important non-structural measure for flood management through existing network of 199 flood forecasting stations and expanding the same another 126 stations towards effective flood warning and issuing flood advisories with lead time of 72 hours. Further, pilot census of major and medium irrigation projects has also been envisioned. Besides, Scheme intends to create an integrated data bank to tackle coastal erosion in a scientific manner keeping in view long term perspective and challenges of climate change. For these diverse activities, strengthening and modernization of the existing software and computer networking system in Central Water Commission envisaged under DWRIS Scheme. During FY 2020-21, Rs. 140.00 crore has been provided at BE level.
- 1.33 On the issue of status of Telemetry based stations, the DoWR, RD & GR replied:-

"Project authorities [State Govts. /other Public Authorities / Public Sector Undertakings (PSUs)] maintain water level measurement device (manual or telemetry) on reservoirs operated by them. CWC has installed 940 telemetry based stations in rivers/reservoirs/ catchment area, out of which, 88 telemetry based stations

have been installed on reservoirs for measurement of water level for Inflow Flood Forecast.

CWC is monitoring live storage status of 123 major reservoirs of the country on weekly basis. Total live storage capacity of these 123 reservoirs is 171.090 Billion Cubic Meters (BCM) which is about 66.36% of the live storage capacity of 257.812 BCM which is estimated to have been created in the country. 66 reservoirs were identified for installation of Telemetry during 2015 under DWRIS. Out of these 66 reservoirs, State Government /Project Authority has already installed/proposed to install Telemetry System on 25 reservoirs. Further, 2 reservoirs were not completed and installation of Telemetry System was not required. Balance 39 reservoirs were taken up for installation of Telemetry System by CWC".

1.34 When further enquired by the Committee about the problems/bottlenecks being faced in implementation of this programme, the Department in its written reply stated as follows:-

"CWC has expanded hydrological observation network from existing 878 stations to 1598 stations all over the Country. Requirement of manpower at Hydrological Observation (HO) sites for running and maintenance of HO stations is the major bottleneck. Hydrological observation is a continued activity and to be continued throughout the year. In absence of regular staff, both Supervisory and Skilled Work Assistant for HO works, this is presently being managed through outsourcing of manpower/services by inviting tender at frequent intervals in various field offices of CWC spread all over the country".

#### **National Water Mission**

1.35 The Government of India has established National Water Mission as one of the eight National Missions under the National Action Plan on Climate Change (NAPCC). The Union Cabinet approved (on 6<sup>th</sup> April, 2011) the comprehensive Mission Document for National Water Mission (NWM).

The main objective of NWM is conservation of water, minimizing wastage and ensuring its more equitable distribution both across and within States through integrated water resources development and management. NWM has identified five goals as under:-

- (i) Comprehensive water data base in public domain and assessment of the impact of climate change on water resource.
- (ii) Promotion of citizen and state actions for water conservation, augmentation and preservation.
- (iii) Focused attention to vulnerable areas including over-exploited areas.
- (iv) Increasing water use efficiency by 20%.

- (v) Promotion of basin level integrated water resources management.
- 1.36 On being asked about the specific bottlenecks being faced by the Government in implementing the Project 'National Water Mission', the Department in its written submission stated as under:-

"NWM was constituted as a mission to implement the goals on a Mission Mode. However, NWM still functions as a wing of the Ministry. Limitations of administrative and financial powers, constraints of regular officers/staff, reduction in budget were the major bottlenecks in the implementation of the projects. Posting of a regular Mission Director, enhancement of funds in FY 2020-21 and posting of regular officers of Ministry in the Mission are expected to address these issues".

#### Pradhan Mantri Krishi Sinchai Yojana (PMKSY) - Har Khet Ko Pani (HKKP)

Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) was launched in 2015-16. Har Khet Ko Pani (HKKP) is one of the components of PMKSY. The ongoing Schemes of CADWM, Surface Minor Irrigation (SMI) & Repair, Renovation and Restoration(RRR) of Water Bodies, and PMKSY-Ground Water (GW) Scheme became parts of PMKSY (HKKP). However, during 2016-17, approval was given for funding of 99 prioritized projects including CADWM works separately and therefore CADWM works are not covered under HKKP from 2016-17 onwards. The SMI & RRR of Water Bodies Schemes (under HKKP) have multiple objectives like expanding cultivable area under assured irrigation, restoration of water bodies thereby increasing the tank storage capacity, revival of lost irrigation potential, increased availability of drinking water, etc. Ground water component of PMKSY-HKKP is to be implemented only in water SAFE areas, i.e., in those areas where groundwater extraction is less than 60% of the total groundwater availability, rainfall more than 750mm etc. It covers small and marginal farmers only with priority for Scheduled Caste (SC)/Scheduled Tribes (ST) and Women farmers. The Scheme seeks groundwater development through wells, shallow / deep tube wells and dug-cum-bore wells etc. and provision of tube wells/bore wells, dug-wells, energized pumps for water lifting including 25% solar pumps and 75% electric pumps.

#### Funding pattern of RRR of Water Bodies Scheme

Category	Funding Pattern
Seven North-Eastern states including Sikkim & three Hilly states/UTs (Himachal Pradesh, Jammu and Kashmir, Ladakh and Uttarakhand)	, , , ,

Project benefitting special areas i.e. undivided Koraput, Bolangir and Kalahandi (KBK) districts of Odisha, Bundelkhand region of UP and MP, Marathwada & Vidharbha region of Maharashtra, Naxal affected areas, DPAP areas, Tribal areas, Flood prone area, Desert Development Programme (DDP) area of General Category States /UTs	60 (Central) : 40 (State)
General Category States/UTs excluding the special areas	25 (Central): 75 (State)

#### **Funding pattern of SMI Scheme**

Category	Funding Pattern
Seven North-Eastern states/UTs including Sikkim &, three Hilly states (Himachal Pradesh, Jammu and Kashmir, Ladakh and Uttarakhand)	90(Central): 10 (State)
Project benefitting special areas, i.e., undivided Koraput, Bolangir and Kalahandi (KBK) districts of Odisha, Bundelkhand region of UP and MP, Marathwada &Vidharbha region of Maharashtra, Naxal affected areas, DPAP areas, Tribal areas, Flood prone area, Desert Development Programme (DDP) area of General Category States /UTs other states and Union Territories	60 (Central) : 40 (State)

Under PMKSY-GW, Central:State share is 60:40 in all the States except for Northern States and Hilly States where it is 90:10.

#### <u>Accelerated Irrigation Benefit Programme</u>

- 1.38 During 2016-17, Ninety Nine (99) on-going Accelerated Irrigation Benefits Programme (AIBP) Major/Medium projects along with their CADWM works having potential of 76.03 lakh ha. and estimated cost of Rs. 77,595 cr. have been identified in consultation with States, for completion in phases up to December, 2019. Funding mechanism through NABARD has been made by the Government for both Central and State share for timely completion of 99 prioritized projects.
- 1.39 In response to a query about the completion of the Projects under AIBP, the Department in its written submission stated as follows:-

"PMKSY-AIBP Component: Out of 99 prioritized projects and 7 phases (total 106 projects), AIBP works of 40 projects have been reported to be completed by the concerned State Governments. Further, during review meetings in the Ministry, 26 projects have been identified which are either not eligible for further Central Assistance (CA) or projects in which most of the works have been completed/

irrigation potential has been created and/or not progressing much further. Such projects have been proposed to be dropped from further funding beyond March, 2020. For the remaining 40 projects, CA is proposed to be continued and are now planned to be completed by March, 2023 as intimated by the concerned State Governments".

1.40 When asked about developing of any classification system, uniformly applicable to all the water bodies in the country for better administration and monitoring and upkeep of water bodies, the DoWR, RD & GR replied as under:-

"A draft classification of water bodies has been prepared by Central Water Commission. Further, CPCB has forwarded the "Indicative Guidelines for Restoration of Water Bodies (Lakes and Ponds)" for comments to this ministry. While forwarding the comments on the above guideline, the classification of water bodies has also been included in the comments for inclusion in the guideline. Further action is being taken by CPCB".

#### Flood Management and Border Areas Programme (FMBAP)

1.41 The 12th Plan Schemes of Flood Management Programme (FMP) and River Management Activities & Work related to Border Areas have been merged as "Flood Management and Border Areas Programme (FMBAP)" for the period 2017-18 to 2019-20 with an outlay of Rs. 3342 crore. The Cabinet while according approval of FMBAP has directed for completion of spillover works and release of Central Assistance towards ongoing and completed projects as per extant XI / XII Plan guidelines and that no new project to be included under FMP component of FMBAP Scheme. There are 83 ongoing projects under FMBAP. During FY 2020-21, Rs. 750.00 crore has been provided at BE level.

Pursuant to merger of the River Management Activities & works related to Border Areas (RMBA) and Flood Management Programme (FMP) under FMBAP, the following activities part of RMBA would now be part of this Scheme.

- a. Hydrological observations and flood forecasting on common border rivers with neighboring countries.
- b. Investigation of Water Resources Projects in neighboring countries.
- c. Pre-construction activities for Water Resources Projects on common border rivers Pancheshwar Development Authority.
- d. Grant-in-aid to states/UTs for flood management/anti erosion/anti-sea erosion works and for flood protection/ anti erosion works in the border areas with Pakistan & Bangladesh including flood protection works for maintenance of Kosi and Gandak projects in the territory of Nepal.
- e. Continuation of Ganga Flood Control Commission (GFCC).

1.42 On being enquired about the status of completion of all 83 projects, the Department apprised the Committee as under:-

"Under Flood Management (FM) Component of Flood Management and Border Areas Programme (FMBAP) most of the 83 ongoing projects are in advance stage and 14 Projects have been physically completed. Remaining 69 projects are likely to be completed by the end of March 2021.

The issues encountered while implementing the Scheme by State Governments are acquisition of land for the project, litigations, non-release of State Share and inadequate budget allocation which leads to extension of time for completion. From time-to-time reviews are being held with State Governments/ Project Authorities for resolving the bottlenecks of the projects and their expeditious completion".

1.43 Floods are a regular annual feature in the States of Assam, Bihar and other parts of India. This year also, floods have wreaked havoc in these States and other parts of India. On being asked about the arrangements made in the border States of Assam and Bihar to combat the menace of recurring floods, the DoWR, RD & GR in its written submission stated:-

"Floods are natural calamity and are attributed to various factors like wide variation in rainfall both in time and space with frequent departure from normal pattern, inadequate carrying capacities of rivers, river bank erosion, silting of river beds, landslides, poor natural drainage, snow melts and glacial lake outbursts. The flood management Schemes are formulated and implemented by concerned State Governments as per their priority. The Union Government supplements the efforts of the States by providing technical guidance and promotional financial assistance for management of floods in critical areas. Government of India had launched Flood Management Programme (FMP) during XI Plan for providing financial assistance to the State Governments for taking up works related to river management, flood control, anti-erosion and drainage development, etc. which was continued during XII Plan and further for a period of three years up to March, 2020. Central Assistance released to States of Bihar and Assam under FMP up till March, 2019 is Rs.924.40 crore and Rs.1201.36 crore respectively".

1.44 When the Committee further desired to know the role played by the rivers originating from Nepal causing floods in the States of Bihar and Uttar Pradesh and the steps taken by the DoWR, RD & GR to check the fury of these rivers, the Department replied as under:-

"Currently, the Flood forecasting & Early Warning System of rivers flowing from Nepal to India is in place. Government of India is having continuous dialogue with the

Government of Nepal at various levels to mitigate floods from the rivers coming from Nepal. The management of floods due to these rivers has been a concern. The related issues are discussed in the existing Indo-Nepal bilateral three tier mechanisms comprising of (i) Joint Ministerial Level Commission on Water Resources (JMCWR), (ii) Joint Committee on Water Resources (JCWR) and (iii) Joint Standing Technical Committee (JSTC).

Government of India has been regularly interacting with the Government of Nepal for construction of dams on these rivers for mutual benefit of the two countries which includes flood control. Broad outcomes of the dialogues mechanism are given below:-

- i) Pancheshwar Development Authority (PDA) has been set up jointly by India and Nepal for execution, operation and maintenance of the Pancheshwar Multipurpose Project on river Sharda. The draft final DPR of the project has been prepared by M/s WAPCOS Limited. Implementation of Pancheshwar Project is expected to pave way for other projects in Nepal.
- ii) Survey and investigation including preparation of DPRs of SaptaKosi High Dam Project and Sun Kosi Storage-cum- Diversion Scheme proposed in the SaptaKosi basin in Nepal has been undertaken jointly by India and Nepal".

#### Farakka Barrage Project

- 1.45 Farakka Barrage Project with headquarters at Farakka located in Murshidabad and Malda districts of West Bengal is a subordinate office under the Union Ministry of Jal Shakti, DoWR, RD & GR. Farakka Barrage Project was commissioned in the year 1975 with the mandate to operate and maintain the Farakka Barrage Project Complex comprising of Farakka Barrage, Jangipur Barrage, Feeder Canal, Navigation Lock and associated structures. Farakka Barrage Project comprises of 2.245 km long barrage over river Ganga, 112 nos. of Gates (108 Nos. main Gates and 4 Nos. Fish Lock Gates) and 11 Nos. Head Regulator Gates for diversion of 40,000 cusec (1035 cusec) of discharge into the Feeder Canal. It has another Barrage at Jangipur about 40 km away from Farakka, at the end point of Feeder Canal. The Main Barrage at Farakka is the terminal structure on river Ganga in India. Main objective of the Farakka Barrage Project is to divert adequate quantity of Ganga waters to Bhagirathi-Hooghly river system through 38.38 km long feeder canal for preservation and maintenance of Kolkata Port by improving the regime and navigability of the Bhagirathi-Hooghly river system.
- 1.46 On being asked about the utilization of funds under the Farakka Barrage Project, the Department in its written submission stated as under:-

"FBP is an ongoing Scheme for the operation, repair and maintenance of Farakka Barrage and its associated structures including bank protection/ anti-erosion works in its jurisdiction. Although an assessment is made for various O&M works however these works cannot be quantified in advance. Expenditure is therefore made based on actual requirement of O&M works. The allocation for FBP is made on Gross basis, while the recoveries by the organization on account of supply to water to NTPC plant, rent from commercial shops, electricity charges etc. are taken as receipts and the net allocation appears lower. Expenditure of FBP excluding recoveries during the period has been as under:-

(Rs. in crore)

Years	BE	Actual Expenditure
2014-15	205.04	138.27
2015-16	142.85	125.5
2016-17	124.65	108.09
2017-18	175.38	134.92
2018-19	209.25	114.25
2019-20	134.25	90.54*

<sup>\*</sup>As on 11.02.2020

1.47 When asked about the works relating to replacing gates of the Farakka Barrage, the Department informed the Committee as under:-

"The work for the replacement of old Gates of Farakka Barrage was to be completed in phases as per the advice of Technical Advisory Committee (TAC) of FBP. In the first phase, it was decided to replace 33 gates; in second phase it was decided to replace 35 gates and in third phase it was decided to replace 31 gates. Prior to these three phases (may be said as phase "zero") 9 gates (6 gates + 3 gates) were replaced. First phase work has been completed. Second phase is under process and the third phase works have been awarded and about to start at the site. The works are in progress".

1.48 The Department further apprised the Committee that the main reason for shortfall in expenditure in the work of replacement of gates is due to various constraints in the erection of gates under the first phase (33nos.), like restricted working area and poor accessibility for replacement of gates and hydro-mechanical components due to a busy rail-cum-road bridge adjacent to the site. These were completed in March 2017. The fabrication and erection works of 35 gates under phase-II could not be taken up as per schedule as it was reviewed to take up the replacement of all the remaining gates in one go. However, due to various constraints, it was not found feasible, which delayed the award of work for 35 gates.

1.49 On being enquired about the sufficiency of manpower at the Farakka Barrage Authority to carry out the works in a time bound manner, the Department in its written submission stated as follows:-

"As on date only 149 (18% of the sanctioned strength) regular employees are working in Farakka Barrage Project as against the sanctioned strength of 824. A detailed Staff Inspection Unit (SIU) study has been undertaken for assessing the requirement of manpower for smooth functioning of FBP. The report is currently under consideration of the Department for obtaining approval of the competent authority".

#### PART II

#### **OBSERVATIONS/RECOMMENDATIONS**

#### **Analysis of Demands for Grants**

2.1 The Committee observe that an amount of Rs. 8960.39 crore (net) has been allocated in the Budget 2020-21 in respect of the Department of Water Resources. River Development and Ganga Rejuvenation (DoWR, RD & GR). However, out of Rs. 8960.39 crore, as much as Rs. 2675 crore has been kept for servicing of anticipated liabilities towards National Bank for Agriculture and Rural Development (NABARD) dues, effectively rendering budgetary allocation of merely Rs. 6285.39 crore. Further, the Department has been allowed to borrow an amount of Rs. 5000 crore from the NABARD. The Committee further note that as compared to the last financial year (2019-20), there is an increase of Rs. 720.59 crore in the Revenue Section, whereas, there is a decrease of Rs. 5.45 crore under the Capital Section. In nutshell, there is an increase of Rs. 715.14 crore in demand for the year 2020-21. In this backdrop, the Committee find it intriguing that every year, there has always been under utilization of funds allocated to the Department. It is disheartening to note that the Department has persistently lagged behind in utilization of budgetary allocations during the last four years, i.e., actual expenditure of only Rs. 5313.48 crore as compared to BE allocation of Rs. 6887 crore in the year 2017-18. Further, there is an expenditure of only Rs. 7422.08 crore as compared to BE allocation of Rs. 8860 crore in the year 2018-19. The Committee are also concerned over the huge committed liability of Rs. 45812.80 crore towards outstanding principal and interest payments for borrowing from NABARD. Such increased dependence of the Department on the borrowing from NABARD over and above the budgetary provisions with apparently quite inadequate capacity to repay the loans, is not a healthy trend. The Committee, however, note that this year, Rs. 5000 crore has been allowed to be borrowed from NABARD which is substantially lower in comparison to provisions during previous fiscal years. The Committee, therefore, strongly recommend the Department to utilize the unused amount in the Projects which have been brought under the NABARD borrowings. The Committee further recommend that the Department should manage its resources more prudently in order to avoid future borrowings.

(Recommendation Sl. No. 1)

#### Low Budgetary Allocations

The Committee note that although the budgetary allocations of the Department 2.2 of Water Resources, River Development and Ganga Rejuvenation (DoWR, RD & GR) has increased consecutively, except the year 2019-20, during the last four fiscal years from Rs. 6887 crore in the year 2017-18 to Rs. 8960.39 crore in the year 2020-21, the representative of the Ministry was not satisfied with the budgetary allocations. The Committee further observe that the initial Medium Term Expenditure Framework (MTEF) ceiling for the FY 2020-21 was Rs. 10238.61 crore for the Department. However, actual MTEF awarded to the Department was just Rs. 8960.39 crore. It is an undisputable fact that the challenges in the water sector of the country are enormous, however, in relative terms, the budgetary allocations of the Ministry are far from being acknowledged as sufficient. The primary reason for the lower budgetary allocations is that 'Water' being a State subject, the major responsibility for augmentation, conservation and efficient management of water resources, primarily, comes under the domain of the States. The role of Union Government is technical, advisory, catalytic and promotional in nature, which is a determining factor for lower budgetary allocation to the Ministry of Jal Shakti (Department of Water Resources, River Development and Ganga Rejuvenation). At this juncture, when the Union Government has taken up the subject of 'Water' in an unprecedented Mission Mode, the Committee feel that merely hand-holding by the Union Government would not suffice and the Government has to play a pro-active role in 'Integrated Water Management' for environmental sustenance and sustainable economic development of the country. The Committee, therefore, recommend that the Department should make all out efforts to fully and optimally utilise the resources at its command and should assume a catalytic role in galvanizing the efforts of States and Union territories in this area. Only on making full and effective utilization of budgetary allocation, the Department can vigorously present its case before the Ministry of Finance to augment its budgetary allocation, in real terms, which will also result in reducing its dependence on borrowing from NABARD besides helping the resources-stretched States to implement the policies and programmes of the Union Government.

(Recommendation SI. No. 2)

#### Low Per Capita Water Availability

2.3 The Committee observe with a high degree of concern that the average annual per capita water availability in the years 2001 and 2011 was assessed at 1816 cubic

meters and 1545 cubic meters respectively which could reduce further to 1340 and 1140 cubic meters in the years 2025 and 2050 respectively. The Committee note that the major reason for continual decrease in the per capita water availability is increase in population of the country. The per capita availability of water has reduced from 5177 m<sup>3</sup>/ year in 1951 to 1545 m<sup>3</sup>/ year in 2011. The largest water consuming sector in the country is the agriculture, followed by domestic and industrial sector(s). The Committee further observe that the Department has taken various steps to augment the per capita water availability, viz., launching of Jal Shakti Abhiyan, formulation of National Perspective Plan (NPP), implementation of National Aguifer Mapping and Management (NAQUIM), etc. In this chronology, the Government has also launched Atal Bhujal Yojana (ATAL JAL) which is a Central Sector Scheme with the objective of sustainable management of ground water with emphasis on demand side interventions and community participation. While appreciating the renewed efforts of the Department in this regard, the Committee would like to lay emphasis on the need for speedy execution of these Schemes and Programmes so that its benefits could be disseminated at the ground level at the earliest.

(Recommendation SI. No. 3)

#### National Water Framework Law

2.4 The Committee observe that a draft National Water Framework Bill, 2016 formulated by the Ministry seeks to provide an over-arching National Legal Framework based on the principles for Protection, Conservation, Regulation and Management of 'Water' as a vital and stressed natural resource, under which, the Legislation and Executive action on 'Water' at all levels of governance can take place. The Bill was circulated to the States to elicit their opinion. Some of the States like Rajasthan, Madhya Pradesh, Uttar Pradesh, Maharashtra, Gujarat and Jharkhand have supported the Bill with some suggestions/comments. However, the State Government(s) of Tamil Nadu, Kerala, Karnataka, Punjab, Odisha and Bihar are not in favour of the draft Bill as they feel that the Bill would infringe on the rights of the States. The Bill is under examination in Uttarakhand, Arunachal Pradesh, Delhi and Lakshadweep. The Committee are aware that the Department of Water Resources, River Development & Ganga Rejuvenation is regularly pursuing the matter with the State Governments for seeking their cooperation for early enactment of the National Water Framework Bill. Since nothing tangible has come out during these long years of deliberations with the State Government(s), the Committee are of the view that the Department should vigorously impress upon the States to shrug off their apprehensions/predicaments in

the overall interests of the citizens of the country, beyond the geographical boundaries of their respective State, so that such an important piece of legislation could be enacted and implemented at the right earnest.

(Recommendation SI. No. 4)

#### Namami Gange

2.5 The Committee observe that the Government of India (GOI) has launched the Namami Gange Programme to accomplish the twin objectives of effective abatement of pollution, conservation and rejuvenation of the National River Ganga and its tributaries with a total budgetary outlay of Rs.20,000 crore for the period from FY 2014 -15 till 31.12.2020. The Committee further note that under the Namami Gange Programme, so far, a total of 310 Projects have been sanctioned at an estimated cost of Rs. 28,909.59 crore, out of which, 114 projects have been completed and made operational, and rest of the projects are at various stages of implementation. Further, out of these 310 Projects, 152 belong to Sewerage Infrastructure. However, only 46 of these Projects have been completed. While appreciating the ambitious Programme of Namami Gange, which aimed at cleaning and rejuvenating river Ganga by December, 2020, the Committee are concerned to note that the implementation of this Programme has not been able to keep pace with the earlier conceived timelines. The Committee further note that the River Ganga (Rejuvenation, Protection and Management) Authorities Order, 2016 empowers the National Mission for Clean Ganga to implement the Projects in a fast track manner. Taking cognizance of this Order, the Committee hope that the Projects would now be completed in a time bound manner without any further delay.

(Recommendation SI. No. 5)

#### National River Conservation Plan - Other Basins

2.6 The Committee observe that under the National River Conservation Plan (NRCP) - other basins Scheme, proposals for Projects are received from the State Government outside "Ganga Basin" and funded for taking up pollution abatement works in towns along various rivers and are considered for financial assistance on a cost sharing basis subject to their conformity with the Scheme Guidelines, pollution status, prioritizations, appraisal by independent Institutions and availability of Plan Funds. The Committee further note that for the fiscal year 2020-21, an amount of Rs. 220 crore has been kept for the NRCP - other Basins which is a minuscule amount in comparison to budgetary allocation of Rs. 1640.02 crore which has been kept for river Ganga. The Committee have come to know from the reply of the Department that

higher allocations under this Scheme would be sought when approval to revised Scheme is obtained. The Committee are not happy with the meagre allocation to this Scheme. The Committee, therefore, recommend that concerted efforts must be made to obtain the approval for the revised Scheme at the earliest so that higher allocation could be made available for the work pertaining to pollution abatement for all other major rivers of the country which are equally polluted as river Ganga and need urgent remedial measures.

(Recommendation SI. No. 6)

# <u>Central Water Commission (CWC) – Expeditious implementation of Mihir Shah</u> <u>Committee Report</u>

2.7 The Committee note that the CWC has been entrusted with the general responsibility of initiating, coordinating and furthering, in consultation with the State Governments concerned, Schemes for control, conservation and utilization of water resources throughout the country for the purpose of Flood Control, Irrigation, Drinking Water Supply and Water Power Development. The Committee further note that the Mihir Shah Committee Report had suggested for restructuring of the Central Water Commission (CWC) and the Central Ground Water Board (CGWB) as well as creation of a unified new entity as National Water Commission (NWC). For this intended purpose, the Department had engaged the Indian Institute of Management (IIM), Ahmadabad as a 'Consultant' for suggesting the amalgamation process and to suggest a structure for the new Organization, that incidentally submitted its Report in September 2018. Further, the Department had also set up a Working Group in 2018 to suggest the amalgamation of posts in CWC and CGWB. The creation of NWC involves additional financial implications, creation of new infrastructure, new services and creation of additional posts requiring approval from the Union Cabinet. The Department has further apprised the Committee that no time limit could be fixed in this regard since the process involves consultation with various Ministries/ Departments and approval/recommendations of Nodal Ministries and the CEE. The Committee are of the considered view that a paradigm shift is required in surface and ground water management in terms of introducing major reforms like merging of Central Water Commission (CWC) and Central Ground Water Board (CGWB). Since considerable time has already elapsed in undergoing the deliberation and consultation process, the Committee, therefore, desire that the Department should expedite the process in this regard so that major reforms in the water sector of the country could be carried out as per the needs of the time.

(Recommendation SI. No. 7)

### Central Ground Water Board

2.8 The Committee observe that Central Ground Water Board (CGWB) is a multidisciplinary scientific Organization with a mandate to develop and disseminate technologies, monitor and implement National Policies for the scientific and sustainable development and management of India's Ground Water resources including their exploration, assessment, conservation, augmentation, protection from pollution and distribution based on the principles of economic and ecological efficiency and equity. The Committee note that CGWB has a total strength of 4015 personnel out of which 2748 (Scientifics -880 & Engineering -1868) are Technical and 1267 are non-Technical. Around 31% posts in the CGWB are vacant due to various reasons. The Committee believe that in view of the precarious situation of groundwater in the country, shortage of staff to the extent of 31% hampers the smooth functioning of the Board and further aggravates the already alarming scenario as far as groundwater is concerned. The Committee, therefore, urge that CGWB, in consultation with the Union Public Service Commission and the Staff Selection Commission, takes immediate measures to fill up various vacancies without further delay to enable the Board to carry out its tasks efficiently and in a result-oriented manner.

(Recommendation SI. No. 8)

# **Development of Water Resources Information System**

- 2.9 The Committee note that Development of Water Resources Information System (DWRIS) is a Central Sector Scheme continuing from the Twelfth Five Year Plan. It aims for standardized National Water Information System with a network of 'Data Banks' and 'Data Bases', improving data quality and processing capabilities through a country wide network of Hydrological Observation Stations. In addition to this, it endeavours towards early Flood Warning System as an important non-structural measure for flood management. Further, the Pilot Census of major and medium irrigation projects has also been envisioned under this Scheme. It also strives to create an integrated data bank to tackle coastal erosion in a scientific manner keeping in view the long term perspective and challenges of climate change.
- 2.10 Notwithstanding the aforementioned averments, the Committee are astonished to learn that CWC is monitoring live storage status of 123 major reservoirs of the country on weekly basis which is only 66.36% of the live storage capacity estimated to

have been created in the country. Though, the CWC has expanded Hydrological Observation Network from the existing 878 Stations to 1598 Stations all over the country, the lack of adequate manpower at the Hydrological Observation (HO) sites is a major impediment for running and maintenance of HO stations. Besides, absence of regular staff, both Supervisory and Skilled Work Assistant for HO works, has resulted in outsourcing of manpower. The Committee feel that the HOs need to be equipped with adequate manpower for their smooth functioning. The Committee, therefore, strongly recommend that the Department should take urgent and effective measures to fill up the vacancies by recruiting skilled manpower. Further, the Committee desire that the CWC should expand its monitoring base to cover the 100% live storage capacity created in the country within a fixed timeframe.

(Recommendation SI. No. 9)

### National Water Mission (NWM)

2.11 The Committee observe that the Government of India has established National Water Mission (NWM) as one of the eight National Missions under the National Action Plan on Climate Change (NAPCC). The main objective of NWM is conservation of water, minimizing wastage and ensuring its more equitable distribution, both across and within the States through integrated water resources development and management. However, it is disheartening to see that though NWM was constituted to implement the goals on a Mission Mode, it still functions as a part of the Ministry. Further, limitations of administrative and financial powers, shortage of regular officers/staff, reduction in budget are the major bottlenecks in the implementation of the Projects. The Committee are of the view that to realize its full potential and to function as per its stated mandate, the National Water Mission needs to be made independent of the Ministry. The Committee, therefore, strongly recommend that the Department should take necessary measures in this regard. The Committee further recommend that the Department should initiate measures for enhancement of funds and posting of regular officers/staff in the Mission to address the above-mentioned issues in a pragmatic manner.

(Recommendation SI. No. 10)

### Accelerated Irrigation Benefit Programme

2.12 The Committee observe that during 2016-17, Ninety Nine (99) on-going Accelerated Irrigation Benefits Programme (AIBP) Major/Medium Projects along with their CADWM works having a potential of 76.03 lakh hectare and estimated cost of Rs. 77,595 crore have been identified in consultation with the States, for completion in Phases up to December, 2019. However, the Committee observe that out of 99 prioritized Projects and 7 Phases (total 106 Projects), AIBP works of only 40 Projects have been completed. For completion of rest of the Projects, the deadline has been extended upto March, 2023. The Committee are not satisfied with the progress of implementation of these Projects, especially, in view of the fact that funds are available for these Projects through Long Term Irrigation Fund (LTIF) created in NABARD. The Committee are apprehensive that with this pace, even the extended timeline would not be met. The Committee, therefore, recommend that concerted efforts be made by the Department to complete these Projects within the extended deadline as these Projects are financed through LTIF carrying loan liabilities.

(Recommendation SI. No. 11)

### Flood Management and Border Areas Programme (FMBAP)

2.13 The Committee note that the Twelfth Plan Schemes of Flood Management Programme (FMP) and River Management Activities & work related to Border Areas have been merged as "Flood Management and Border Areas Programme" (FMBAP) for the period 2017-18 to 2019-20 with an outlay of Rs. 3342 crore. There are 83 ongoing Projects under FMBAP. Out of these 83 Projects, 14 Projects have been completed and remaining are expected to be completed by end of March 2021. The Committee take cognizance of the fact that issues such as acquisition of land for the Project, litigations, non-release of State Share and inadequate budget allocation are the major impediments due to which the Projects are not completed on time. In view of the need for timely completion of these Projects, the Committee recommend the Department to hold discussion with State Governments/Project Authorities and resolve the underlying factors due to which Projects are not finished within the fixed timeline.

(Recommendation SI. No. 12)

2.14 The Committee observe that the management of floods in the States of Bihar and Uttar Pradesh caused by the rivers originating from Nepal has been a matter of serious concern. In this regard, Government of India has been regularly interacting

with the Government of Nepal for construction of Dams on these rivers for mutual benefit of the two countries which includes flood control. Discussions are also held at three-tier mechanism established in this regard. The Committee note that though the draft final DPR of the Pancheshwar Multipurpose Project has been prepared by M/s. WAPCOS Limited, no specific reply has been furnished regarding the execution and completion of the Project. The Committee would like to know the timeline for completion of the Pancheshwar Project as well as the reasons that could cause functional delay in the Project. The Committee are of the view that the Ministry should play a proactive role in completion of these Projects as it would help in combating the menace of flood in downstream States of Bihar and Uttar Pradesh by the rivers originating from Nepal.

(Recommendation SI. No. 13)

### Farakka Barrage Project (FBP)

2.15 The Committee observe that the main objective of the Farakka Barrage Project is to divert adequate quantity of Ganga waters to Bhagirathi-Hooghly river system through a feeder canal for preservation and maintenance of Kolkata Port by improving the regime and navigability of the Bhagirathi-Hooghly river system. The Committee find that there has always been under utilization of funds under FBP, i.e., actual expenditure of Rs. 138.27 crore as against BE of Rs. 205.04 crore in the year 2014-15. Further, in the year 2018-19, Rs. 114.25 crore was actually incurred against the BE of Rs. 209.25 crore. The Committee note that the main reason for shortfall in expenditure in the work of replacement of Gates is due to various constraints like restricted working area and poor accessibility for replacement of Gates and hydro-mechanical components due to a busy rail-cum-road bridge adjacent to the site. Further, the Committee are astonished to find that only 149 regular employees are working in Farakka Barrage Project as against the sanctioned strength of 824 which is only 18% of the sanctioned strength. Such a huge shortage of manpower does not auger well for the smooth working of the FBP and displays the indifferent attitude of the Department towards the upkeep and maintenance of FBP. The Committee would like to be apprised of the review of manpower requirement by the Department taking into account the technological advancements over the years which might have facilitated various activities/processes. The Committee also recommend the Department to take urgent measures to fill up the vacancies which are essential for smooth running of Farakka Barrage Project at the earliest. The Committee would like to know the details of such measures. Further, the Committee would like to be apprised of the specific

reasons for constant under utilization of funds under FBP. They also recommend the Department to make necessary changes in its procedure for budgetary estimations so as to improve the utilization of budgetary allocations.

(Recommendation SI. No. 14)

NEW DELHI
3 March, 2020
13 Phalguna, 1941 (Saka)

Dr. SANJAY JAISWAL, Chairperson, Standing Committee on Water Resources

# MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2019-20) HELD ON MONDAY, 24 FEBRUARY 2020

The Committee sat from 1100 hours to 1335 hours in Committee Room '2', 'A' Block, First Floor, Parliament House Annexe Extension, New Delhi.

### **PRESENT**

Dr. Sanjay Jaiswal – Chairperson

### **MEMBERS**

### **LOK SABHA**

- 2. Shri Vijay Baghel
- 3. Shri Bhagirath Choudhary
- 4. Shri Nihal Chand Chauhan
- 5. Shri Chandra Prakash Choudhary
- 6. Shri Guman Singh Damor
- 7. Dr. Heena Vijaykumar Gavit
- 8. Dr. K. Jayakumar
- 9. Shri Kaushal Kishore
- 10. Shri S. Ramalingam
- 11. Shri Prajwal Revanna
- 12. Ms. Agatha K. Sangma
- 13. Shri A. Narayana Swamy

### **RAJYA SABHA**

- 14. Sardar Balwinder Singh Bhunder
- 15. Mir Mohammad Fayaz
- 16. Dr. Kirodi Lal Meena
- 17. Shri Madhusudan Mistry
- 18. Shri Narendra Kumar Swain
- 19. Shri Pradeep Tamta

#### **SECRETARIAT**

- 1. Dr. Preeti Srivastava Joint Secretary
- 2. Shri Raju Srivastava Director
- 3. Shri R.C. Sharma Additional Director

#### **WITNESSES**

# Ministry of Jal Shakti - Department of Water Resource, River Development & Ganga Rejuvenation

- 1. Shri U.P Singh, Secretary
- 2. Smt. T. Rajeswari, Additional Secretary
- 3. Shri Jagmohan Gupta, JS&FA
- 4. Shri G. Ashok Kumar, MD (NWM)
- 5. Shri Nitishwar Kumar, JS (Parl.)
- 6. Shri K. Vohra, Commissioner (SPR)
- 7. Shri B. R. K. Pillai, Commissioner (CAD)
- 8. Shri Rakesh Toteja, Sr. Joint Commissioner (FM)
- 9. Shri Ashish Kumar, Director (GW)

### **National Mission for Clean Ganga (NMCG)**

- 10. Shri Rajiv Ranjan Mishra, Director General
- 11. Shri Rozy Agarwal, ED (Finance)

### **Central Water Commission**

12. Shri Rajendra Kumar Jain, Chairman

# **Other Organisation**

- 13. Shri G. C. Pati, Chairman (CGWB)
- 2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened to have oral evidence of the Ministry of Jal Shakti Department of Water Resources, River Development & Ganga Rejuvenation in connection with the examination of the Demands for Grants (2020-21).

# [The representatives of the Department of Water Resources, River Development & Ganga Rejuvenation were, then, ushered in]

3. After welcoming the representatives of the Department of Water Resources, River Development & Ganga Rejuvenation, the Chairperson drew their attention to Direction 55(1) of the Directions by the Speaker regarding the confidentiality of the proceedings of the Committee and invited them to express their views on various Schemes, Programmes and allocation of funds for the fiscal year 2020-21. Thereafter, the representative of the Department highlighted the salient features of various Schemes, Programmes being

undertaken by them with reference to the Demands for Grants (2020-21) through a Power Point presentation.

- 4. After hearing the views of the representatives of Department of Water Resources, River Development & Ganga Rejuvenation, the Members sought clarifications on the following aspects:-
  - (i) Total budgetary provisions of the Department for the fiscal year 2020-21.
  - (ii) Classification of expenditure under Scheme and Non-Scheme Heads.
  - (ii) Under utilization of funds under 'Namami Gange Programme'.
  - (iii) Expenditure under Hybrid Annuity Mode Projects.
  - (iv) Issuance of Authority order empowering the NMCG.
  - (v) Parameters for selection of States under Dam Rehabilitation and Improvement Programme (DRIP).
  - (vi) Contamination of Ground Water.
  - (vii) Need to increase Water Use Efficiency.
  - (viii) Effect of procurement policy and free electricity policy on extraction of groundwater.
  - (ix) Encroachment of Water Bodies.
  - (x) Initiatives taken by various States for prevention of encroachment of Water Bodies.
  - (xi) Expenditure under Farakka Barrage Project.
  - (xii) Preparation of Cabinet note for dedicated funding on the lines of 'Namami Gange' under the National River Conservation Plan.
  - (xiii) Issue of subject 'Water' under the State List.
  - (xiii) Launching of Atal Bhujal Yojana for water stressed Districts in 7 States.

- (xiv) Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) Implementation of Command Area Development Scheme and Accelerated Irrigation Benefits Programme (AIBP).
- (xv) Issue of excessive borrowing from NABARD for financing of various Projects.
- (xvi) Implementation and benefits from Flood Forecasting Scheme.
- (xvii) Budgetary provisions for 'Ghats' development.
- 5. The Chairperson, thereafter, thanked the representatives of the Department of Water Resources, River Development & Ganga Rejuvenation for comprehensive presentation by them on various aspects raised by the Members. The Chairperson further urged the Secretary, Department of Water Resources, River Development and Ganga Rejuvenation to furnish written replies to those queries raised by the Members which could not be replied by them by 27 February 2020.

### [The witnesses, then, withdrew]

6. A copy of the verbatim record of the proceedings of the sitting of the Committee has been kept.

The Committee, then, adjourned.

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# MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2019-20) HELD ON TUESDAY, 3 MARCH 2020

The Committee sat from 1500 hours to 1530 hours in Committee Room '139', First Floor, Parliament House Annexe, New Delhi.

### **PRESENT**

Dr. Sanjay Jaiswal - Chairperson

### **MEMBERS**

#### Lok Sabha

- 2. Shri Vijay Baghel
- 3. Shri Bhagirath Chaudhary
- 4. Shri Guman Singh Damor
- 5. Dr. Heena Vijaykumar Gavit
- 6. Dr. K. Jayakumar
- 7. Shri Hasmukhbhai Somabhai Patel
- 8. Shri Sanjay Kaka Patil
- 9. Shri S. Ramalingam
- 10. Shri Dipsinh Shankarsinh Rathod
- 11. Shri Prajwal Revanna
- 12. Shri A. Narayana Swamy

# Rajya Sabha

13. Dr. Kirodi Lal Meena

### **SECRETARIAT**

1. Dr. Preeti Srivastava - Joint Secretary

2. Shri Raju Srivastava - Director

3. Shri R.C. Sharma - Additional Director

- 2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. Thereafter, the Committee took up for consideration (a) Draft Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti -Department of Water Resources, River Development & Ganga Rejuvenation; (b) Draft Report on Demands for Grants (2020-21) of the Ministry of Jal Shakti Department of Drinking Water and Sanitation; and (c) Draft Report on Action Taken by Government on Observations/Recommendations contained in the Twenty Third Report (Sixteenth Lok Sabha) on the subject 'Socio-economic impact of commercial exploitation of water by industries'. After some deliberations, the Committee adopted the aforesaid three draft Reports with minor modifications.
- 3. The Committee then authorized the Chairperson to present the above Reports to both the Houses of Parliament in the current Session.

The Committee, then, adjourned.

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